

# Researching and Scoping a Higher Education and Civic Leadership Development Programme

## Final Report

Professor John Goddard  
CURDS, Newcastle University

Mrs Lynne Howlett  
Staff Development Unit,  
Newcastle University

Dr Paul Vallance  
CURDS, Newcastle University

Dr Tom Kennie  
Leadership Foundation for  
Higher Education

**Leadership  
Foundation**  
for Higher Education



Centre for  
Urban & Regional  
Development Studies  
**CURDS**

## Acknowledgements

The project team would like to thank Hefce for this Leadership, Management and Governance grant which allowed this research to take place and this Leading Cities Programme to be designed. The project was completed on time and within budget and Newcastle University, with the support of Northumbria University, is delighted to be able to hand over what we believe is a well researched proposal for a very flexible leadership development programme specifically aimed at city/place based leaders working collectively to improve their locations.

---

First published in March 2010

Leadership Foundation for Higher Education

E: [info@lfhe.ac.uk](mailto:info@lfhe.ac.uk)

[www.lfhe.ac.uk](http://www.lfhe.ac.uk)

© Leadership Foundation for Higher Education

All rights reserved. No part of this publication may be reproduced or transmitted in any form or by any means electronic or mechanical, including photocopy, recording or any information storage and retrieval system, without prior permission in writing from the copywrite owner.

Printed in the United Kingdom.

# Contents

	Page
<b>Executive summary</b> .....	2
1. Introduction .....	3
2. Project Context .....	3
3. The Research and Programme Development .....	5
4. University-Civic Partnerships and Leadership: The Background for a Programme..	6
4.1 Partnerships between University and Cities .....	6
4.2 Pre- and post-1992 universities .....	6
4.3 Challenges and Obstacles in University-City Partnerships .....	8
4.4 The Role of Leadership .....	9
5. Developing Effective City Leaders: The Content for a Programme .....	11
5.1 The Skills and Behaviours of Effective City Leaders .....	11
5.2 Skills Development .....	13
6. Commitment for a National ‘Leading Cities’ Programme .....	13
6.1 Programme Design .....	13
7. The Emergent ‘Leading Cities’ and Places Programme .....	15
7.1 Background .....	15
7.2 Design Options .....	17
8. The Proposed Programme Design .....	17
8.1 Options 1-3: Pre-programme Engagement .....	19
8.2 Option 1: The Single City/Place Design - (6-7 days) .....	19
8.3 Option 2: The Multiple City/Place Design - (10 days) .....	20
8.4 Option 3: The International City Design – (4 days) .....	21
8.5 Option 4: Place Based Leadership and Higher Education - (1 day) .....	21
8.6 Programme Delivery Team .....	21
9. The Next Steps .....	22
<b>Appendices</b>	
<b>Appendix A: List of Interviewees</b> .....	23
<b>Appendix B: Interview Question Areas</b> .....	23
<b>Appendix C: Steering Group Members</b> .....	24
<b>Biographies</b> .....	25

## EXECUTIVE SUMMARY

This report outlines the findings of a 12 month research and scoping project, funded by the Hefce Leadership, Governance, and Management Fund, to explore the case for a leadership development programme to support partnership working between universities and cities.

The project is situated within a context of current trends affecting higher education and local governance in the UK that have increased levels of interdependence between universities and their cities. This has created new collaborative leadership challenges to effectively working across the boundaries between universities and other large organisations, which current development programmes do not address.

The research took place in three of the English Core Cities (Bristol, Newcastle, and Sheffield), and consisted mainly of in-depth interviews with university leaders and CEOs or directors of organisations like local authorities, NHS trusts, and business or economic development agencies in the cities.

The key messages that emerged from these interviews were:

- A range of formal and informal relations exist between universities and their civic partners, and both sides recognised the mutual benefits of working together on common issues or challenges within their cities.
- Despite signs that universities are beginning to develop their civic engagement, many of their local partners believed they have the capacity to do considerably more to benefit their cities.
- There are many common institutional barriers and related challenges that act as significant obstacles to universities working effectively in partnership with other large organisations, and therefore taking a greater civic role.

- The interviewees believed that good leadership of organisations and partnerships is a vital factor in enabling universities to fulfil a greater civic engagement role.
- Effective civic leaders, whether from the city or from universities, display many common skills and behaviours, which they have gained through a range of both formal and informal processes.

On this basis, a collaborative and problem focused approach with an emphasis on real city challenges began to emerge as the way forward for a programme. Almost all the interviewees felt that an appropriately pitched programme with tangible outcomes would be of great value to the next generation of strategic city leaders, and that delivering the programme to people who filled boundary spanning roles in universities and their city partners would add great value. Above all there was a sense that, whatever the prospective programme looked like, it needed to be challenging and to add real value to extremely busy and able participants if they were to justify attending.

A proposed programme design, developed with the Leadership Foundation for Higher Education, is included in this report. The key difference between this leadership development and many others is that it will be tailored for each city with the input of its most senior leaders, and a major beneficiary of the programme will be the city itself. As suggested by the interviewees, participant nominations for the programme will come from vice-chancellors and CEOs of each city, the City Leadership Group, who will also be fully involved in agreeing the precise city challenge to be addressed. Participants will vary between cities, but will always include university and city council leaders, joined by other key leaders from organisations in areas like health, education or economic development, depending on the nature of the city challenge chosen but always to ensure a whole systems approach to leadership development and one which embedded universities into that system.

## 1. INTRODUCTION

This report outlines the findings of a research and scoping exercise that explored the case for a leadership development programme to support those managers from universities and their civic partners who are responsible for building bridges between higher education and cities.

The twelve month project was undertaken by Newcastle and Northumbria Universities supported by the Leadership Foundation for Higher Education. Consultation took place in three cities selected from the network of English Core Cities (Bristol, Newcastle and Sheffield). The research primarily consisted of in-depth interviews with vice-chancellors and pro vice-chancellors from both the Pre-and post-1992 universities located in these cities, the chief executives of the three city councils, and chief executives or directors of other key health, economic and cultural organisations or partnerships in these cities.

This report summarises the main findings from these interviews, and explains how they were used to develop an emergent national leadership programme that will be piloted across the three participating cities during 2010. This programme design, the first of its kind, will use an action learning approach to ensure that the knowledge and skills gained by the participants from within and outside higher education will be orientated to practical issues facing their cities. The proposal for the initial pilot programme is included at the end of this report.

## 2. PROJECT CONTEXT

This project is situated within a current UK governance context that recognises the importance and challenges of partnerships between universities and their localities. Increasingly, universities are being asked to engage with a range of activities in local government (e.g. education, housing, planning and transportation), the health service and the private sector (e.g. enterprise agencies, chambers of commerce, business leadership teams), and those bodies representing arts, culture and sport. In turn, these challenges of city development impinge on a wide range of academic functions (teaching and research) and services within universities. In England, major policy changes affecting both cities and higher education have contributed to this state of growing interdependence.

Related to the former, large cities have featured heavily in national government policy as focal points for improving economic performance, social cohesion and environmental sustainability.<sup>1</sup> An integrated, place-based partnership approach to community relations and the delivery of some local services has been promoted by the Department of Communities and Local Government through the establishment of Local Strategic Partnerships (LSP) in each local authority area. Although the precise structure of each LSP is decided at the local level, they typically consist of sub-partnerships relating to five core themes (health and well-being, children and young people, environment and sustainability, community safety, and economic development and employment) which have board representatives from various public, private, and third sector organisations including universities. The priorities and performance targets for each LSP are formally set out in Local Area Agreements agreed with central government every three years.<sup>2</sup> Early signs have indicated that partnership approaches will continue to be important in helping councils to respond effectively to the recession.<sup>3</sup>

1 Parkinson, M et al. (2006), *State of the English Cities*, London, Office of the Deputy Prime Minister.

2 For instance see <http://www.bristolpartnership.org/>, <http://www.newcastlepartnership.org.uk/>, and [www.sheffieldfirst.net](http://www.sheffieldfirst.net) (all accessed November 2009).

3 Audit Commission, (2009), *When it Comes to the Crunch: How Councils are Responding to the Recession*, London, The Audit Commission.

