Evaluation of Leadership in

Ontario Public Libraries

MPA Research Report

Submitted to

August, 1995

Reed Osborne

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ABSTRACT

Two hundred seventy-two board members and management or professional staff in Ontario Public Libraries were surveyed to ascertain their evaluations of the Chief Executive Officers for fourteen leadership qualities. Respondents were in favourable agreement regarding the CEOs' abilities on all criteria. However, the CEOs were appraised significantly higher on criteria of basic competence, compared to criteria of vision, interpersonal relations and creativity. The CEOs are evaluated differently by sex in one leadership criteria. Board members rated CEOs significantly higher than did staff members for all criteria save one.

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EVALUATION OF LEADERSHIP IN ONTARIO PUBLIC LIBRARIES

Leadership is an elusive quality. Its presence is essential in every phase of human endeavour: at home, at work, at play and in every social context. It may reside in an individual or in a group, or it may in the religious sense be focused on an intangible being or concept. In this research we are looking at leadership in the workplace and indeed a small, specialized and unique workplace in one geographic area, public libraries in Ontario.

Leadership is considered to consist of a variety of qualities including professional competence, the capacity and willingness to work with others and involve them in the development of goals and objectives, the ability to inspire the best efforts and personal commitment of others, the wisdom and experience to articulate a vision of library service and the knowledge and maturity to comprehend the broad perspective and understand the impact of change.

Libraries are public institutions and many stakeholders exert ownership on it: clients, board members, staff and politicians. The public library is arguably one of the most heavily used voluntary public services. In 1993 67,397,747 uses were made of libraries in Ontario, 6.95 per capita. That is the equivalent of 1,272 baseball sellouts at Skydome or 16 seasons of home games. Few public institutions can match that level of people involvement. Conversely reading, study and building knowledge are intimately personal activities. People guard their libraries jealously. In this context leadership is difficult to identify with an individual or group. The most likely candidates are library boards,

municipal councils and chief executive officers. The focus of this paper is on the chief executive officer, hereafter referred to as CEO. The legislation requires a board to appoint a CEO "who shall have general supervision over and direction of the public library and its staff, shall attend all board meetings and shall have the other powers and duties that the board assigns to him or her from time to time."[1] In this paper scrutiny and interpretation is focused on the perceptions of the appraisers as well as on the appraisals of the CEOs.

Public libraries in Ontario are governed by independent boards of trustees, appointed by municipal councils. Although the boards are highly reliant on local councils for funding, they may have wide latitude in the establishment of management practices and policies. Human resources practices and policies are also determined at the board level. There is no standard criteria for appraising the performance of CEOs, nor indeed is there any regulatory requirement that this be done, although the Ontario Library Trustees Association encourages the practice. In libraries where CEO appraisal is regularly done, it is safe to say the function is exclusively the province of the board.

This research was inspired by appraisal research in academia where professor appraisals are regularly done by "subordinates" (students). Accordingly, it seemed a simple matter to consider the perceptions of staff as well as board members. This enriched the project by providing perspectives from both superiors and subordinates. It also offered the

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[1] Public Libraries Act. RSO, 1990, Chapter 57, s. 15.

possibility of exploring if differences of perception varied by position in the organizational hierarchy.

<p align="center">*   *   *</p>

There is a large body of literature regarding the respective leadership characteristics of men and women executives. Traditionally or stereotypically men are viewed as more "intelligent, rational, objective, independent, aggressive, ambitious and responsible."[2] Women are viewed as more "subjective, intuitive, emotional, dependent, warm to others, nurturant, and accommodating."[3] These stereotypes evolved over hundreds of thousands of years, the result of biology, sociology and economic development. Some call it straight forward historical development and others call it patriarchical discrimination. Whatever it is called, it has resulted in some indisputable economic facts of life that appear to give a decided advantage to men in the workplace.

Women are relegated to, and concentrated in, a relatively small number of occupations.[4] For example, in 1991 "80 percent of administrative support workers, 99 percent of all secretaries, 95 percent of all registered nurses."[5]

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[2]   Haslett, Beth, Florence L Geis, Mae R Carter. The Organizational Woman: Power and Paradox. p.30.

[3]   Ibid p.30.

[4]   Andrew, Caroline, Cecile Coderre, and Ann Denis. "Women in Management: the Canadian Experience."

[5]   Fagenson, Ellen and Janice J. Jackson. "The Status of Women in the United States." p. 388.

These occupations tend to be low prestige and low level.

In some "women's" professions, women tend to be clustered in the lower echelons. And conversely they are under represented in positions of responsibility. Although 80 percent of librarians are women, men predominate in senior positions.[6]

Women lag behind men in reaching management positions although this is changing. In the United States "in 1940, 4 percent of women in the labor force were managers, compared to 10 percent of men. In 1990, 11 percent of working women were managers, compared to 14 percent of men."[7] In 1991 the Canadian situation was very similar: 10 percent of women in the workforce were managers compared to 14 percent of the men.[8]

The literature regarding male and female leadership characteristics offers a variety of points of view.

In what might be called the Carol Gilligan school, the author argues that there are profound differences between men and women and the ways in which they relate to other

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[6] Schiller, Anita R. "Women in Librarianship." In The Role of Women in Librarianship 1876-1976. Kathleen Weibel et al, editors, 1979. pp. 228-31.

[7] Fagenson, pp. 388-389.

[8] Andrew, p. 378.

people and communicate. "These differences arise in a social context where factors of social status and power combine with reproductive biology to shape the experience of males and females and the relations between the sexes."[9] For women

> identity is defined in a context of relationship and judged by a standard of responsibility and care. Similarly, morality is seen ... as arising from the experience of connection and conceived as a problem of inclusion rather than one balancing claims .... For the men, the tone of identity is different, clearer, more direct, more distinct and sharp edged .... they radiate the confidence of certain truth .... Replacing the women's verbs of attachment are adjectives of separation - "intelligent", "logical", "imaginative", "honest", sometimes even "arrogant", and "cocky". Thus the male "I" is defined in separation.[10]

In the management literature, this translates to two varieties of leadership, that Rosener among others, calls transactional and transformational.

> The terms transactional and transformational refer to leader/follower relationships, ie, how leaders persuade or motivate followers to follow. Transactional leaders motivate followers by carrying out transactions with them - by exchanging rewards for services rendered. The transactional leader articulates

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[9] Gilligan, Carol. In a Different Voice. Harvard UP, 1982, p. 2.

[10] Ibid p. 160.

clearly what is expected of his or her subordinates, and identifies the rewards or promise of rewards related to the performance of specific tasks. Transactional leadership provides control to the leader who uses the self interest of the follower in motivating follower performance. Transformational leadership, on the other hand, motivates by empowering followers, by transforming the self interest of employees into the achievement of organizational goals. Put differently, the transformational leader is concerned with expanding the awareness of the follower beyond his or her self interest. The transformational leader empowers subordinates by appealing to intrinsic rather than extrinsic rewards.[11]

One can see the step between Gilligan's idea of male separation and independence with transactional leadership, and the connection between female caring and inclusion with transformational leadership. In the traditional, hierarchical, male dominated organization transactional leadership tends to prevail, or so it is argued. In Rosener's research, both men and women managers utilized both forms of leadership, transactional and transformational. However, women tended to be more transformational than the men.

Predating Rosener's work is <u>Breaking the Glass Ceiling</u>, 1987. The thrust of this work is to urge women to adapt to a male work environment and adopt a male work ethic.

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[11] Rosener, Judy B et al. <u>Leadership Study: International Women's Forum</u>. University of California, Irvine, 1990. p. 9.

See also Bernard M Bass, "From Transactional to Transformational Leadership: Learning to Share the Vision," <u>Organizational Dynamics</u>, Winter, 1990.

Besides, according to the authors, there is not much evidence of difference in goals, motives, behaviours, and personalities of male and female leaders.[12] Success factors for both men and women are the same: help from a mentor, achievement, desire to succeed, ability to manage subordinates, a willingness to take risks, and a capacity to be tough, decisive and demanding.[13]

Still another spin on the gender/leadership debate is presented by Sally Helgensen in The Female Advantage. Helgensen is a dynamo of optimism for women. Her argument is that the values women traditionally exhibit and excel in, are the values most conducive to success in today's economy. These values include:

an attention to process (rather than bottom line)

a willingness to look at how an action will affect other people

a concern for the wider needs of the community

a disposition to draw on the personal, private sphere of experience when dealing in the public realm

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[12] Morrison, Ann M et al. Breaking the Glass Ceiling. Addison Wesley, 1987. pp. 50-51.

[13] Ibid p. 24.

an appreciation of diversity

an outsider's impatience with rituals and symbols of status that divide people who work together and so reinforce hierarchies.[14]

Not for Helgensen any androgynous blending of male and female leadership characteristics. Women have the skills to drive the new economy. Her vision of the leader at the centre of a circle, or a web of inclusion, rather than at the top of a pyramid, ("not at the top, but in the centre; not reaching down, but reaching out,"[15]) is heady stuff.

