

Back Seat Driving

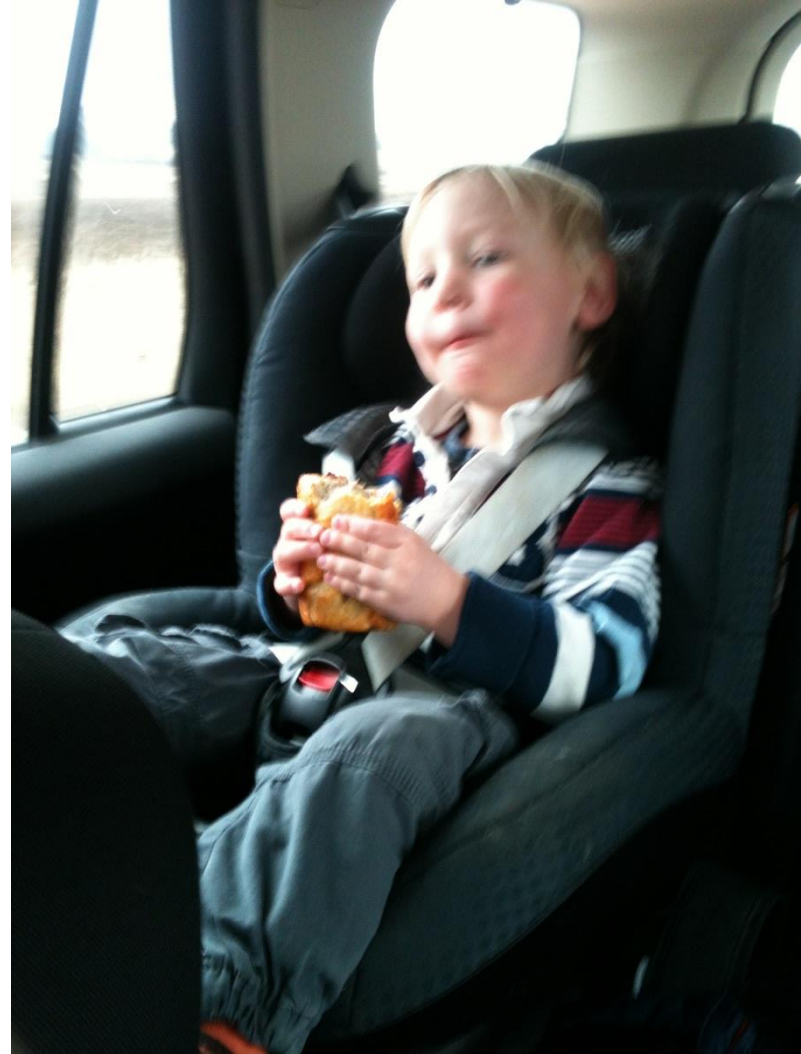
Public Leadership Roles in an Era of Austerity, Localism and the Big Society

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Public Leadership in an Age of Austerity

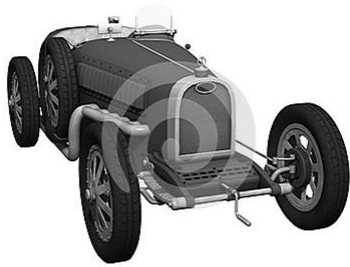
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My back seat drivers



Leading edge of public sector reform

1950s



**Driving
(single-seater)**

Holding map
Carrying wallet

No passengers

1980s



**Navigating
(two-seater)**

Holding map
Carrying wallet

Private sector
driving

2000s



**Navigating
(people carrier)**

Holding map
Card & PIN

Many passengers
Private & 3rd
sectors driving

2010s



**Back seat driving
(some else's car)**

Mechanic
(in back seat)

Many passengers
Community
navigating
Card & PIN
Private & 3rd
sectors driving

Baseline

- *“Public leaders work in ill-defined, networked, collaborative domains with imprecise boundaries and role ambiguity”*

Liddle, 2010, p. 658

- Summarises the complexity of public leadership at the end of the New Labour era
- It has only got more complex

2010 Coalition Government

- **Austerity**
 - Massive spending cuts for public services
 - e.g. DCLG: communities 51% cut; local government 27% cut
- **Localism Act 2011**
 - Remove regional infrastructure
 - Abolish regulatory infrastructure (targets)
 - Set up Local Enterprise Partnerships (LEPs)
- **Big Society**
 - Largely rhetorical
 - Increase role for voluntary and community organisations