Most recently the Government has promoted a new approach to integrated public service delivery through its Total Place initiative. The initiative looks at how a 'whole area' approach to public service delivery can lead to better services at less cost. Pilot projects in 13 localities are seeking to identify and avoid overlaps and duplications between organisations, delivering a step change in local service improvement at the local level as well as across Whitehall. The National School of Government has linked this initiative to the improvement of leadership across the public services through the adoption of a 'whole systems' approach. Their proposal include the concept of 'leadership of place' where "*leaders from across the whole (public service) system in a particular place come together for joint leadership development programmes*". They argue that "*whole system inter-organisational cross service leadership in a particular locality is increasingly not an option but a necessity as agencies are required to respond both to complex fast-changing needs of their communities and also the need at the local level to 'join-up' the wide range of disparate national policies and programmes.*"<sup>4</sup>

Given that universities are involved in numerous public service areas locally and nationally – such as health, education and skills, business innovation and development and their contribution to intellectual leadership it is surprising that universities do not figure more prominently in the leadership of place agenda. This is even more surprising given that from within the higher education sector there is increasing pressure on universities to demonstrate their contribution to the wider social good through, broadly speaking, civic engagement activities. Significantly, this is now recognised in Hefce's proposals to introduce social and economic 'impact' as part of its criteria for the funding of academic research.<sup>5</sup> The higher education system has also featured centrally in recent government-led discussion around the issue of social mobility and improving the access of people from less affluent backgrounds to professional careers.<sup>6</sup>

In the light of these developments outside and within the higher education sector one of the authors of this report has called for the 're-invention of the civic university'. He argues that "*all public universities in the UK have a civic duty to engage with the wider society... [The civic university should] engage as a whole with its surroundings, not piecemeal; partner with other universities and colleges and be managed in a way that it participates fully in the region of which it is part. While it operates on a global scale, it should realise that its location helps form its identity and provides opportunities for it to grow and help others, including individual learners, businesses and public institutions to do so too.*"<sup>7</sup> In a parallel piece of work and starting from a local government perspective, Robin Hambleton, Professor of City Leadership at the University of the West of England in a paper entitled 'Place based leadership and public service innovation' has highlighted the importance of universities arguing that "*Universities, provided that they see themselves as 'civic' or 'engaged' universities, can make a significant contribution not just to the promotion of innovation (broadly defined) in their area but also in assisting with the development of placed based leadership. Universities in other countries, notably the USA, make a much more significant contribution to local leadership than is the case in the UK.*"<sup>8</sup>

There is ample evidence from case studies undertaken by OECD that successful partnerships between universities and their localities require a mutual understanding of the business drivers affecting both universities and the area, and the enhancement of the skills of those undertaking 'boundary spanning' tasks.<sup>9</sup> Partnerships between organisations entail different ways of working and in particular require different forms of collaborative leadership practice.<sup>10</sup> Recent thinking on civic leadership in localities has emphasised its dispersed nature between interrelated political, managerial, and community spheres.<sup>11</sup>

Drawing on this wider context, this research and scoping project will examine the potential of using a civic leadership programme as a way of improving the effectiveness of partnerships between universities and cities.

4 Benington, J. and Hartly, J. (2009), "Whole Systems Go!": Improving Leadership Across the Whole Public Service System, London, National School of Government / Sunningdale Institute. p.8

5 See <http://www.hefce.ac.uk/research/ref/> (accessed November 2009).

6 Panel on Fair Access to the Professions, (2009), Unleashing Aspiration: The Final Report of the Panel on Fair Access to the Professions, London, Cabinet Office.

7 Goddard, J. (2009), Re-inventing the Civic University, London, NESTA. pp.4-5

8 Hambleton, R. (2009) Place-Based Leadership and Public Service Innovation, Unpublished Think-Piece. p.1

9 OECD. (2007) Higher Education and Regions: Globally Competitive, Locally Engaged, Paris, OECD.

10 Huxham, C. and Vangen, S. (2005), Managing to Collaborate: the Theory and Practice of Collaborative Advantage, Abingdon, Routledge.

11 Hambleton, R. Howard, J. Buser, M. and Taylor, M. (2009), International Insights on Civic Leadership and Public Service Innovation, Local Authority Research Council Initiative.

### 3. THE RESEARCH AND PROGRAMME DEVELOPMENT

Three members of the Core Cities Group of major English regional cities were selected to participate in this research and scoping exercise – Bristol, Newcastle, and Sheffield. As proposed in the application, the core research team did five interviews in each city to make a total of fifteen interviews, and because some of the interviews were with more than one respondent, there were 19 interviewees in total. In each of the three cities the interviewees were made up of the vice-chancellors or pro vice-chancellors of both Pre-and post-1992 universities, the chief executive of the city council, and two other people in leadership positions within key organisations or partnerships who were chosen to give an overall balanced representation of key spheres (e.g. health, culture, economic) in the project. The interviewees are listed in appendix A.

The interviews had two parts. The first half consisted of more general questions about university partnerships and civic leadership, and was led by Professor John Goddard in Newcastle and Dr Paul Vallance in Bristol and Sheffield (both of the Centre for Urban and Regional Development Studies, Newcastle University). The second half consisted of more specific questions about the leadership development and their views on the proposed programme, and was led by Lynne Howlett, leadership and management development advisor for Newcastle University. The interviews were semi-structured, roughly following a question sequence sent to the interviewees beforehand, but also including scope to ask follow-up questions and explore certain issues in more detail

as they emerged during the interview. The general question area templates are included in appendix B. All interviews were recorded and subsequently transcribed for analysis. The research findings were then used to design a proposal for a national Leading Cities programme. Dr Tom Kennie was commissioned to work on this and the subsequent programme was then tested out with the original interviewees and their feedback used to finalise the programme which is presented later in this report.

The core project team was supported by a steering group including members from Newcastle and Northumbria Universities, the Leadership Foundation for Higher Education, Newcastle City Council, and the National Co-ordinating Centre for the Public Engagement. The members of the steering group are listed in appendix C. The steering group was convened for meetings in April, July, and December 2009. At these different stages of the project consultation took place on the project proposal and research design, an interim progress report containing emergent findings from the interviews, and a draft of the final report including the proposal for a pilot programme. Feedback and advice from the steering group has also been incorporated into the programme proposal that is presented here. The interim steering group report and initial programme proposal were also shared with the interviewees during the project and feedback was invited.

The next two sections of this report summarise the interviewee responses from the two parts of the interviews described above and explains how these key findings were used to develop the proposal for a pilot programme.

## 4. UNIVERSITY-CIVIC PARTNERSHIPS AND LEADERSHIP: THE BACKGROUND FOR A PROGRAMME

### 4.1 Partnerships between Universities and Cities

**A range of formal and informal relationships exist between universities and their civic partners, and both sides recognised the mutual benefit of working together on common issues or challenges within their cities.**

There are a diverse range of agendas on which universities collaborate with local organisations, but there are several key areas that form core pillars of what can be called their civic engagement, where well established and ‘thick’ relationships with partner organisations normally exist. These include:

- Health; especially with local NHS trusts.
- Education; for instance, working with local schools on widening participation initiatives.
- Economic; with local chambers of commerce and economic development organisations such as RDAs, as well as individual firms in the private sector.
- Physical development and estates strategies; especially with councils in their role as local planning authorities.
- Cultural; with local museums, theatres and other local cultural amenities or sporting organisations.
- Third sector; including community engagement activities and student volunteering.

The interviews indicated that civic relationships at an institutional level are maintained through networks of a small number of people at the top of universities and their counterparts in partner organisations. In universities, this typically means the VC, PVCs in their respective areas, and often certain influential individuals in positions such as director of communications or public relations, business managers, estates managers, and the deans of key academic units such as medical schools. Non-university interviewees discussed the important ‘gate-keeping’ role that these individuals play as their main points of contact and entry into the university. The ‘clubbable’ side of these relationships were also often mentioned by interviewees, with networking at evening social events seen by several as an integral part of their role.

The influence of these individuals is partly exercised through them sitting on the boards of key bodies or partnerships, such as strategic health authorities, city development

companies, and regional development agencies, etc. The universities are normally represented at VC or PVC level on one or more of the boards that make up Local Strategic Partnerships, although some respondents thought this representation was too small for higher education to have a proper impact in this setting and should be broadened. More generally, opinions on the current effectiveness of these formal partnership vehicles within each local authority area varied widely between different interviewees.

Some local partnerships with which universities are involved result in the formation of intermediary stakeholder organisations (sometimes known as special purpose delivery vehicles). For instance, amongst the interviewees for this study were representatives of Newcastle Science City (a partnership of Newcastle University with Newcastle City Council and the RDA One North East) and Creative Sheffield (on whose board the VCs of both the Sheffield Universities sit). This type of organisation provides a focus to partnerships, and the organisational capability to deliver on economic or social goals where the existing structures of universities and organisations like city councils are not suitable. However, interviewees also emphasised that these intermediaries should not be seen as replacements for universities maintaining direct, bilateral relations with their partners in other areas.

Issues around the current economic downturn, and what this means in terms of likely cutbacks in public spending, were frequently prominent in the interviews. Despite the potential threat this represents, particularly for higher education, most responses emphasised the belief that this should in principle increase the importance of partnership working as public service institutions are forced to stretch their resources, and find new ways of delivering services or meeting common goals collaboratively, partly through better leadership. Interviewees from more than one city made reference to recent meetings in which these issues and possible joint responses to future cuts had already been discussed between universities and their civic partners.