In surveying the perceptions of public library CEOs by board and staff, we are looking at an uncommon group of managers. Library work is a female dominated field. The managers being appraised here are all CEOs: therefore, the female CEOs have "broken the glass ceiling" in their particular organizations. The male CEOs, although they are from a feminist perspective over represented in management, are a minority in the population. A subset of the sample of this research, CEOs of Ontario libraries serving over 100,000 population, had a male to female ratio of 2:1 in 1980. By 1994, this had exactly reversed through normal retirements and turnovers.

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[14] Helgensen. p. xx.

[15] Helgensen, Sally. The Female Advantage. Doubleday, 1990. p. 45.

Procedure

Research Question: Are the leadership performance appraisal ratings of public library chief executive officers, by superiors and by subordinates, influenced by the gender stereotype of the chief executive officer or by gender preference of the rater?

From a gender issues viewpoint, management of public libraries is changing. Schiller's twenty year old observations are outdated. Where twenty years ago CEO positions were overwhelmingly male, the majority in Canada are now female.

How has this development impacted the management and leadership of public libraries? How do library CEOs lead: transactionally or transformationally? Does the individual CEOs sex influence this quality of leadership? How do library board members evaluate the leadership of CEOs? Does the sex of the board member or of the CEO impact this evaluation? Similarly, how do employees evaluate the leadership CEOs? Does the sex of the employee or of the CEO impact this evaluation?

Model: These relationships are illustrated by the following model.

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F     BOARD     M
  ↘      ↓     ↙
    M   CEO   F
  ↗      ↑     ↘
F     STAFF     M
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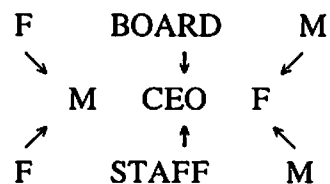
The model illustrates the potential to observe eighteen relationships.

Board : CEO (group M/F)

Board (female) : CEO (group M/F)

Board (male) : CEO (group M/F)

Staff : CEO (group M/F)

Staff (male) : CEO (group M/F)

Staff (female) : CEO (group M/F)

This project was inspired by research into the impact of gender on student evaluations of university professors by Susan Basow.[16] This research considered the evaluations of superiors as well as subordinates. Basow had access to the raw student evaluations of professors at Lafayette College. That evaluation system asked students to rate professors on their helpfulness, sensitivity, enthusiasm, impartiality, organization, feedback, knowledge, grading and other qualities. Overall ratings for professor and course were also recorded. Personal criteria dominates the Lafayette questionnaire. The format was appropriate for the academic setting but different criteria are needed in a management setting, especially as it was proposed to administer the questionnaire to both subordinates and superiors.

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[16] Basow, Susan. "Student Evaluations of Professors." Lafayette College, unpublished paper, 1994.

In this research it was planned to adapt from existing CEO performance appraisal systems (generally administered by Boards only), a survey that could be used by Boards and staff alike to evaluate the leadership qualities of public library CEOs. The form queried respondents on their perceptions of CEO knowledge, planning, communication, leadership and interpersonal relations skills. There was a balance on the questionnaire of skills that might be categorized transactional and transformational. Statements were designed to address the basic functions of management: planning, organizing, directing, controlling and evaluating. A range of important personal characteristics was queried such as: communication skills, adaptability, judgement, initiative and the conduct of interpersonal relationships. Other questions addressed the CEOs ability to articulate his/her own vision, to inspire others, to create and innovate, to consult widely, and to understand political reality and make it work for the library. Most statements were adapted from the CEO appraisal system in use at London Public Library. Statement A13 (The CEO encourages the contribution of all staff regardless of position) was added to factor in the trait of inclusivity, which some authors cite as characteristic of female managers. Similarly, A12 (The CEO works cooperatively and harmoniously with others) was included to test for warmth and nurturance. Statements A12 and A13 were included to respond to feminist arguments that management practices and expectations of achievement are male oriented.[17]

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[17] See Haslett et al, ibid.
And in Alimo-Metcalfe, Beverly. "Gender bias in the selection and assessment of women in management", in <u>Women in Management</u>. Marilyn J Davidson and Donald J Burke, editors.

Hypothesis: It was hypothesized that public library CEOs would receive higher ratings in the observations of board members than in the observations of staff. The gender of the CEO, or the rater, would not significantly impact the observations.

A questionnaire consisting solely of closed questions on a single sheet of paper was developed to encourage the highest possible response rate. The questionnaire and cover letter were refined through pretesting by management staff and a trustee of the London Public Library and on the advice of the faculty advisor. Questionnaire and cover letter were further edited and approved by the Political Science Department Research Ethics Committee, University of Western Ontario.

Surveys and cover letter (Appendix B) were sent to 54 Ontario public libraries. Bulk packages of surveys were mailed to the attention of the CEO (see Appendix A) with the request s/he distribute the enclosed surveys to all members of the board of trustees and to senior staff. Surveys were sent to all libraries over 100,000 population and to randomly selected county libraries and lower tier libraries serving populations in the range of 15,001 - 100,000, based on <u>Ontario Public Library Statistics, 1993</u>. The sample of 54 libraries was drawn from a population of 98 libraries. Of the 54 CEOs represented, 61% were female, 39% male. This is representative of the population of CEOs which was 62% female, 38% male. The gender breakdown of board members is unknown. Similarly there is no data on the staff gender breakdown but one can say with a high degree of certainty that it is overwhelmingly female.

Respondents were asked to record their impressions on a five point Likert scale. A series of statements about CEO leadership was composed and respondents recorded one of: strongly agree, agree, have no opinion, disagree or strongly disagree. All statements were phrased positively. Favourable responses were tallied at a value of five, unfavourable responses at a value of one and intermediate responses at descending values of four, three and two.

Seven hundred sixty five surveys were mailed May 29, 1995 in time for distribution at June board meetings. Sufficient surveys were enclosed in each package for all board members and for two to nine senior staff depending on size of library. The libraries over 100,000 population all received surveys for nine staff and nine trustees. The smaller libraries received surveys for staff at an estimated ratio of one senior staff to twenty total employees. In distributing surveys for staff it was intended to restrict surveys to employees who have a direct reporting or close working relationship with the CEO in a professional, managerial or supervisory capacity.

Care was taken to ensure confidentiality of results, given the highly sensitive nature of the information requested. All 765 potential respondents were provided with a stamped envelope for individual return directly to the researcher. CEOs and respondents were assured that results would be reported in aggregate form only. Accordingly, questionnaires did not request identification of CEO or library. Thus, in guaranteeing

confidentiality one piece of information was sacrificed, namely the gross number of CEOs out of the maximum 54 for whom at least one questionnaire was be returned.

Questionnaires were received through mid July, 1995. With the assistance of graduate and post graduate students at the Graduate School of Library and Information Science, University of Western Ontario, returns were entered in a spread sheet format for analysis on the statistical package, SPSS.

Results

Two hundred seventy two questionnaires were returned, a response rate of 35.5%.

Of the 272 responses, 172 (63.4%) appraised the leadership qualities of female CEOs, 99 (36%) evaluated male CEOs and one did not indicate the sex of the CEO. (See Table 2)

Respondents from lower tier libraries were represented at all population ranges, from 28% of all possible responses in the 15,000 - 30,000 population range to 47% of the 50,000 - 100,000 population range. However, only eight responses (10%) were received from county libraries. (See Table 1)

Table 1. Responses by library size.

Population 000	Number distributed	Number returned	Percentage returned
15 - 30	110	31	28%
30 - 50	84	35	42%
50 - 100	112	53	47%
100 - 250	216	76	35%
Over 250	162	65	40%
County	81	8	10%
Blank		4	

Almost half the respondents, 130, characterized their communities as urban; eleven were rural, 38 suburban, 86 mixed and seven did not respond to this question.

Twenty one responses related to CEOs with less than one year experience, 54 responses to CEOs with one to three years, 121 responses pertained to CEOs with three to nine years experience, and fifty seven had more than nine years. Nineteen responses were blank or recorded "don't know".

Ninety two staff members responding characterized their positions as managerial or supervisory, 29 stated professional status, four were library technicians, six noted "other" and one did not indicate position.

Respondents were 63% female as detailed in Table 2. There were more staff respondents than board members in spite of the fact that more questionnaires were distributed to board members than were distributed to staff. Responses from 129 board members represent a return rate of 27.6%. Staff responses were 48% of distributed questionnaires. Responding board members were 56% male, and responding staff were 82% female. The research does not identify if these gender relationships were representative of board and staff composition.

Table 2. Respondents by sex and position and by CEO sex.

| | Sex of CEO | | | | | |
| | Female | | Male | | Group Total | |
Position	Count	Table %	Count	Table %	Count	Table %
Board Respondent- Sex						
Female	29	10.7	25	9.2	54	19.9
Male	51	18.8	24	8.9	75	27.7
Total	80	29.5	49	18.1	129	47.6
Staff Respondent- Sex						
Female	75	27.7	43	15.9	118	43.5
Male	17	6.3	7	2.6	24	8.9
Total	92	33.9	50	18.5	142	52.4
Grand Total	172	63.4	99	36.6	271	100.00

An overall multivariate analysis of variance was performed on the data to test for significant differences in responses by population served, community characterization, sex of CEO, by board or staff member and by sex of CEO. The MANOVA did not address CEO length of service, position of staff member and respondent length of service. There were no significant findings except for statement A3 (The CEO endeavours to ensure that sufficient human and other resources), by sex of CEO, and significant differences for all statements (save A1, The CEO formulates policies that clearly convey the mission of the library) by respondents' position as board or staff member: Pillais $F_{(2.10897)} = .11977$, $p < .05$; Hotellings $F_{(2.10897)} = .13606$, $p < .05$; Wilks $F_{(2.10897)} = .88023$, $p < .05$. Subsequent analyses explored these findings.