Public administration context

Paradigm (UK-centric dates)	Focus	Emphasis	Role of external orgs.	Delivery	Governance	Nature of the service system
Public Admin (<~1979)	Political system	Policy delivery	N/A	In isolation	Hierarchical bureaucracy	Closed
NPM (~1979-1997)	Intra-org. management	Inputs and outputs	Contractors	Involving private sector	Contracts	Open (low permeability)
NPG (~1997-2010)	Inter-org. <u>leadership</u>	Outcomes (mainly internal)	Partners (Govt. led, community in support)	Involving 3 rd sector	Trust and relational contracts	Open (high permeability)
Austerity (2010-?)	Inter-org. <u>catalyst</u>	Mainly emergent	Leaders (Community led, PSOs in support)	Supporting community (leveraging internal assets and resources)	Influence and soft power	Complex

Cases

Context	New Labour	Coalition	Methods
Heritage	1. Durham MINER	2. Flodden 1513 Ecomuseum	Ethnographic
Economic Development	3. Regional Development Agencies	4. Local Enterprise Partnerships	Documentary analysis

- Data sources
 - Participant observation
 - Interviews
 - Primary documents
 - Academic papers and grey literature
 - Personal experience (cases 1 and 2)

Leadership roles and capabilities



Leadership roles
(Himmelman, 1996)

Description

Capabilities
(Sotarauta, 2005)

	Chairperson	Interpretive
1. Convenor	Establishes the collaboration	Excitement
2. Catalyst	Create momentum and shared direction	Strategic
3. Conduit	Pathway to funding	
4. Funder	Direct source of project finance	
5. Technical Assistance Provider	Underpinning resources	Institutional
6. Capacity Builder	Enable partners to initiate and deliver future projects	Absorptive
7. Partner	Genuine balanced contribution and benefit	
8. Advocate	Represent individuals and groups	
9. Community Organiser	Influence who is at the decision making table	Networking
10. Facilitator	Enable effective collaboration	Socialization

1. Durham MINER

- Community-based, heritage learning project
 - Local history and family history courses
 - Attract hard to reach people to engage with learning
 - Courses in museums, libraries and non-traditional education facilities.
 - Open College Network certificate
- Initiated by Durham County Council
- Funding accessed by and administered by DCC
- Partnership set up to steer delivery with outside professional bodies and community representatives

2. Flodden 1513 Ecomuseum

- Mark the 500th anniversary of the Battle of Flodden
 - Legacy was to set up the Ecomuseum network of 41 sites
- Initiated and chaired by local community leader
- Strategy development was very participatory
- Third sector acted as funding conduit and project administrators
- Local authority experts guided detailed development
 - archaeology, museums, archives, education, tourism

Discussion of Cases 1 & 2



Leadership Roles (and Capabilities)	Heritage	
	Case 1 – Then Durham MINER	Case 2– Now Flodden 1513 Ecomuseum
0. Chairperson (Interpretive)	Durham County Council	Community (Lord Joicey)
1. Convenor (Excitement)	Durham County Council	Community (Lord Joicey)
2. Catalyst (Strategic)	Durham County Council	Community (Lord Joicey)
3. Conduit	Durham County Council	Third Sector (Woodhorn Trust and Glendale Gateway Trust)
4. Funder	NOF, L&SC, ESF, NEMLAC	HLF, plus small contributions from local businesses and contributions from local authorities
5. Technical Assistance (Institutional)	Durham County Council (heritage and libraries staff), Beamish (curatorial staff)	Public and Third Sector
6. Capacity Builder (Absorptive)	Project staff (employed by Durham County Council, guided by partnership Steering group)	All members of the Steering Group (Community, Private, Public and Third Sector)
7. Partner	All members of the partnership steering group (though DCC was clearly the dominant partner)	All members of the Steering Group, incl. public sector
8. Advocate	Community representatives on the Partnership Steering Group	Informal community representatives and residents on the Steering Group
9. Community Organiser (Networking)	Durham County Council (Heritage Team Manager)	Community (Lord Joicey)
10. Facilitator (Socialization)	Durham County Council and Beamish	Community (Lord Joicey)

3. Regional Development Agencies

- Guardians of their respective regional economies
- Central government appointed chairs
- Private sector dominated boards
- Statutory powers
- Important regional strategies
- Large central government budgets



4. Local Enterprise Partnerships

- Replacement for RDAs
 - Initiated by central government
 - Issued ‘vague’ guidelines
 - “Don’t faff about. Just get on with it” (Pickles 2012)
- Chaired by business leaders (locally appointed)
- Boards private/public split
- Only seed funding, to leverage local private sector investment