### 4.2 Pre-and post-1992 universities

Differences in institutional priorities, cultures, and governance structures between pre-and post-1992 universities were clearly reflected in the interviews; both in the ways that VCs and PVCs articulated their institution’s civic engagement activities, and from the experiences of non-university partners in working with the respective universities in their city. All the VCs of former polytechnic, post-1992 universities emphasised that their ‘core business’ centrally involved activities such as professional or vocational

training and placements, applied research, and consultancy that require them to be externally engaged at the operational level of individual academic units, particularly in areas such as health or education. As a consequence it was felt that the ability to collaborate with local partners was naturally embedded in many of their institution's structures and employees' inherent ways of working. Correspondingly, several of the non-university interviewees said that they have had longer-standing close relations with post-1992 universities than pre-1992 universities, particularly in Bristol and Sheffield. Others felt that there was more scope for pre-1992 universities to have a greater impact within their cities.

In comparison, the pre-1992 university leaders were more likely to talk about civic engagement in terms of their own strategic activities, and placed more emphasis on the institutional challenges they face in integrating these concerns with their core research and teaching activities. Despite this, the interviews indicated that these institutions are now more involved in their cities than they had been in the recent past. The most common factor identified to explain this trend was the impact of key individuals, and in particular the appointment of a new VC more deeply committed to a civic agenda, instead of any more structural driver such as a change in the funding environment. A key element of this trend in the cities studied was that as well as competing on many fronts, the two universities in a city were also working together to a greater degree on common issues and concerns. This more collaborative ethos makes it easier for their partners to access the often complementary strengths and areas of expertise that the two universities in these cities can offer.

*"Bristol has two universities that are powerful but different, and work together increasingly on a range of agendas, not least the civic leadership agenda. ... One of the areas that we are now exploring is how can we raise the game for Bristol? How can we collectively engage with Bristol and its surrounding region in a way that lifts the profile of Bristol, that demonstrates to the world what Bristol can do and is doing, and connects things up, for the good of the regional economy in a way that really profiles, nationally and internationally, Bristol?"*

(Steve West, Vice-Chancellor,  
University of the West of England)

**Despite signs that universities are beginning to develop their civic engagement, many of their local partners believed they have the capacity to do considerably more to benefit their cities.**

Several non-university interviewees emphasised that potential sources of expertise exist within universities, but remain un-channelled towards meeting needs and challenges that exist within their cities. While there are many academics that do undertake work that has some social or economic value within their localities, they felt there was an equal or greater number that currently do not: whether this was because the outcomes of their research had no applicability to issues within their city, or whether they did not engage effectively with external audiences because they lacked the relevant skills or were simply un-inclined to do so. This perception of academics being driven by their own systems of funding and targets, which function to disincentivise them from working outside of the boundaries of academia, was contrasted by some with an alternative in which universities would be oriented towards offering free expert advice to other local public bodies; which one interviewee summarised in the phrase:

*"...think-tanks for the city."*

(Andrew Kelly, Director, Bristol Cultural Development Partnership)

Several interviewees identified social problems in their cities where they believed the universities could collectively have a potentially transformative effect if they were able to dedicate their resources towards them in a concerted way. These were often existing points of engagement for universities in areas such as health, education and economic development.

*"Despite Newcastle's position being relatively good compared to many local authorities and areas in the North East in terms of employment and GVA [Gross Value Added] per head of population ... we still do have significant pockets of deprivation in the city and one of the challenges there is to try within those communities to drive up aspirations and I think the universities can help us play a part in that... An example of that might be how we would work together in terms of improving skills and education, and have more of a culture of learning in the city... We've made a start but I think we could do more, particularly given the strength of our HE in the city. It is important to establish a culture of joint leadership amongst our institutions"*

(Barry Rowland, Chief Executive, Newcastle City Council)

Other similar examples mentioned included helping those who struggled in mainstream education, raising awareness of health problems within local communities, and stimulating private enterprise in economically underperforming regions.

While some interviewees thought this type of effect could be achieved by universities only extending or deepening

what they are currently doing, others believed that it would require them to move beyond the current types of economic and social benefit they bring to a city through simply being located there and being outwardly 'engaged' in some of their activities. To add real value, would require them to take more proactive, leadership roles as public institutions, and to form partnerships that do not preserve the status quo, but are means to creating genuine change within their localities.

*"I think engagement's the wrong word... They should have a greater external leadership role... [T]hey can be the most engaged university in the world, we think they're fantastic, but are they moving forward, are they having impact?"*

(John Mothersole, Chief Executive, Sheffield City Council)

### 4.3 Challenges and Obstacles in University-City Partnerships

**There are many common institutional barriers and related challenges that act as significant obstacles to universities working effectively in partnership with other large organisations, and therefore taking a greater civic role.**

This section will summarise the main obstacles from the contrasting perspectives of university leaders and non-university leaders. However, it should be noted that many of these issues are mirrored on both sides, reflecting the generic nature of many institutional and communication barriers related to partnerships between large organisations with differing interests, structures and working practices. For instance, several respondents expressed their frustration with the ability for middle-ranking officers in either universities or local authorities to stall the progress of an initiative by failing to support it fully. In general, the interviewees on both sides also showed a mutual awareness of the challenges facing their partners.

For university leaders the main obstacles and challenges of working with external bodies mentioned were:

- Universities' stretched resources place limits on the degree to which they can get involved in a range of external projects.
- 'Civic partnership' is not itself part of their core business, but only a means to other ends, and hence there are few people within universities whose main role and responsibilities are to support these relationships. Many of the activities that fall underneath the label civic partnerships are cross-subsidised from other funding sources, and therefore may not be financially sustainable in times of reduced resources.
- The multitude of organisations that are involved in the political and economic governance of cities and regions in the UK creates challenges of understanding the 'local political-organisational map' and knowing who are the most important partners with which universities need to work. The way this varies across geographic and administrative boundaries can be a source of further complexity.
- Universities are not institutions located directly within the local political sphere, and are therefore unable to exert significant influence here.
- Instability and changes in the leadership of local politics can make it hard for university leaders to build strong relationships with city councils.
- External organisations in the private and third (voluntary) sectors may have a poor perception of universities as being unreliable, inefficient, or overly self-interested, and are therefore discouraged from working with them. Alternatively, many external bodies may still perceive universities as solely inward-focused teaching and research organisations, and therefore are not aware of the opportunities working with them offers.
- It is sometimes difficult for universities to know whether their civic engagement activities are having an impact, particularly in the long-term.
- A lack of demand or absorptive capacity for the knowledge that universities could supply. For instance, only a small proportion of SMEs would actually benefit from academic research outputs.

For civic leaders the main obstacles and challenges of working with universities mentioned were:

- There seems to be a persistent gap between the strategic and operational levels of universities, or between the higher management and rest of the organisation. Some respondents placed this disconnect as high up in the organisation as starting below the PVC level. This means that things that are agreed with the leaders of the university are often not followed up on further down the system.
- The university is not a homogeneous body: its size and diversity can make it hard for civic partners to get a single view from people there.
- Many civic partners do not know who to work with in the university below the top level. This applies to academics, meaning that large potential sources of expertise remain untapped, but also to people in the administrative or support services, where the civic leaders may not always be clear of who is responsible in areas like finance or estates.
- Many people outside universities may not understand their organisational structures and procedures well enough to be able to interact with them properly. In particular they may not be familiar with the terminology used by people within the university system to describe these structures and procedures: for instance, the differences between vice-chancellors, deputy vice-chancellors, pro vice-chancellors, etc. The language or jargon used by academics more generally can also be a barrier to their effective external engagement.
- Civic partners in areas like health and business sometimes find that universities work slowly in comparison to them and often do not have the same level of urgency in responding to opportunities or following up on agreements. Some felt that university procedures could also be overly-bureaucratic on occasions.
- The burdens of incentives and targets in the university system occupy gifted academics, meaning they do not have the spare time outside their main responsibilities to pursue other external engagement activities or interests. For some academics these systemic constraints will discourage them from taking risks by seeking to work across the boundaries of academia.

While most of these obstacles and challenges seem to be generic to local partnerships involving universities, the interviews revealed that some issues were made particularly acute in certain cities by the presence of specific economic, social or political circumstances. For instance, almost all the interviewees from Bristol cited recent instability in the political and executive leadership of the city council as having been a significant problem, along with the ongoing structural weakness of the wider Bristol city region being fragmented between four local authority areas (Bristol City, South Gloucestershire, Bath and North East Somerset, North Somerset). For Newcastle, understanding the mosaic of different economic governance organisations and partnerships in the North East, and across the Newcastle-Gateshead city-region particularly, was emphasised as a challenge. The difficulty of translating projects or opportunities into real economic impacts was also mentioned in the context of the North East economy. In Sheffield, the interviews indicated support for collaborations between local authorities at a wider city-region level (encompassing relations with Rotherham, Barnsley and Doncaster) was perhaps lower than in the other cities, particularly Newcastle and Gateshead.