<center>*   *   *</center>

The results display a high rate of agreement among respondents with the all the statements in the questionnaire. For all CEOs, for all statements, the mean level of agreement exceeded 4.0. The highest approval rating for all CEOs was a mean of 4.35 on a 5 point Likert scale in response to statement A2, "The CEO demonstrates knowledge of present work, relevant policies, procedures, problems and current trends". The lowest approval rating for all CEOs was a mean of 4.01 in response to statement A1, "The CEO formulates policies that clearly convey the mission of the library." Table 3 arranges the mean responses for all statements for all CEOs in order low to high. It is notable that the CEOs fared best in those traditional management functions: planning, organizing, directing and controlling. Those functions were addressed by statements A2,

A3, A4, A5, A10. At the lower end of the scale were those statements that related to creativity, fostering inclusivity, communicating, securing commitment of staff, wisdom and perception, working cooperatively and harmoniously with others and formulating policies that express the Library's mission. Those qualities were represented by statements A11, A13, A8, A6, A7, A12, A1 respectively. It bears repeating that there was a high degree of agreement with all fourteen statements by respondents.

Analysis of the fourteen statements on the questionnaire reveals that there is a significant difference between the survey question means $(F(13,3877) = 4.172, P < .05)$. Subsequent post hoc tests using Tukey's Honest Significant Difference Test (Tukey's HSD) shows the following pattern. Statements are ranked by ascending means. (See Appendix D)

A1, A12 < A5

A1, A12, A7, A6, A13, A8, A11 < A2

Table 3. Leadership criteria means, all CEOs.

Number	Mean	Statement
A1	4.01	The CEO formulates policies that clearly convey the mission of the library.
A12	4.02	The CEO works cooperatively and harmoniously with others.
A7	4.03	The CEO displays the wisdom and perception that leads to reasonable decisions.
A6	4.04	The CEO secures the commitment of staff to work independently and cooperatively to meet objectives.
A8	4.05	The CEO conveys information understandably.
A13	4.05	The CEO encourages the contribution of all staff regardless of position.
A11	4.08	The CEO offers creative or constructive ideas that facilitate the implementation of objectives.
A3	4.19	The CEO endeavours to ensure that sufficient human and other resources are available to achieve objectives.
A14	4.21	Overall, the CEO is an able leader.
A9	4.21	The CEO understands information transmitted.
A10	4.26	The CEO personally performs at a consistent level to fulfil obligations and meet deadlines.
A4	4.26	The CEO forecasts service needs and financial requirements for the attainment of objectives.
A5	4.29	The CEO controls expenditure against budget.
A2	4.35	The CEO demonstrates knowledge of present work, relevant policies, procedures, problems and current trends.

*   *   *

It was hypothesized that CEOs would receive higher ratings in the observations of board members than in the observations of staff. With the sole exception of statement A1

(formulating policies that clearly convey the mission), where board and staff rated CEOs

similarly, the hypothesis was borne out in all criteria, as detailed in Table 4.

Table 4. CEO leadership criteria, by board and staff respondents.

Statement	$\underline{M}$ board	$\underline{M}$ staff	Reference
A2	4.61	4.13	$(\underline{t}(247) = 4.66, \underline{p} < .05)$
A3	4.47	3.92	$(\underline{t}(241) = 5.35, \underline{p} < 0.5)$
A4	4.43	4.11	$(\underline{t}(258) = 3.19, \underline{p} < 0.5)$
A5	4.43	4.18	$(\underline{t}(268) = 2.43, \underline{p} < 0.5)$
A6	4.31	3.78	$(\underline{t}(247) = 4.49, \underline{p} < 0.5)$
A7	4.32	3.77	$(\underline{t}(251) = 4.75, \underline{p} < 0.5)$
A8	4.28	3.83	$(\underline{t}(259) = 3,83, \underline{p} < 0.5)$
A9	4.50	3.92	$(\underline{t}(232) = 5.84, \underline{p} < 0.5)$
A10	4.47	4.06	$(\underline{t}(249) = 3.79, \underline{p} < 0.5)$
A11	4.25	3.92	$(\underline{t}(269) = 2.90, \underline{p} < 0.5)$
A12	4.31	3.75	$(\underline{t}(243) = 4.51, \underline{p} < 0.5)$
A13	4.23	3.87	$(\underline{t}(259) = 2.81, \underline{p} < 0.5)$
A14	4.48	3.97	$(\underline{t}(245) = 4.44, \underline{p} < 0.5)$

*   *   *

Analyses of variance of the fourteen survey questions by demographic data were

conducted, including size of library, community character, CEO experience and staff

position. There were no significant results.

*   *   *

The possibility that gender stereotypes might impact the appraisals of CEOs is of special interest to this project. To summarize the findings, there were no statistically significant results except as noted in the ten instances below.

A1. The CEO formulates policies that clearly convey the mission of the library.

● Female board members rate their CEOs higher than male board members. Female board members agreed with this statement ($\underline{M}$ = 4.39) as compared to male board members ($\underline{M}$ = 3.80) ($\underline{t}(118)$ = 3.07, $\underline{p}$ < .05).

● Female board members with a female CEO rate their CEOs higher ($\underline{M}$ = 4.56) than male board members with a female CEO ($\underline{M}$ = 3.63) ($\underline{t}(66)$ = 4.08, $\underline{p}$ < .05). See figure 1.

Figure 1: Mean ratings of male and female CEOs, policies and mission, as a function of board member sex.
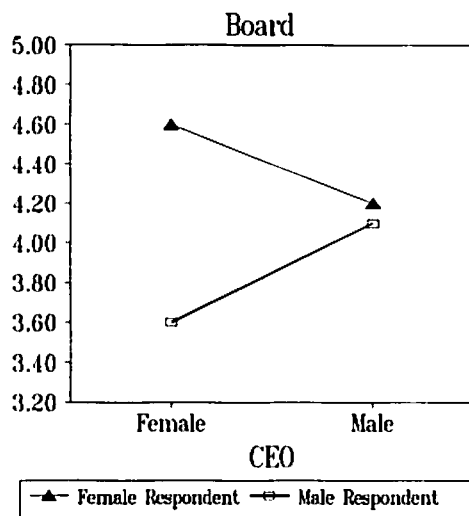
Board

CEO

─▲─ Female Respondent ─◆─ Male Respondent

A3. The CEO endeavours to ensure that sufficient human and other resources are available to achieve objectives.
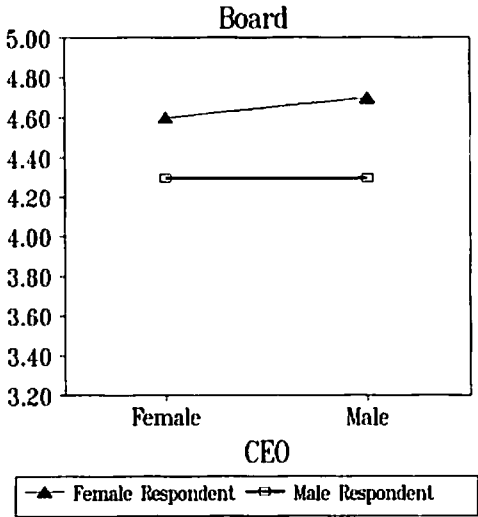
● Male CEOs are rated higher ($\underline{M}$ = 4.39) than female CEOs ($\underline{M}$ = 4.08). This is the only criterion studied in which CEOs of one sex were rated higher than the other in any statistically significant way ($\underline{t}$(246) = -2.95, $\underline{p}$ < .05).

A4. The CEO forecasts service needs and financial requirements for the attainment of objectives.

● Female board members ($\underline{M}$ = 4.63) rate their CEOs higher than male board members ($\underline{M}$ = 4.35) ($\underline{t}$(122) = 2.62, $\underline{p}$ < .05).

● Female board members ($\underline{M}$ = 4.70) with a male CEO rate their CEOs higher than a male board members ($\underline{M}$ = 4.35) with a male CEO ($\underline{t}$(44) = 2.46, $\underline{p}$ < .05). See figure 2.

Figure 2: Mean ratings of male and female CEOs, forecasting needs, as a function of board member sex.

Board

```
5.00
4.80                                    ▲
4.60        ▲
4.40
4.20        □───────────────────□
4.00
3.80
3.60
3.40
3.20
         Female            Male
                CEO
```

—▲— Female Respondent —□— Male Respondent

A5. The CEO controls expenditure against budget.

● Male staff ($\underline{M}$ = 4.71) members with a male CEO rate their CEOs higher than female staff ($\underline{M}$ = 4.19) members with a male CEO ($\underline{t}$(12) = -2.39, $\underline{p}$ < .05). See figure 3.