Discussion of Cases 3 & 4

Leadership Roles (and Capabilities)	Economic Development	
	Case 3 – Then Regional Development Agencies	4 – Now Local Enterprise Partnerships
0. Chairperson (Interpretive)	Appointed by Central Government (usually business person)	Proposed locally, signed off nationally (has to be a business person)
1. Convenor (Excitement)	Business-led, public sector supported	Business-led, public sector supported
2. Catalyst (Strategic)	Business-led, public sector supported	Business-led, public sector supported
3. Conduit	RDA's	Local authorities or new not-for-profit LEP legal entities
4. Funder	Central government	Small amounts of central government funds, aimed at leveraging local private investment
5. Technical Assistance (Institutional)	RDA and Local Authority staff	Local Authorities
6. Capacity Builder (Absorptive)	N/A	N/A
7. Partner	Mainly private and public sector; some third sector involvement	Mainly private and public sector; some third sector involvement
8. Advocate	N/A	N/A
9. Community Organiser (Networking)	Business-led, public sector supported	Business-led, public sector supported
10. Facilitator (Socialization)	Business-led, public sector supported	Business-led, public sector supported





Changing nature of public leadership

<i>Leadership Roles and Capabilities</i>	Heritage		Economic Development	
	Then	Now	Then	Now
0. Chairperson (Interpretive)	Dark Orange	White	Light Orange	White
1. Convenor (Excitement)	Dark Orange	White	Light Orange	Light Orange
2. Catalyst (Strategic)	Dark Orange	White	Light Orange	Light Orange
3. Conduit	Dark Orange	White	Dark Orange	Light Orange
4. Funder	Light Orange	Light Orange	Dark Orange	Light Orange
5. Technical Assistance (Institutional)	Dark Orange	Dark Orange	Dark Orange	Dark Orange
6. Capacity Builder (Absorptive)	Dark Orange	Light Orange	White	White
7. Partner	Light Orange	Light Orange	Light Orange	Light Orange
8. Advocate	White	White	White	White
9. Community Organiser (Networking)	Dark Orange	White	Light Orange	Light Orange
10. Facilitator (Socialization)	Light Orange	White	Light Orange	Light Orange

Conc. A: **Leading edge** roles - Public actors (Accretion, NOT progression)

	Public Admin. Pre-1979	NPM (~1979-1997)	New Public Governance (~1997-2010)	Austerity (~2010-onwards)
Metaphor				
Vehicle	Single-seater	Two-seater	People carrier	People carrier (owned by others)
Public leadership role	Politicians navigating (setting policy) Senior officers driving (delivering all services)	Politicians navigating (setting policy) Senior officers driving most of the fleet (delivering medium and high risk services)	Navigating larger more complex vehicles (leadership of partnerships – local and regional)	Increasingly sat in back seat acting as mechanic in other people's cars
Source of power/influence	Formal legal authority Wallet overflowing with cash	Wallet with cash	Sharing the map (enabling strategy to emerge , with strong influencing role through selection) Wallet with some cash Increasingly cards & PIN ('funny-money')	Expert knowledge keep vehicle on the road and deal with breakdowns (source of knowledge, skills and expertise) Wallet with very little cash Card & PIN (no longer privileged access to the cash machine)
Leading edge role	Administration	Management	Leadership	Catalyst

Conc. B: Leading edge roles - Other actors

	Public Admin. Pre-1979	NPM (~1979-1997)	New Public Governance (~1997-2010)	Austerity (~2010-onwards)
Metaphor				
Vehicle	Single-seater	Two-seater	People carrier	People carrier
Role of others	None	Private sector acting as taxi driver for some of the easy-to-operate part of fleet (delivering low risk services)	Third sector chauffeurs (delivering high risk services) Private sector expands taxi role	Community (citizens) increasingly vehicle owners Third sector increasingly driving (medium and some high risk services) Private sector driving (low risk services)
Source of power/ influence	None	Efficiency (cheap source of non-contractual labour)	Able to influence route taken (influence strategy) Some cheap, some high quality	Holding the map (control of strategy) Holding their own card and the PIN for the cash machine (privileged access to some public funding and charitable grants)

Conclusions

- **‘Who** is leading’ is changing
- Change is about accretion, NOT progression
- *Theory*
 - Public sector leaders:
 - Driver (legitimacy-based power)
 - Navigator in passenger seat (reward-based power)
 - Mechanic in back seat (expert-based power)
- *Practice – skills*
 - Public sector (new role of catalyst, BUT previous roles remain important and need to be taught/maintained)
 - Business/3rd sector leaders (leadership in complex, cross sector collaborations)