#### 4.4 The Role of Leadership

**The interviewees believed that good leadership of organisations and partnerships is an important factor in enabling universities to fulfil a greater civic engagement role.**

It is possible to identify two relatively distinct forms of leadership that were discussed in the interviews. First, the internal leadership of large organisations (principally universities) so that they can become more externally engaged. Second, leadership within city partnerships that require the collaboration of multiple organisational stakeholders. These two forms of leadership have different challenges attached to them and require different approaches.

#### 4.4.1 Leading organisations

University and non-university leaders talked about their role in promoting enterprising or boundary-crossing behaviour within their organisations as primarily about recognising the potential of outstanding individuals with the ability to make wider connections, and then supporting, protecting and valuing them. So while interviewees stressed that people with the personal attributes and sense of purpose to assume a leading or mobilising role in can emerge from levels further down the organisational hierarchy, they also believed for this to have a good chance of occurring it is necessary to be supported by upper management or at least to align with the strategic priorities of the institution. Hence, vice-chancellors, chief executives and other equivalent organisational leaders have a vital role in clearly setting out and promoting the civic agenda within their organisation. One vice-chancellor described this in terms of:

*“...articulating that you’re interested in where the city’s going [and] permeating that sense of availability and openness down the organisation”*

(Eric Thomas, Vice-Chancellor, Bristol University)

This function of leadership was recognised to be of particular importance in universities for helping to overcome the disconnect between strategic and operational levels identified in the section above. Some interviewees discussed formal programmes introduced or adopted by their institutions to create new positions where certain individuals could dedicate themselves to having an impact in their field of public or civic engagement, such as staff community and business fellowships funded by HEIF, or the professors of practice model developed at Newcastle University. While these appointments may have themselves been considered successful, interviewees believed that the overall impact of this kind of initiative was limited by being concentrated on individuals and not wider cultural or systemic change within their institutions. Correspondingly, some interviewees emphasised that future efforts should focus on building the principal of valuing outreach or engagement or knowledge exchange activities into core university structures like promotion pathways or workload models.

*“The role of the leader I think is to... take people to places they wouldn’t necessarily go on their own. So my job and the role of the board of governors is to set the tone and set the direction.... Within the organisation, there are some*

*champions who you could point to, if you like, as the exemplars, who are doing incredible stuff, around civic engagement, around public exchange, public engagement, around connecting and making things happen. And my job, I guess, is to shine a light on those people, and say look what a great thing they’re doing, and then get teams around them, to begin to build capacity and capability. And to embed within the organisation the right sets of behaviours and attitudes, the right culture to get it to work. And the problem is that that takes time; behavioural change is slow but the more people who are doing this, the more it does become natural to the university, the core of the university.”*

(Steve West, Vice-Chancellor,  
University of the West of England)

Several respondents did, however, caution that these external engagement activities should not be compulsory for all academics, as when a person unsuited to this type of role is pushed into a leadership position it is more likely to have a negative effect on the institution’s external relationships and reputation.

#### 4.4.2 Leading city partnerships

Good leadership of inter-organisational partnerships is distinguished by people being as committed to the mutual benefits it will bring to the city as they are to the interests of their own organisation. One respondent [John Mothersole, chief executive, Sheffield City Council] argued that these civic partnerships should be relatively independent of the transactional relationships that exist between organisations, (for instance between city councils and universities on estate matters), so that tensions or disagreements that inevitably arise on these fronts do not spill-over to negatively affect their overall relationship and be detrimental to the city as a whole. This should, therefore, allow leadership of these partnerships to focus on the joint benefits they can bring to their city through real change, instead of preserving the status quo relationships and “not falling out”.

*“Effective partnerships must be that they are changing things as quickly as they can, for the better. So if you define effectiveness as that, good leadership means good expertise articulating itself in partnerships. ... [T]he same people still sitting round the table in two years time as they’re sitting round now, that’s not effective. So, to answer your question, good leadership needs to bring knowledge, expertise, and leadership to the table. It needs to allow that leadership to be exercised through partnership, and be influenced by it. But*

*equally in doing so it might threaten the partnership. Then the partnership needs to change."*

(John Mothersole, Chief Executive, Sheffield City Council)

As with leadership within organisations, interviewees frequently mentioned that good civic leadership, whether from the city council or other possible spheres, requires being able to effectively articulate the future direction of the city's development. In reference to formal city partnerships (e.g. LSPs) some interviewees focused on the process of agreeing and clearly setting out this vision in strategic plan documents, so that all stakeholders are aligned behind the partnership, can see their role, and will be committed to delivering on what is required. This also indicates the mutual responsibility and trust that these civic relationships entail: respondents emphasised that if individual or group leaders fail to deliver themselves it destroys confidence and trust within the wider partnership.

The form of collaborative or distributed leadership that characterises good civic partnerships does not just involve key individuals, but also works through the type of intermediary partnership organisation mentioned above. For instance, amongst the organisations that participated in this research, Creative Sheffield are charged with leading the economic transformation of Sheffield on behalf of their funding organisation, while The Bristol Cultural Development Partnership led Bristol's 2008 European Capital of Culture bid. Because these organisations normally having only very limited resources themselves, their style of leadership must necessarily be facilitative and understated, concentrating on mobilising and aligning key public and private organisations within their city to achieve their goals.

*"I see leadership as bringing together the focus of the project and bringing together the partners and moulding them into the initiative that we're trying to do, without supplanting them. ... When we've been working on, say the big harbour side projects and the concert hall project, that was about bringing together a very wide group of stakeholders, funders, and leading the project in that way. It's not "man on a white horse" type leadership, it's a lot more subtle I would say it's about management as equally as it's about leadership."*

(Andrew Kelly, Director, Bristol Cultural Development Partnership)

## 5. DEVELOPING EFFECTIVE CITY LEADERS: THE CONTENT FOR A PROGRAMME

This part of the report summarises the second half of the interviews in which interviewees were required to focus on the skills and behaviours of the most effective city leaders and their views on the best ways to develop those skills. The section includes a proposal for a national Leading Cities development programme which has been tested out with both the original interviewees and the steering group members. It has been designed around the outputs of the research and as such translates a body of knowledge into something of very practical value for the sector and the cities. Finally, the section concludes with an explanation of the dissemination exercise and how the programme will be piloted by the Leadership Foundation for Higher Education during Spring/Summer 2010.

### 5.1 The Skills and Behaviours of Effective City Leaders

**The interviews indicated that effective civic leaders display many common skills and behaviours.**

Many of these overlap and reinforce the findings of other researchers in the field of city leadership and/or partnership working.<sup>12</sup> The list of skills and behaviours produced through this research, about both partnership working and city leadership, was extremely long so to aid collation and presentation here they are presented under five broad headings which emerged strongly in our conversations;

- Commitment to the City
- Delivery of vision
- Communication Skills
- Personal Qualities
- Relationship Management

#### 5.1.1 Commitment to the City

A majority of interviewees said that effective city leaders demonstrate complete commitment and belief to developing their cities. They articulate the future of the city at every opportunity and link their own organisations' successes with city. They accept that leading cities is political and at times show a willingness to put their own/own organisations' goals second to city by stepping back from their personal agendas.

12 Tennyson, R. and McMannus, S. (2008), Talking the Walk: a Communications Manual for Partnership Practitioners, International Business Leaders on behalf of The Partnership Initiative. Kelly, A. and Kelly, M. (2002), Managing Partnerships The Bristol Cultural Development Partnership.

The sum is greater than the parts. Effective leaders operating at the city level recognise that sometimes their personal role is secondary. It is less about what is best for their own organisation and more about what is best for their city:

*“You give up a bit but you gain a lot. We can only deliver a prosperous Sheffield collectively”*

(John Mothersole, Chief Executive, Sheffield City Council)

### 5.1.2 Delivery of Vision

All interviewees said that effective city leaders have a clear vision, share the city vision and persuade others to work towards it. They possess skills around scanning the environment, carrying the concept and joining things up for others. They are action oriented and tenacious about city improvement agendas. They create simple understandable visions and align others to deliver the vision both strategically and operationally.

### 5.1.3 Communication Skills

Effective city leaders demonstrate a commitment to continuous open communication and a willingness to “put their cards on the table”. They strive to use a common language rather than their own organisation’s jargon which can confuse and alienate their city partners. They are skilled at managing/chairing meetings to play the expertise around the table. Networking skills and a willingness and stamina to engage in numerous civic engagements, often out of hours, was described by many. They were described as being able to put the right teams together, share successes, keep others informed and praise.