Figure 3: Mean ratings of male and female CEOs, expenditure control, as a function of staff member sex.
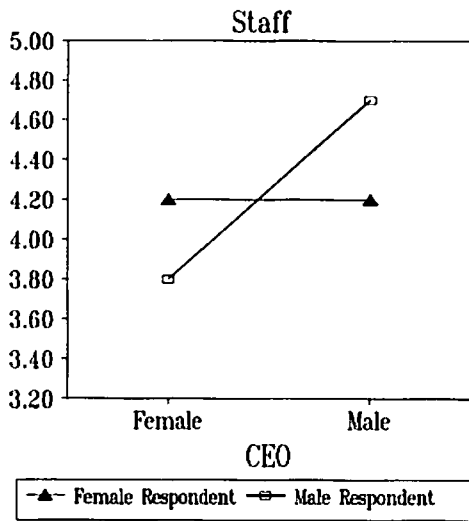
A7. The CEO displays the wisdom and perception that leads to reasonable decisions.

● Female board members ($\underline{M}$ = 4.51) rate their CEOs higher than male board members ($\underline{M}$ = 4.21) ($\underline{t}$(117) = 2.28, $\underline{p}$ < .05).

● Female board members ($\underline{M}$ = 4.55) with a female CEO rate their CEO higher than male board members ($\underline{M}$ = 4.12) with a female CEO ($\underline{t}$(75) = 2.94, $\underline{p}$ < .05). See figure 4.

Figure 4: Mean ratings of male and female CEOs, wisdom and perception, as a function of board member sex.
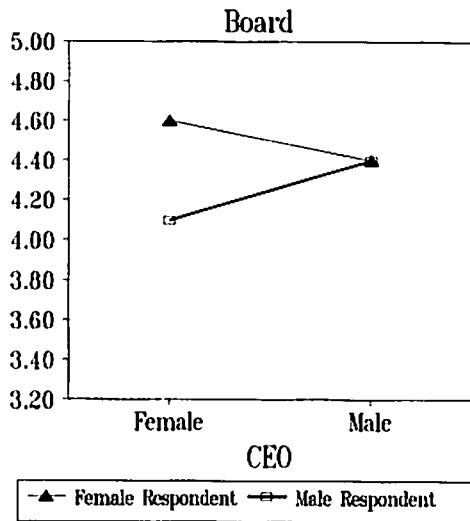
A9. The CEO understands information transmitted.

● Female board members ($\underline{M}$ = 4.75) rate their CEOs higher than male board members ($\underline{M}$ = 4.40) ($\underline{t}$(121) = 3.58, $\underline{p}$ < .05).

● Female board members ($\underline{M}$ = 4.78) with a female CEO rate their CEOs higher than male board members ($\underline{M}$ = 4.33) with a female CEO ($\underline{t}$(71) = 3.73, $\underline{p}$ < .05). See figure 5.

Figure 5: Mean ratings of male and female CEOs, understands information, as a

function of board member sex.
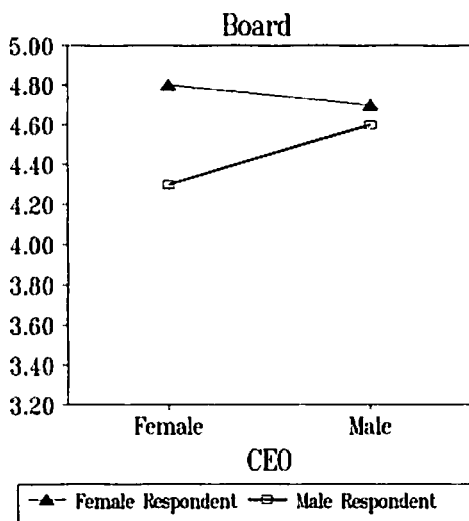
General Discussion

A primary interest of the research is perceptions of the leadership qualities of female and male CEOs. Attention is immediately drawn to the results of responses to statement A3. Respondents were asked to state their level of agreement with the statement, "The CEO

endeavours to ensure that sufficient human and other resources are available to achieve objectives". This was the sole instance where one sex, male was rated significantly higher ($\underline{M}$ = 4.39) than the other, female ($\underline{M}$ = 4.08). The statement addresses a basic management function, planning. It is a measure of competence and knowledge. It speaks to whether the CEO has in her/his mind a detailed scheme or approach to accomplish objectives. Planning and the allocation of resources also implies power and control. The person with the plan has the big picture. The statistical tests applied have a confidence factor of 95%. That is, we can be 95% certain that male CEOs are perceived more favourably as endeavouring to ensure sufficient resources by both board and staff members.

This raises a number of questions. Does this difference in rating have a basis in reality? Is the difference a perception based on experience? Is it a perception based on a stereotype that has no basis in fact? Are there any ways to test the validity of the perception?

In an effort to determine if there were any reason to believe that male CEOs might in fact excel in ensuring the sufficiency of resources, the sample libraries with male and female CEOs were compared in terms of staffing levels and in the level of local funding. Arguably, if male CEOs excel at endeavouring to ensure a sufficiency of resources, one might expect higher staffing levels and a higher rate of local funding at those libraries.

Table 5. Staff per 10,000 population and local support per capita by sex of CEO, of sample libraries.

M staff per 10,000 CEO F	M staff per 10,000 CEO M	Local support CEO F	Local support CEO M
6.41	6.29	$28.56	$28.88

As one can see in Table 5 the results are not significant. Analyses of staffing levels ($t(44)$ = .09, p > .05) and local support ($t(48)$ = -.02, p > .05) were conducted, demonstrating no significant difference in either factor with regard to the sex of CEO. There is no indication male CEOs are more successful in either category. The foregoing exercise should be taken with a grain of salt. CEOs come and go. A male CEO of many years service may have recently retired to be succeeded by a female, and in an exercise like this she inherits her predecessor's record, or vice versa. Nevertheless, this exercise does not support the collective opinion of the respondents.

*   *   *

The evidence is slim within this sample of CEOs and board or staff respondents that male or female CEOs are rated according to gender stereotypes. Under only one criteria was one sex (male) rated higher than the other: endeavours to ensure sufficient resources. Overall, and on twelve other criteria the differences were not significant.

In three instances female board members rate their female CEOs higher than male board members rate female CEOs. This occurs significantly with A1, formulating policies that convey mission; A7, wisdom and perception; and A9, understanding information. One might make a case here that female board members are more attuned to female CEOs

and feel a more sympathetic kinship with female CEOs. These criteria after all relate to articulating the mission of a complex institution, the identification and understanding of another person's profounder thoughts and the confidence that the CEO understands the board member's meaning and intent. However, neither the sample in general nor the female respondents in isolation, rated female CEOs higher in statements A12 and A13 (working cooperatively and harmoniously, and practicing inclusivity).

<p align="center">*   *   *</p>

There is only one instance where males, in this case male staff, rate CEOs (males only) higher than female staff rate a male CEO. This leadership criteria is expenditure control. One might argue that male CEOs were stereotyped as bottom line, play-by-the-rules males. However, in other criteria where one might expect the male CEOs to reflect the stereotype, it did not happen: knowledge, planning, or wisdom.

In the results of this research it is difficult to discern any strong evidence that women library CEOs in Ontario lead transformationally and that men CEOs lead transactionally. Based on the ratings, the evidence is highly inconsistent.

<p align="center">*   *   *</p>

In reviewing the results of board member responses, a number of patterns are suggested. (Refer to Appendix F)

Under several criteria female board members rate CEOs of either sex higher than do male board members, or if you will, male board members rate CEOs lower than do female board members. This is the case with statements

formulating policies that convey the mission (A1);

forecasting service needs and financial requirements (A4);

wisdom and perception (A7);

understanding information (A9).

Male board members rate male CEOs lower than female board members in six criteria:

policies and mission (A1);

forecasting needs (A4);

staff commitment (A6);

understanding information (A9);

creativity (A11);

working cooperatively (A12).

Male and female board members rate male CEOs evenly in five criteria:

knowledge (A2);

ensuring sufficient resources (A3);

wisdom and perception (A7);

conveying information (A8);

encouraging the contribution of all staff.

The male board members rate male CEOs higher than female board members do in three criteria including expenditure control and consistency of personal performance. In addition, male board members rate male CEOs higher overall (A14) than do female board members (although this was not a significant result). This is a curious result in the context of rating male CEOs lower or the same as female board members rate male CEOs in eleven of fourteen criteria. Granted the difference between male and female board members perceptions of male CEOs overall performance (A14) is not statistically significant, nevertheless the difference does raise a question. How is it that male board members will perceive male CEOs the same or less favourably than female board members, yet assign male CEOs an overall higher rating? Conversely, how is it female board members having rated male CEOs the same or higher than male board members on eleven criteria, would award an overall lower rating?

In fact, female board members rate female CEOs higher than male board members do in all criteria except A13 (encouraging the contribution of all staff regardless of position). Conversely, male board members rate female CEOs lower under all criteria save A13. It is ironic to note that the single exception was on the criteria relating to

inclusivity that was inserted on the speculation it would be a feminine trait. These observations are best illustrated in graphic form. See figures 6,7,8,9.