### 5.1.4 Personal Qualities

The most effective city leaders were described as patient, tenacious and unafraid of failure. They develop and use

extensive networks and have a ‘pick up the phone’ style. They use well honed influencing skills and demonstrate a genuine affiliation/interest in others and their organisations. They have the strength to lead and be unpopular at times but demonstrate diplomacy and humility at the same time. They accept that conflict is inevitable and commit to not letting conflict stall progress at any level. Trust and confidence in themselves and their partners was also frequently cited. Resilience and persistence combined with a willingness to take risks when faced with opportunities was mentioned.

Being unafraid of failure and being able to step into unfamiliar spaces to try to generate cooperation and then working non stop to achieve consensus were personal qualities that were frequently raised.

### 5.1.5 Relationship Management

Effective city leaders were described as excellent relationship managers. They make time to get to know people, and think carefully about who they should know and then do something about it. They make connections and introductions and they demonstrate trust in their partners. They often apply a facilitative style, are seen to develop others by spotting opportunities for them and then letting go. In this way they are valued for developing the next generation of city leaders.

In contrast to the skills and behaviours listed above, some interviewees also described the characteristics of the least effective city leaders. These were seen as glory seeking, dominating empire builders who are only interested in their own future and that of their organisation. They are often aloof, arrogant and can be seen as insular. They tend not to empower others and rarely create cultures where leading outside their organisations is as important as leading within them. Interviewees were clear that this style of leadership was not appropriate for the future.

## 5.2 Skills Development

To design a Leading Cities Programme for HE leaders and their city partners we not only needed to understand the skills and behaviours required, we also needed to know how senior leaders in HE and the city had previously learned best and what methods of development they believed would be most appropriate for developing the next generation of boundary spanning leaders at a city level.

**HE and city partners reported that they had gained their leadership skills through a range of both formal and informal processes.**

Formal leadership development programmes like the Leadership Foundation's Top Management Programme were cited alongside the more specialised Common Purpose Programme.

*"Our university does a lot of in house leadership development and our senior managers benefit from that. Also many of them have done management programmes earlier in their careers and have been required to lead in a more obvious way than perhaps at old universities."*

(Phil Jones, Vice Chancellor, Sheffield Hallam University)

Experience, secondments, political roles, informal mentors, action learning, previous roles, and 'the deep end' were all listed. One leader had recently benefitted significantly from 360-degree feedback and executive coaching. Another senior leader was open about not possessing some of the key skills described here himself but that he had purposefully recruited a senior team that were outstanding in these areas. None had attended a Partnership Working Programme.

**It was beginning to emerge that a collaborative, problem focussed approach with an emphasis on city challenges and real problems might be the way forward.**

## 6. COMMITMENT FOR A NATIONAL 'LEADING CITIES' PROGRAMME

This section describes how the research above led to the design of a proposal for a Leading Cities Programme and then goes on to provide details of the programme itself.

**All interviewees except one felt that an appropriately pitched programme with tangible outcomes would be of value to the next generation of strategic city leaders and that delivering the programme to boundary spanners/ city partners in their respective city groups would add great value.**

They were clear that any emergent programme/process should be linked to the city, stressing that a way to market such a programme would be to talk about developing the city almost as much if not more than developing its leaders. Some said that they felt that the individual's leadership development would naturally result from reflecting on approaches to city leadership. "It has to be about developing HE leaders to "lead the city"; not just "lead in the city" said one.

### 6.1 Programme Design

The concept of city based action research was either raised or well received by almost all interviewees. Four interviewees talked about the value of high quality case studies, the rest were clear that only real life and current challenges were worth focussing on for leaders at this level:

*"Leadership development, unless it brings together people around a common problem at an appropriate level of detail just misses the point".*

(Phil Jones, Vice-Chancellor, Sheffield Hallam University)

Developing the city was seen as a powerful vehicle for developing the leaders and something that might encourage nominations. One respondent felt very strongly that the programme should not be about “what is your leadership style? It is more about how you are leading the city and what more you can do for your city.”

Complete immersion in each others organisational cultures was mentioned frequently suggesting that a secondment, visit or “strategic exchange” would be a valuable and powerful component of a Leading Cities Programme. There was a strong sense that civic partners did not always understand the importance of each others organisations to the city or appreciate each others constraints so a focus on what it is like to work with each other and what more each can do for the city was suggested by a number. “Get them to tell each other what it looks like from the outside and what it is like working with each other” said one. There was a keenness to tell each other why their institutions were so important to the city and suggest ways that they could all add even more value.

*“A floor where the head of the NHS, the CEO of the council, the head of police, myself and a few others could sit and ask ‘how are we tackling these problems?’ would be really valuable.”*  
(Ian Bromley, Chief Executive, Creative Sheffield)

Whole group development was seen by some as essential. “When one or two people go on a programme it gets diluted on their return and they are unable to change their organisation in such small numbers”. The implication was that this would also be the case if insufficient numbers of senior city level leaders involved themselves in a Leading Cities Programme.

Involving the cohort in the design of the programme was seen as important as was the quality/level of the other participants and the facilitators. The research suggests that a programme for PVC/Dean/Director level would be more appropriate than VC/CEO level as commitment to developing the next generation of strategic city leaders was most evident. The VCs/CEO are seen to have a role in promoting the programme and getting involved in a small way but a development programme for the next level and wider had more support. “How about a programme that starts with the strategic group and then hands over the challenge to the operational group who have to make it happen?” suggested one interviewee.

The researchers suggest that the programme might also be a way of involving more women and BMEs in city leadership as only 3 interviewees out of 19 were female and only one of those was at VC/CEO level. None of the interviewees came from a BME background.

“Take the programme to a hospital, take it to a theatre, rotate the venues to get participants moving around their cities” was one suggestion. Some proposed visiting another UK core city to look at their challenges and to joint problem solve.

Others referred to civic successes overseas suggesting the idea of a case study/international study visit (e.g. Boston, Malmo).

*“Lessons learned in different contexts can help. If you say ‘This was a different country, a different city, a different time and this is what we did and these were the problems, this is what we tried and this is what we learned,’ that can spark with people who are clever enough to make the translations themselves.”*

(Chris Brink, Vice-Chancellor, Newcastle University)

**Above all there was a sense that whatever the emergent programme looked like it needed to be challenging and able to add real value to extremely busy and able participants if they were ever to be able to justify attending.**

*“Don’t do it in a classroom. It’s got to be fun. And it’s got to be different. Because what you’re trying to do is create a new... paradigm really. You’re trying to get people to work very differently. So if you try and do it as we would normally do an academic program, it probably won’t work... I think what you want to do is cause a jolt, fracture people’s normal thinking. And there are a couple of ways you can do it but one way you can do it is take them out of the environment they are normally in.”*

(Steve West, Vice-Chancellor,  
University of the West of England)

Despite the very real commitment to the idea of a well designed and facilitated programme, there were some words of caution;

*“Being a leader means you’re a leader of something – you’re the leader of the university, you’re the leader of the city council, you run a business, you’re the leader of the NHS. And your leadership finds effect in the success of your organisation. But what you’re trying to do is to set up a leadership programme where you almost ask all the participants to step back from their leadership role in their own organisation to a common leadership of some city objectives. And I think you will have to work with the inherent contradiction of that because you’re asking people to participate in a leadership programme which they may not in the first instance see as being in effect of the business or organisation that they lead.”*

(Chris Brink, Vice-Chancellor, Newcastle University)

## 7. THE EMERGENT ‘LEADING CITIES’ AND PLACES PROGRAMME

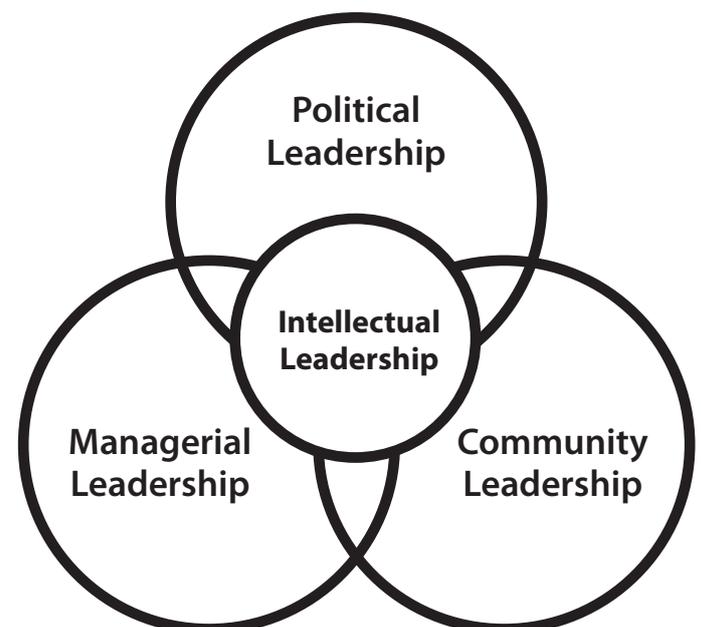
### 7.1 Background

Drawing on the preceding analysis a six month series of action research and immersion events for HE leaders and their partners focussing on live, current key ‘place based’ challenges has been designed. The original intent to focus exclusively on ‘cities’ has been broadened to encompass the wider, more inclusive notion of ‘place’ and the related notions of ‘place based leadership’. The definitions offered by Hambleton<sup>13</sup> provide a helpful way to clarify the nature of ‘place based leadership’ and its connections with ‘Civic Leadership’ which he defines as follows;