Figure 6: Mean ratings of male and female CEOs, policies and mission, as a function of board member sex.
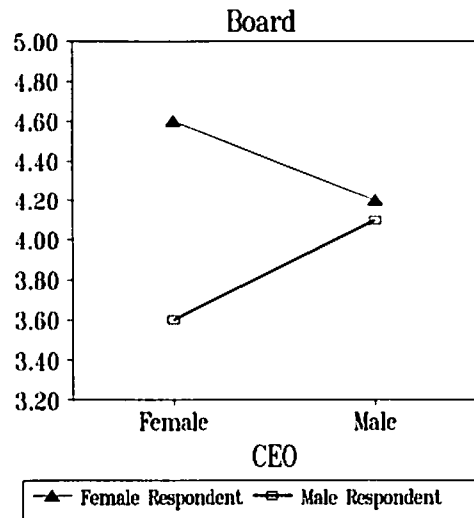

Figure 7: Mean ratings of male and female CEOs, wisdom and perception, as a function of board member sex.
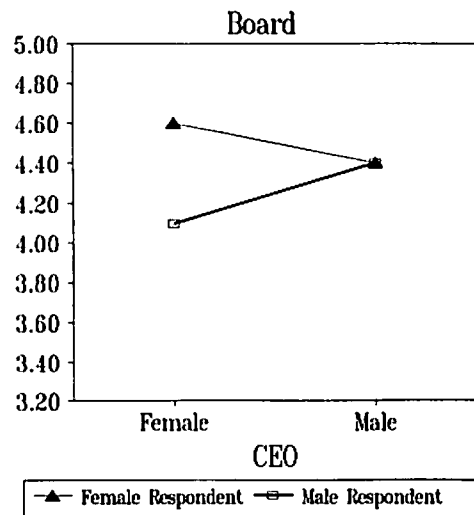
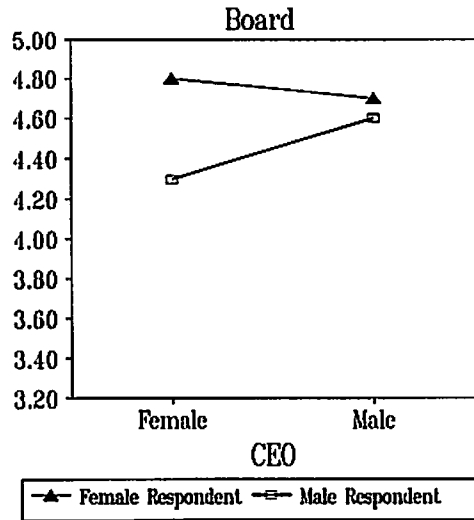Figure 8: Mean ratings of male and female CEOs, understands information, as a function of board member sex.
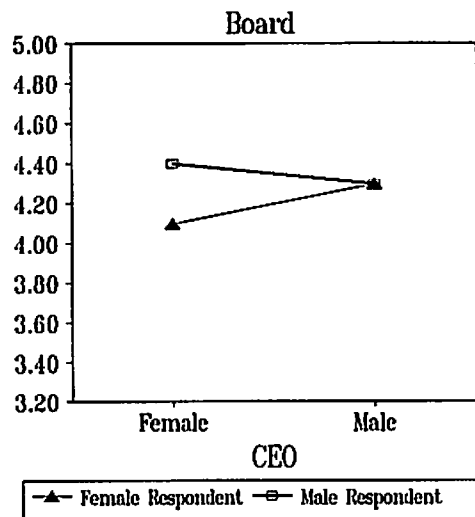
Board

Figure 9: Mean ratings of male and female CEOs, encourages contribution of all staff, as a function of board member sex.

Board

There is some indication that those boards with female CEOs exhibit, among male and female board members, a heightened level of same sex approval than is the case in libraries with male CEOs. In libraries with female CEOs, the mean difference of male and female board members for each criteria was 0.2928. In the case of male CEOs this difference was 0.0928. That is, on a five point Likert scale the difference of male/female opinion was 6% for female CEOs and only 2% male CEOs. It is acknowledged that this extrapolation is based in part on results that are not statistically significant and that there is some risk in drawing influences from averages derived from an arbitrary Likert scale. However , this observation does suggest that boards with female CEOs may operate with an undercurrent of gender role tension, centred on the CEO, that is less pronounced in libraries with male CEOs. It may also suggest that female CEOs labour in a climate where unspoken gender role tension may exist to a degree that is less evident for male CEOs.

In the case of staff the differences were closer. For female CEOs the mean difference of male and female staff for each criteria was 0.2142 and for male CEOs, 0.2642. That is, on the five point Likert scale the difference of male/female staff ratings was 4% for female CEOs and 5% for male CEOs.

One might conclude that respondents, whether board or staff may bring gender preferences to the appraisal process. In the case of staff these preferences tend to cancel out each other. For the CEO gender tension may exist in the daily relationship with staff

colleagues, but the tension does not unduly affect one sex of CEO more than the other. Also, clearly, gender tension at the CEO and staff level may not have an impact on a CEOs livelihood. But in the board relationship the difference is more pronounced and could materially affect the CEOs effectiveness and livelihood.

The observations above on differences were all calculated positively, regardless of the respondents' gender. The exercise can be amended to determine how the differences of male and female board responses impact CEOs of the same sex, thus incorporating both positive and negative impact of same sex ratings. In this exercise over the fourteen statements female board members rate female CEOs 0.2714 points higher than male board members per leadership criteria. Male board members on the other hand tend to rate male CEOs on average 0.0785 points lower on each statement than do female board members. For female CEOs then, the difference is 5.4%, and for male CEOs, minus 1.6%, on the five point scale.

If the ideal is zero difference, assuming difference to be a measure of gender preference and assuming no other confounding factors, then female CEOs face a significant gender tension spread of 5.4%, compared to males minus 1.6%. One might also deduce from the perspective of the entire sample of board members that there is a 7% discrepancy between the perceptions of female and male board members (the difference between 5.4% and negative 1.6%) of CEO leadership. 5.4%, and for male CEOs, minus 1.6%, on the five point scale.

Conclusion

This research highlights some of the dangers of standard management personnel appraisal rating systems and the possible impact of gender related abberations. Particularly in the case of female CEOs there is evidence that male board members may underrate the CEO while female board members may overrate her. Overrate and underrate are heavily loaded terms to define and categorize for the appraisal process is so very subjective. The presence of unspoken gender role tension in boards with female CEOs was suggested earlier. Could it be this tension impels female and male board members to exaggerate their appraisals to balance a perceived gender preference of the opposite sex? If this were the case female CEOs carry an additional burden in the form of an ongoing tension that male CEOs do not suffer.

In the case of male CEOs conventional wisdom might have predicted that male board members would rate male CEOs more highly than would female board members. This did not come to pass for female board members tended to rate male CEOs a little higher on average than did male board members. It may reflect the uniqueness of this part of the sample, male CEOs in a predominantly female profession, that the male CEOs do not appear to benefit from traditional stereotypical influences. For men, gender is usually a positive difference. However, some research indicates that men in female dominated professions experience from clients and people outside the profession a degree of stereotyping. Williams reported that the men she interviewed often felt stereotyped as

"wimpy", "asexual", "homosexual", "deviant" or "failed". These men felt accepted within the profession but experienced the impact of unfavourable stereotyping from outsiders.[18] It is acknowledged that the connection between this research and that of Williams is tenuous but it may be worthy of further study.

In this research it is difficult to identify with certainty, instances of gender preference. This was a live as opposed to a controlled experiment. The board members and staff evaluating female CEOs were an entirely different group of people from those evaluating male CEOs. And the CEOs of course are individuals, not fictitious composites created for a controlled experiment. Attempts were made to factor out any variables related to CEO length of experience, respondent experience and size or character of community. There may be other variables that were neglected and not surveyed. In the one leadership criteria where male CEOs excelled, ensuring sufficient resources to meet objectives, perhaps there is a genuine male superiority. But looking at the overall results in context, it seems doubtful.

A cautionary note is added about the differences that were attributable to gender. Although those differences may be small, some researchers suggest that evaluators have

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[18] Williams, Christine L. "The glass escalator: hidden advantages for men in the 'female' professions". Social Problems, vol.39, no.3, p. 261.

a tendency to be uncommonly fair in an experiment. That is, in reality the application of stereotyping may be worse than it appears in an experimental context.[19]

Finally, although the differences attributable to gender may be small, appraisal processes of this nature impact the effectiveness and livelihood of CEOs. There is reason to believe these differences may be cancelled out on boards with a balance of men and women. Nevertheless, it is disturbing to contemplate the situation of the female CEO with a male dominated board and senior staff where the library mission is unclear, there are concerns about cost control, where a high level of confidence in the wisdom of the CEO is demanded, and where major change is being communicated to the CEO. Her task would be daunting.

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[19] Eagly, Alice H, Mona G Makhijani and Bruce G Klonsky."Gender and the evaluation of leaders: a meta-analysis. Psychological Bulletin, 1992, vol.111, no.1, p. 18.

724 Old Hunt Road
London, Ontario
N6H 4K8

May 29, 1995

Dear Colleague:

As CEO's of public libraries we hold unique positions of trust. We are responsible to our communities, to our governing bodies, and to our employees. Among our tools are professional ideals and standards, management skills and leadership.

I am engaged in a research project into the quality of leadership in public libraries as part of the requirements for the degree of Master of Public Administration, University of Western Ontario. This work is supervised by Dr. Roma Harris of the University's Graduate School of Library and Information Science. The questionnaires and cover letters for your staff and board have been approved under the Department of Political Science Review Procedure for Research Involving Human Subjects.

I would greatly appreciate your assistance in distributing the enclosed cover letters, questionnaires and return envelopes to your board members and to your nine most senior subordinates.

Please be assured that confidentiality will be strictly observed. Results of the survey will be reported in aggregate form only. Individual responses and the collective responses of people from specific libraries will not be identified.

Thank you for your assistance.

Yours sincerely,

Reed Osborne

724 Old Hunt Road
London, Ontario
N6H 4K8

May 29, 1995

Dear Colleague/Trustee,

The Chief Executive Officer (CEO) of a library holds a unique position. She or he is positioned between the board and staff, responsible to both, and often representing the one to the other. The CEO conveys to staff the board's vision of library service for the community, and in turn explains to the board the need for resources that the staff require to fulfil the library's mission. Both staff and board look to the CEO for guidance and leadership.

The enclosed questionnaire is part of a research project I am doing towards the degree Master of Public Administration at the University of Western Ontario, under the supervision of Professor Roma Harris, Graduate School of Library and Information Science.

The subject of the research is leadership of Chief Executive Officers (chief librarians or library directors) in public libraries. The research seeks to study the perceptions of leadership as seen through the eyes of staff and library board members. Would you please fill out the questionnaire, considering the CEO of your public library as you respond to the questions.

Would you please take five minutes to fill out the questionnaire and return it in the enclosed envelope. Responding to this questionnaire is entirely voluntary. Results of the survey will be reported in aggregate form only, that is, the responses of individuals and the collective responses of people from specific libraries will not be identified. The collected data will be retained for five years.

This research is financially assisted by the Libraries and Community Information Branch, Ontario Ministry of Culture, Tourism and Recreation.

Thank you for participating.

Yours sincerely,

Reed Osborne

LEADERSHIP IN PUBLIC LIBRARIES

QUESTIONNAIRE

A. Leadership Criteria	
Please apply the following statements to the C.E.O. of your library. For each statement, please circle the appropriate numerical response. (5) strongly agree (4) agree (3) neutral or no opinion (2) disagree (1) strongly disagree EXAMPLE: The C.E.O. is also chief librarian. 5 4 3 2 1	
1. The CEO formulates policies that clearly convey the mission of the library.	5 4 3 2 1
2. The CEO demonstrates knowledge of present work, relevant policies, procedures, problems and current trends.	5 4 3 2 1
3. The CEO endeavours to ensure that sufficient human and other resources are available to achieve objectives.	5 4 3 2 1
4. The CEO forecasts service needs and financial requirements for the attainment of objectives.	5 4 3 2 1
5. The CEO controls expenditure against budget.	5 4 3 2 1
6. The CEO secures the commitment of staff to work independently and cooperatively to meet objectives.	5 4 3 2 1
7. The CEO displays the wisdom and perception that leads to reasonable decisions.	5 4 3 2 1
8. The CEO conveys information understandably.	5 4 3 2 1
9. The CEO understands information transmitted.	5 4 3 2 1
10. The CEO personally performs at a consistent level to fulfil obligations and meet deadlines.	5 4 3 2 1
11. The CEO offers creative or constructive ideas that facilitate the implementation of objectives.	5 4 3 2 1
12. The CEO works cooperatively and harmoniously with others.	5 4 3 2 1
13. The CEO encourages the contribution of all staff regardless of position.	5 4 3 2 1
14. Overall, the CEO is an able leader.	5 4 3 2 1

B. Library Information

15.	Population served	15,001 - 30,000 ___ 30,001 - 50,000 ___ 50,001 - 100,000 ___ 100,001 - 250,000 ___ over 250,000 ___ county library ___
16.	Community characterization (check one)	urban ___ rural ___ suburban ___ mixed ___

C. Chief Executive Officer information

17.	How long has the CEO held her/his current position?	less than one year ___ one to three years ___ three to nine years ___ more than nine years ___ do not know ___
18.	Sex of CEO	female ___ male ___

D. Respondent Information

Please supply some information about yourself.

19.	Check one.	board member ___ staff member ___
20.	If you are a staff member, how would you describe your position? (check one)	manager / supervisor ___ professional (eg. librarian/accountant) ___ library technician/ library assistant ___ other (please indicate) _____
21.	How many years have you been associated with the library as a member of the staff or board?	less than one year ___ one to three years ___ three to six years ___ more than six years ___
22.	Sex	female ___ male ___

	M all CEOs	M CEOs Female	M CEOs Male
A1	4.01	3.95	4.11
A2	4.35	4.29	4.48
A3	4.19	4.08	4.39
A4	4.26	4.21	4.35
A5	4.29	4.25	4.35
A6	4.04	3.98	4.14
A7	4.03	4.00	4.09
A8	4.05	4.07	4.03
A9	4.21	4.20	4.22
A10	4.26	4.27	4.24
A11	4.08	4.05	4.14
A12	4.02	4.03	4.01
A13	4.05	4.08	4.01
A14	4.21	4.19	4.27

Anova: Single Factor						
SUMMARY						
GROUPS			AVERAGE	VARIANCE		
A1			4.003649635	1.146506778		
A2			4.357142857	0.818228367		
A3			4.183453237	0.821819079		
A4			4.258064526	0.717335809		
A5			4.291366906	0.763174298		
A6			4.035971223	1.023972158		
A7			4.035842294	1.027487687		
A8			4.050179211	1.026249968		
A9			4.202898551	0.780500659		
A10			4.260714286	0.910279058		
A11			4.078853047	0.893040406		
A12			4.021582734	1.190868244		
A13			4.04	1.191824818		
A14			4.212230216	1.005337246		
ANOVA						
Source of Variation	SS	df	MS	F	P-Value	F crit
Between Groups	51.5638	13	3.966446516	4.171861313	6.209E-07	1.722678888
Within Groups	3686.104	3877	0.950761835			
TOTAL	3737.667	3890				

Statement	Mean	TUKEY'S HSD	Upper Limit	Differences
A1	4.0036	0.266127	4.2698	A5,A2
A12	4.0216	0.266127	4.2877	A5,A2
A7	4.0358	0.266127	4.3020	A2
A6	4.0360	0.266127	4.3021	A2
A13	4.0400	0.266127	4.3061	A2
A8	4,0502	0.266127	4.3163	A2
A11	4.0789	0.266127	4.3450	A2
A3	4.1835	0.266127	4.4496	
A9	4.2029			
A14	4.2122			
A4	4.2581			
A10	4.2607			
A5	4.2914			
A2	4.3571			

MEAN RATINGS AND STANDARD DEVIATIONS OF CEOs AS A FUNCTION OF CEO AND BOARD MEMBER

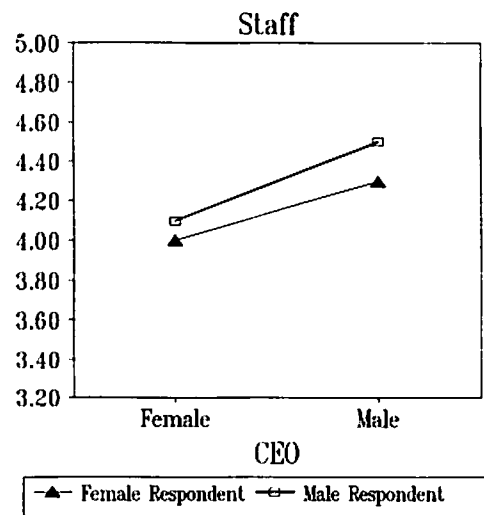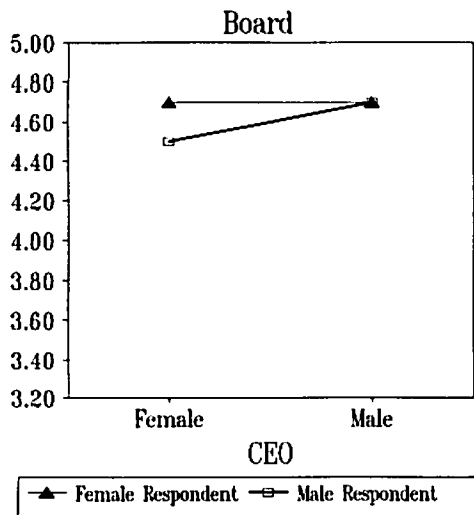|		FEMALE CEO'S		MALE CEO'S	
		FEMALE BOARD	MALE BOARD	FEMALE BOARD	MALE BOARD
A1	M	4.56	3.63	4.17	4.13
	SD	.58	1.34	1.19	.82
A2	M	4.72	4.53	4.70	4.65
	SD	.53	.71	.56	.71
A3	M	4.52	4.33	4.70	4.65
	SD	.63	.72	.47	.49
A4	M	4.57	4.35	4.70	4.35
	SD	.57	.78	.47	.49
A5	M	4.54	4.33	4.43	4.50
	SD	.74	.83	.73	.60
A6	M	4.36	4.27	4.48	4.26
	SD	.78	.70	.85	.81
A7	M	4.55	4.12	4.43	4.41
	SD	.51	.78	.90	.67
A8	M	4.38	4.29	4.35	4.26
	SD	.86	.71	.89	.75
A9	M	4.78	4.33	4.70	4.57
	SD	.42	.63	.47	.59
A10	M	4.52	4.45	4.52	4.57
	SD	.69	.61	.95	.59
A11	M	4.32	4.08	4.48	4.39
	SD	.67	.86	.73	.84
A12	M	4.41	4.29	4.39	4.30
	SD	.83	.77	.84	.64
A13	M	4.07	4.35	4.26	4.32
	SD	.92	.84	1.01	.72
A14	M	4.64	4.43	4.49	4.57
	SD	.62	.71	.90	.59