*“Civic or place-based leadership can be defined broadly to embrace all leadership activity that serves a public purpose in a given locality. In simple terms we can distinguish leadership that is ‘place-based’ from other kinds of leadership that are ‘place-less.”*

*“Civic leadership is ‘place-based’ leadership - meaning that those exercising decision-making power have a concern for the communities living in a particular ‘place.”*

Hambleton identifies three domains of place based leadership – political, managerial and community. A fourth domain of intellectual leadership where universities can play a key role can also be identified as set out below:



- **Political leadership** – referring to the work of those people elected to leadership positions by the citizenry. These are, by definition, political leaders. Thus, all elected local councillors are political leaders, although we should acknowledge that different councillors carry different roles and responsibilities and will view their political role in different ways.
- **Managerial leadership** – referring to the work of public servants appointed by local authorities, central government and third sector organisations to plan and manage public services, and promote community wellbeing. These officers bring professional and managerial expertise to the tasks of local governance.
- **Community leadership** – referring to the work of the many civic-minded people who give their time and energy to local leadership activities in a wide variety of ways. These may be community activists, business leaders, voluntary sector leaders, figures in religious organisations, higher education leaders and so on. Particularly important here is the potential contribution to civic leadership of an independent and engaged voluntary and community sector’ (Hambleton, 2009).
- **Intellectual leadership** – referring to the work which leaders in universities (and other bodies) can contribute to the development of the city or place. These leaders can, and often do engage as individuals in conducting research or supporting particular communities or enterprises and are typically uncoordinated and highly distributed across the leadership hierarchy in universities. As a consequence they are likely to be working (often very effectively) in isolated silos and often difficult to locate.

Given the emergence of this fourth domain this led to further reflections on the most appropriate group of staff to engage in these ‘Place Based Leadership Programmes’. The project interviews focussed primarily on those at the most senior levels (e.g. at chief officer and Pro vice-chancellor levels) and these revealed that there is greater scope for engagement

and potentially impact by building more ‘distributed’ networks. It is also essential that these distributed networks (which may be at senior officer and head of Academic Unit) are connected to and sponsored by more senior level leaders (at VC/DVC and chief executive levels).

Hambleton also suggests that the ‘areas of overlap between these different realms of leadership can be thought of as **innovation zones** – areas providing many opportunities for innovation. This is because different perspectives are brought together within these zones and this can enable active questioning of established approaches.’

These ‘innovation zones’ provide a rich series of environments within which to identify the specific challenges which will be addressed by the programme. These challenges will clearly vary from location to location but could for instance be around the theme of social mobility and inclusion, which emerged as a common thread through some of the interviews. In this example the programme would therefore focus on how, by working together, city/place based leaders including HE leaders could overcome obstacles to social mobility through education and the labour market and in doing so foster innovation in business, the community and public services. One can imagine other topics emerging. The importance of these themes being tailored to and being seen as critical and shared challenges by the city/place is a critical success factor for this type of programme.

**As suggested by the interviewees, participant nominations will come from the VC/CEOs of each city/place, the City/Place Leadership Group. They will be fully involved in agreeing the precise challenge. Participants will vary depending on the challenge but will always include University and local council leaders joined by other key leaders from organisations such as the NHS, education, RDAs, community bodies etc depending on the nature of the challenge.**

## 7.2 Design Options

In considering the nature of the programme there are a number of potential options. The options range from the,

- **single city/place design**, where the focus is on a single geographical location to the, **multiple city/place design**, where additional learning is gained from the experiences of others who are working in parallel in say 2 or three other locations, to
- **international city/place design**, which builds on the second option with the added benefits of gaining insight from exploring locations outside of the UK.
- To provide guidance and connection to the city/place and to provide high level sponsorship for the programme a senior level City/Place Leadership Group will be created. This will, typically the vice-chancellor and chief executives of the relevant bodies in the location.

Other features of the design are to keep 'taught input' to a minimum and ensure the process of learning is active, engaging, challenging and time limited. In addition the design also provides for an 'immersion' type of approach which intentionally involves working collaboratively with colleagues from other sectors to address real issues, in-depth, in a range of very different environments.

**The key difference between this leadership programme and many others is that the Leading Cities and Place Programme will be tailored for each location with the input of its most senior leaders and a major beneficiary of the programme will be the city/place itself.**

The Leading Cities and Place programme will be offered by the Leadership Foundation for Higher Education supported by the Public Service Leadership Alliance. The Executive Programme Director will be Dr Tom Kennie who will be supported by experienced facilitators and national experts in city leadership.

## 8. THE PROPOSED PROGRAMME DESIGN

### 'LEADING CITIES AND PLACES' A New 'Place Based' Leadership Development Programme

**Aim:** To develop, over time, a network of skilled leaders from city and place based leadership teams and agencies and from across the higher education sector who are able to actively engage in leading the challenges which they face in their local context. These challenges may range from those within the broad umbrella of social innovation and mobility to those which are of a more focused local nature. The final 'challenges' will be agreed for each location on the basis of more detailed discussions.

**Focus:** The programme will focus on different key challenges in each location and it is hoped illustrate how by working together, city/place based leaders; leaders from higher education institutions and leaders from other community agencies and political leaders in the local governance system can work together to address real live social, economic and developmental challenges.

**Approach:** The proposed approach combines initial network development and scoping, action research and practical workshops to help

- understand the policy environment
- the development of skills such as partnership working and relationship management and
- build capacity to deliver actions which will make a serious difference to this community.

**Participants:** Participants will be invited by their respective organisations to participate. From the higher education sector institutions will sponsor two or three people. We do not wish to be prescriptive in determining those to participate - the importance is that those involved have a real

passion for and desire to make a difference to their locality. We anticipate that the main focus will, however, be on 'Developing Leaders' ranging from those in charge of academic units (departments or schools) to deans, directors and deputy directors of Professional Service functions among others.

The intention is also to engage participants from all of the Universities in a location so as to form a HE Civic/Place Based Challenge Team of 6-8 people. From the City/Place participants will typically be at senior officer level with other senior leaders from across the locality drawn from areas such as Health, Social Care, Police, Community groups, RDAs to form a Local Governance team of 6-8 making a core team of 12-16. We refer to this as the 'Civic/Place Challenge Team'.

In both cases a critical element of the success of the programme will be to ensure that the 'core' team from all of the stakeholders involved also engage with the wider community in their host organisations.

**Benefits:** The perceived benefits of the programme are:

- **The City/Place:** the opportunity to create a network of skilled leaders who develop closer relationships and who will use their collective intelligence to address how the location can become even more effective at responding to social, economic, skills and developmental challenges. It is considered both of these areas of challenge will become even more significant as the consequences of the impact of cuts in public sector expenditure develop.

- **The Universities:** an opportunity to build local and regional networks which will offer a greater understanding of major place based challenges and the opportunity to use and leverage the broad expertise from higher education to contribute to the resolution of the challenges.
- **Individuals:** an ability to interact with and build closer relationships with other colleagues across the city/place and to develop and enhance skills in partnership working and leading in a different context; and
- **Policy Agencies/Makers:** an opportunity to engage with a cadre of place based leaders who are actively engaged in addressing major challenges.

**The Design:** The following pages outline in more detail the three alternative designs for the proposed programme outlined previously.