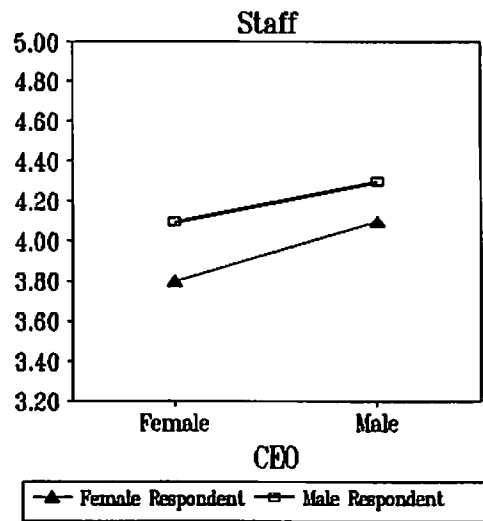Mean ratings of male and female CEOs on all leadership criteria as a function of respondent sex.
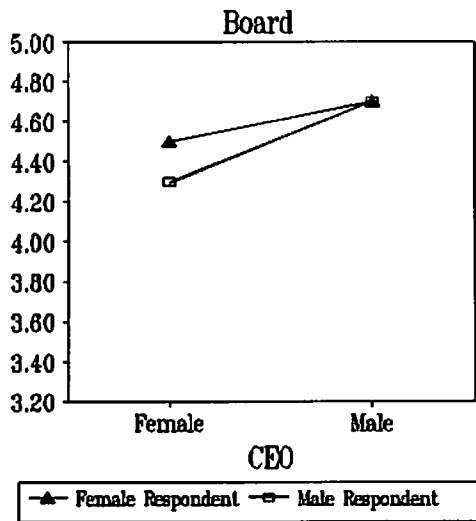
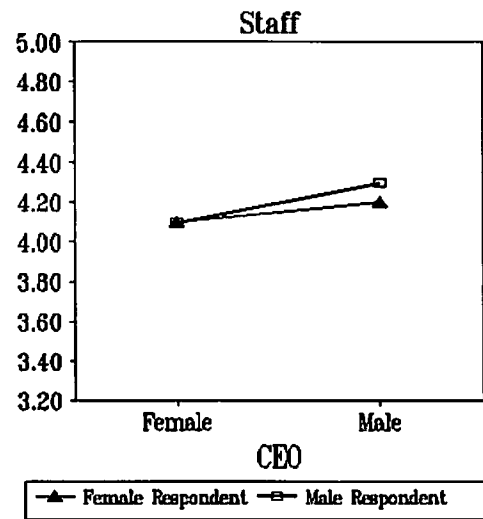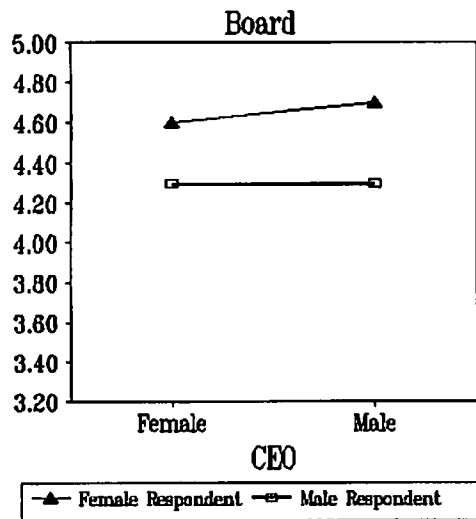**1. The CEO formulates policies that clearly convey the mission of the library.**
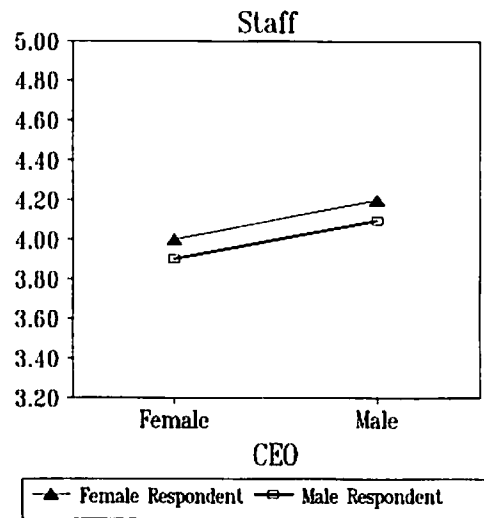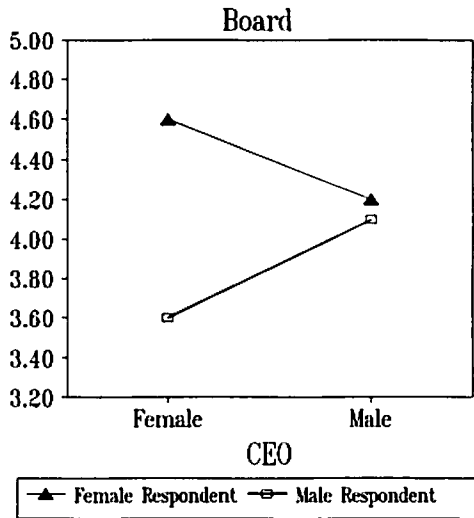
2. The CEO demonstrates knowledge of present work, relevant policies, procedures, problems and current trends.
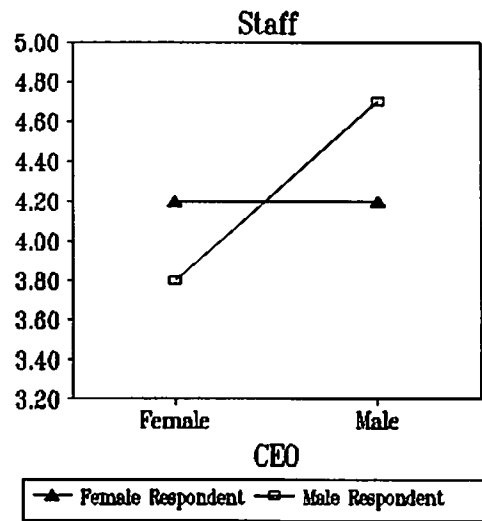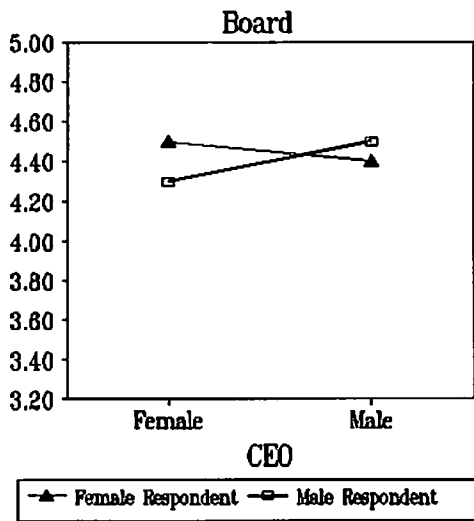
3. The CEO endeavours to ensure that sufficient human and other resources are available to achieve objectives.

Board

Female Respondent — Male Respondent

Staff
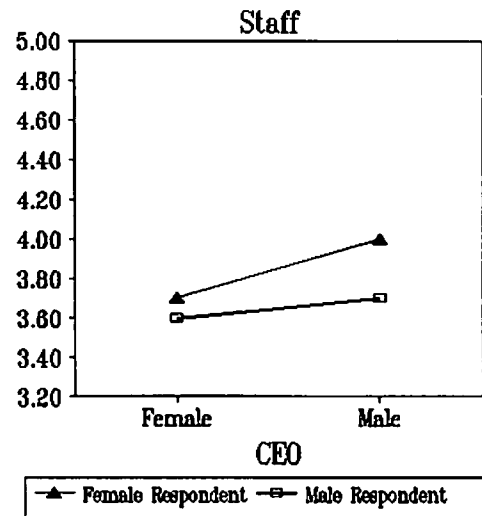
Female Respondent — Male Respondent