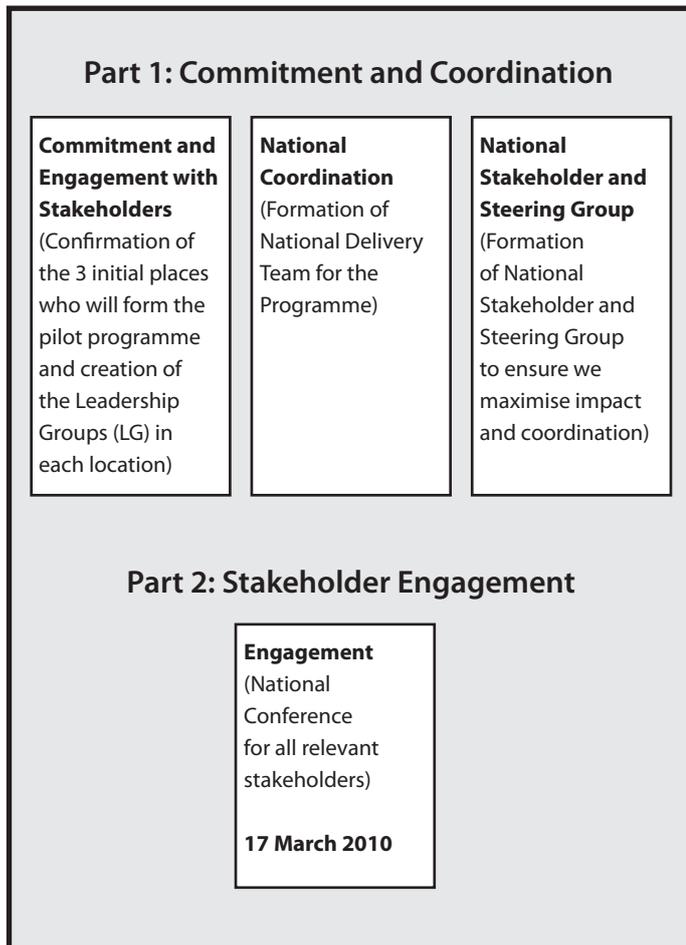
- **Option 1:** is the least demanding (in time terms) design,
- **Option 2:** provides a slightly more extensive approach which would encourage cross city learning to be maximised and
- **Option 3:** builds on the experience gained in the UK and provides an experience in a contrasting international environment, and in so doing build closer connections with an existing or potential partner city.
- **Option 4:** a one day familiarisation programme on the concepts associated with 'Place Based Leadership and Higher Education'

### 8.1 Options 1-3: Pre-programme engagement

Central to all three designs is the importance of engaging key stakeholders at the outset of the process, and in so doing to ensure the active engagement of the key players in each location. To do so we plan to engage with and create a City/Place Leadership Group (LG) drawn from across each city. These LGs will include the vice-chancellors of the universities in each city plus those such as the chief executive of the Local Authority as well as other chief executives of other key agencies/organisations. In addition it would also be important to involve those in political leadership roles in each location.

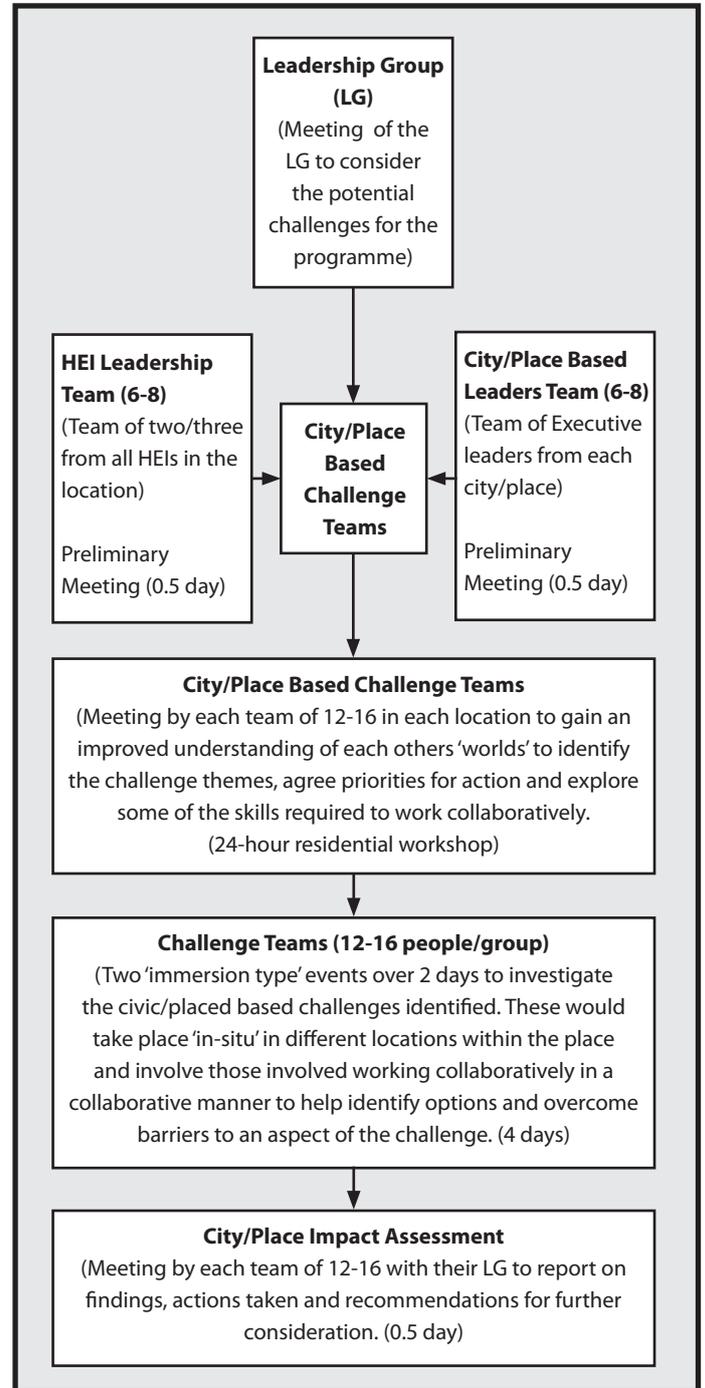
This early phase in the development of the programme is critical to its long term development and sustainability. The commitment of the LGs as the key strategic leaders in each location is vital to the long term success of the programme. Indeed without such support it is arguable that the programme will have limited or a very low level of impact. The process is illustrated below:

The detailed design of the three options are summarised below.



### 8.2 Option 1: The Single City/Place Design - (6-7 days)

In this design the focus is largely on the development of local networks which address challenges which are of particular concern to each location. Typically this design would involve the following components:



**8.3 Option 2: The Multiple City/Place Design - (10 days)**

In this design the programme combines the benefits of Option 1 and supplements this with a series of developmental workshops involving the participants from all three cities/places in a series of joint workshops. Through this process the process of learning is extended through the cross fertilisation of ideas and approaches which emerge from the work in each of the three locations. In addition it also provides the opportunity in the joint workshops for the leadership development aspects of the process to be expanded. It may also enable the group to engage with other policy agencies and shapers who are involved, perhaps at a national level in responding to the issues being explored. Typically this design would involve the following components:

**Place Based Leadership Workshops**  
 (Three national workshops to pool know-how and experience from all of the participants and focus on a specific placed based leadership development theme).