4. The CEO forecasts services needs and financial requirements for the attainment of objectives.

Board

Female Respondent — Male Respondent

Staff

Female Respondent — Male Respondent

5. The CEO controls expenditure against budget.

Board

Female Respondent — Male Respondent

Staff

Female Respondent — Male Respondent
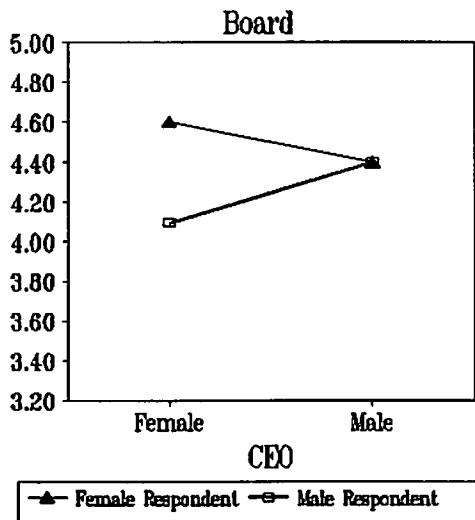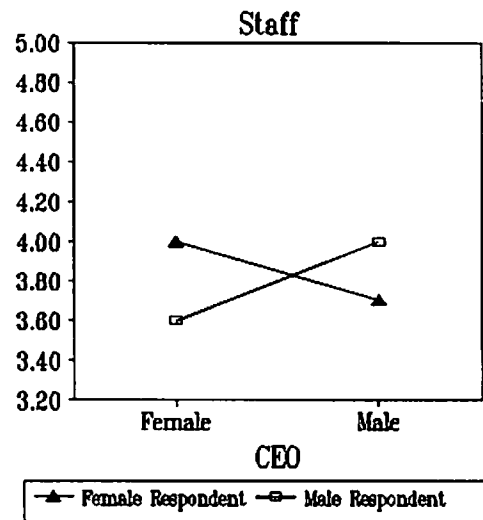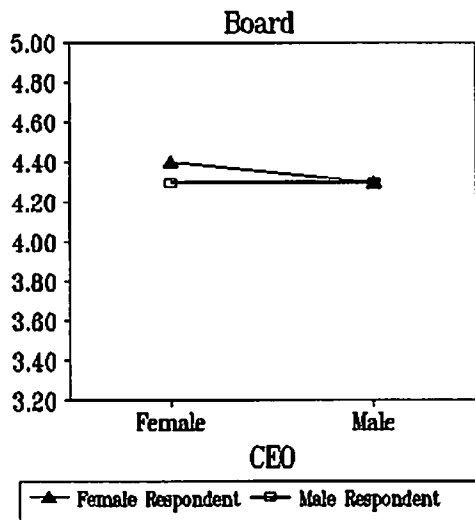
6. The CEO secures the commitment of staff to work independently and cooperatively to meet objectives.

Board

Female Respondent — Male Respondent

Staff

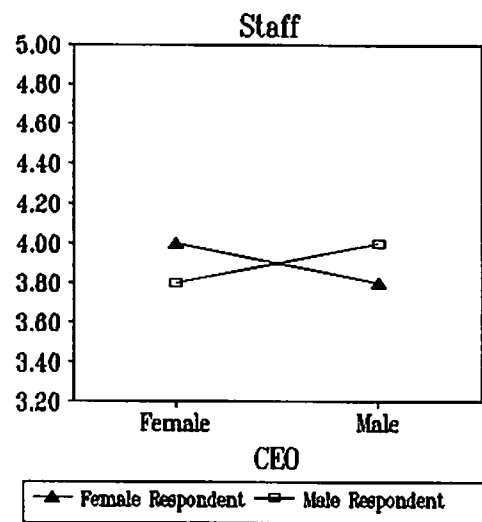Female Respondent — Male Respondent

3

7. The CEO displays the wisdom and perception that leads to reasonable decisions.

Board

5.00		
4.80		
4.60	▲	
4.40		▲/□
4.20		
4.00	□	
3.80		
3.60		
3.40		
3.20	Female	Male

CEO

—▲— Female Respondent —□— Male Respondent

Staff

5.00		
4.80		
4.60		
4.40		
4.20		
4.00		□
3.80	▲	
3.60	□	▲
3.40		
3.20	Female	Male

CEO

—▲— Female Respondent —□— Male Respondent

8. The CEO conveys information understandably.

Board

5.00		
4.80		
4.60		
4.40	▲	
4.20	□	▲/□
4.00		
3.80		
3.60		
3.40		
3.20	Female	Male

CEO

—▲— Female Respondent —□— Male Respondent

Staff

5.00		
4.80		
4.60		
4.40		
4.20		
4.00	▲	□
3.80		
3.60	□	▲
3.40		
3.20	Female	Male

CEO

—▲— Female Respondent —□— Male Respondent

9.   The CEO understands information transmitted.

Board

Staff

10.   The CEO personally performs at a consistent level to fulfil obligations and meet deadlines.
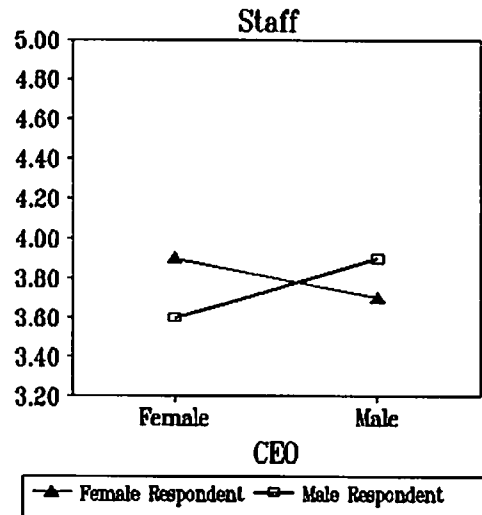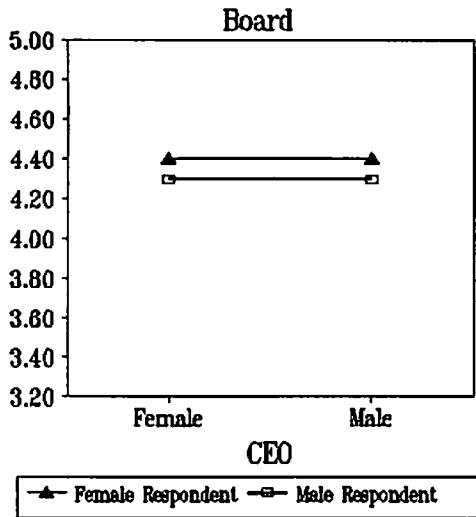
Board

Staff
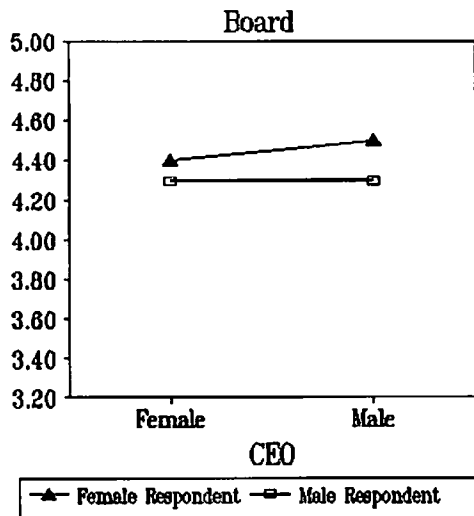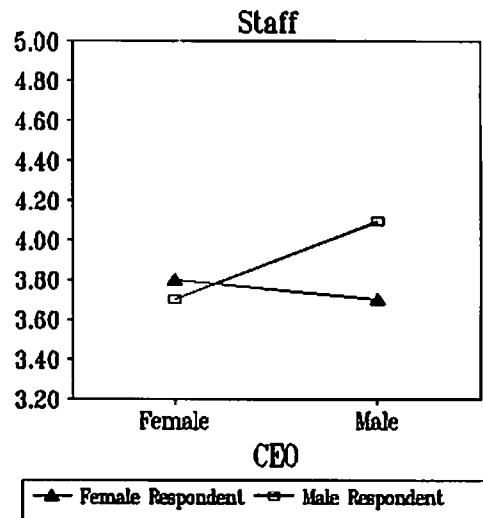
11. The CEO offers creative and constructive ideas that facilitate the implementation of objectives.

Board

Value
5.00
4.80
4.60
4.40
4.20
4.00
3.80
3.60
3.40
3.20

Female   Male
CEO

—▲— Female Respondent —□— Male Respondent

Staff

Value
5.00
4.80
4.60
4.40
4.20
4.00
3.80
3.60
3.40
3.20

Female   Male
CEO

—▲— Female Respondent —□— Male Respondent

12. The CEO works cooperatively and harmoniously with others.

Board

Value
5.00
4.80
4.60
4.40
4.20
4.00
3.80
3.60
3.40
3.20

Female   Male
CEO

—▲— Female Respondent —□— Male Respondent

Staff

Value
5.00
4.80
4.60
4.40
4.20
4.00
3.80
3.60
3.40
3.20

Female   Male
CEO

—▲— Female Respondent —□— Male Respondent

13. The CEO encourages the contribution of all staff regardless of position.

Board

Y-axis: 5.00, 4.80, 4.60, 4.40, 4.20, 4.00, 3.80, 3.60, 3.40, 3.20

X-axis: Female, Male

CEO

—▲— Female Respondent —◻— Male Respondent

Staff

Y-axis: 5.00, 4.80, 4.60, 4.40, 4.20, 4.00, 3.80, 3.60, 3.40, 3.20

X-axis: Female, Male

CEO

—▲— Female Respondent —◻— Male Respondent

14. Overall, the CEO is an able leader.

Board

Y-axis: 5.00, 4.80, 4.60, 4.40, 4.20, 4.00, 3.80, 3.60, 3.40, 3.20

X-axis: Female, Male

CEO

—▲— Female Respondent —◻— Male Respondent

Staff

Y-axis: 5.00, 4.80, 4.60, 4.40, 4.20, 4.00, 3.80, 3.60, 3.40, 3.20

X-axis: Female, Male

CEO

—▲— Female Respondent —◻— Male Respondent

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