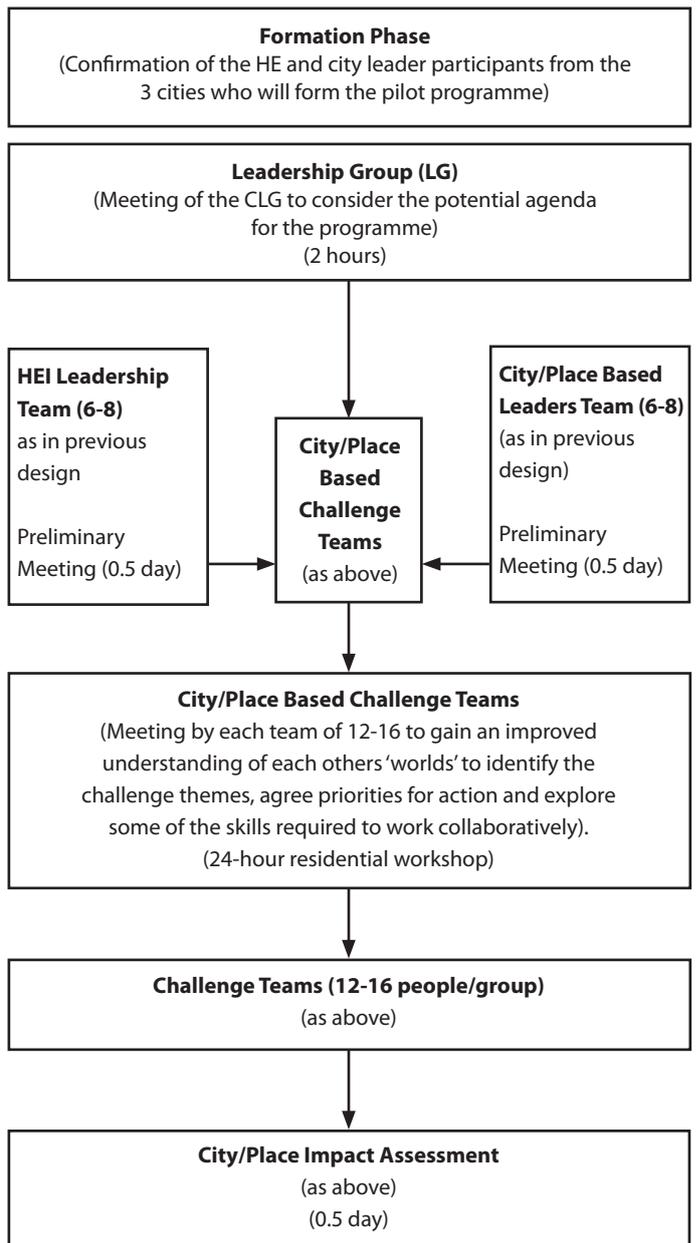
**3 events in London**

**Potential Themes of the Workshops**

**The Policy and Delivery Challenges associated with Place Based Leadership**

**Effective Relationship Management and Partnership Working**

**Strategic Place Based Futures - Scenarios, Positioning and Promotions**

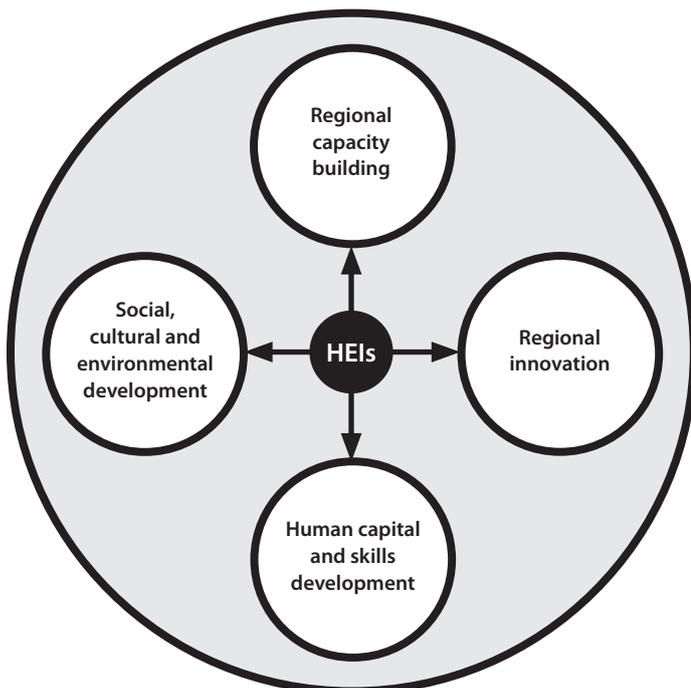


### 8.4 Option 3: The International City Design – (4 days)

This programme could be designed as a supplementary offer to follow on from Option 2. The intent in this instance would be to visit a location undertaking work which has relevance to the particular agenda being investigated during the programme. For example, the city of Boston has recently initiated a major reform programme in relation to the School system. The programme involves a range of activities (such as the introduction of ‘Charter Schools’) and has high level political support through the Mayor’s office. Clearly other locations could be selected in the light of the issues identified at the beginning of the programme. However, given the time required to develop such visits a significant period of advance warning is necessary for this approach to be designed.

To inform the visit it might prove helpful to use a modified version of the self-evaluation framework as developed by the Directorate for Education at the OECD. These reviews follow a common structure in order to ensure comparability across regions/city-regions in different countries. The reviews investigate: The contribution of HEIs’ research to regional innovation; The role of teaching and learning in the development of human capital and skills; the contribution of HEIs to social, cultural and environmental development, and The role of HEIs in building regional capacity to act in an increasingly competitive global economy, as summarised below.

#### National and regional contexts



### 8.5 Option 4: Place Based Leadership and Higher Education - (1 day)

This final option is intended to offer leaders across the HE sector the opportunity to gain insights into the concepts and skills necessary to engage more actively in ‘Place Based Leadership’ activities. The programme would provide a forum for those already involved in public and place based engagement activities and those who are relatively new to the topic.

The agenda would combine input on topical policy issues, case studies of current practice and some exploration of and development of the skills required to participate in this growing and important field of leadership.

### 8.6 Programme Delivery Team

The delivery of this particular programme will involve a range of expertise drawn from those with experience of leadership development at the most senior levels of higher education with those who have considerable experience working with and across government and the worlds of civic and placed based leadership. Among others, the programme team will include;

#### 8.6.1 Core Delivery Team

**Dr Tom Kennie, Programme Director** Tom is the Programme Director for the national Top Management Programme (for higher education) run by the Leadership Foundation. TMP has been now running for around 10 years and has just over 400 alumni. Over 25% of current vice-chancellors have attended the TMP. He was also involved in the design and delivery of the Strategic Collaboration Development Programme. He also consults widely across the HE sector, professional services and with other public sector bodies.

**Martin Barnes, Programme Facilitator** Martin is a key associate of the Leadership Foundation and has extensive experience of working across the public sector. He has worked full time in central government within the Cabinet Office and as a director of the Leadership Foundation.

**Paul Manners, (TBC)** Paul is director of the new National Co-ordinating Centre for Public Engagement (NCCPE), which is funded by Hefce, Research Councils UK (RCUK) and the Wellcome Trust. The Centre is aimed at improving links and dialogue between universities and the public.

**Professor Robin Hambleton, (TBC)** Robin is an experienced policy adviser and management consultant and has acted as an adviser to UK Ministers, Parliamentary Select Committees,

the European Commission as well as a large number of local authorities and public agencies in the UK, the USA, Australia, New Zealand and continental Europe. He is Professor of City Leadership in the Faculty of Environment and Technology at the University of the West of England and holds three other professorships – at the University of Illinois at Chicago and at Tongji University, Shanghai, China

### 8.6.2 National Stakeholder and Steering Group

**Ewart Wooldridge** Ewart is the Chief Executive of the Leadership Foundation for HE. As a Chief Officer of Hampshire County Council and Chief Executive of the Civil Service College, he has wide experience in organisational development consultancy, team facilitating, executive coaching and teaching in leadership and organisational change.

**Sir Michael Bichard** (TBC) Sir Michael chief executive of the Institute for Government where among other roles is leading on 'Total Place'. 'Total Place', an ambitious and challenging programme that, in bringing together elements of central government and local agencies within a place, aims to achieve three things. First to create service transformations that can improve the experience of local residents and deliver better value, second, to deliver early efficiencies to validate the work and third to develop a body of knowledge about how more effective cross agency working delivers the above. Previously he was rector of the University of the Arts, London

**John Atkinson** (TBC) John is Managing Director of the Leadership Centre for Local Government with responsibility for the future direction and strategy of the organisation as well as its day-to-day operations. The Leadership Centre supports local government leaders to create the future through building effective and efficient partnerships, improving the lives of local people and fundamentally transforming communities for the better

**Professor John Goddard** John is emeritus Professor of Regional Development Studies at Newcastle University UK and holds a Leverhulme Emeritus Fellowship on Universities and Cities and NESTA Visiting Fellowship. He was previously deputy vice-chancellor with responsibility for the university's links with the city and region, in particular the development of Newcastle as one of the UK's six Science Cities. He led the Hefce/Leadership Foundation project which scoped this programme and the OECD project on supporting the contribution of HEIs to regional needs.

## 9. NEXT STEPS

The Leadership Foundation for Higher Education are planning a Leading Cities and Places Programme launch event in March 2010 to which all the original interviewees and their suggested nominees will be invited alongside other stakeholders including Hefce and the Public Service Leaders Alliance. The purpose is to share the research findings, describe this new 'place based' leadership programmes, launch it formally and start to gather nominations for the pilots which we hope will commence in the second half of 2010. The research findings will also be disseminated to a range of different audiences including the national group of HE Directors of HR and Staff Development. It will have a strong web presence in both city/place based leadership and staff development environments.

## APPENDIX A

### List of Interviewees

#### Bristol

- 1 Professor Eric Thomas, Vice-Chancellor, University of Bristol.
- 2 Professor Steve West, Vice-Chancellor, University of the West of England.
- 3 Jan Ormondroyd, Chief Executive, Bristol City Council and Jonathan House, Deputy Chief Executive, Bristol City Council.
- 4 John Savage, Executive Chairman, Business West, and Chairman University Hospitals Bristol NHS Foundation Trusts.
- 5 Andrew Kelly, Director, Bristol Cultural Development Partnership.

#### Newcastle

- 1 Professor Chris Brink, Vice-Chancellor, Newcastle University and Professor Paul Younger, Pro Vice-Chancellor for Engagement, Newcastle University.
- 2 Professor Andrew Wathey, Vice-Chancellor, Northumbria University.
- 3 Barry Rowland, Chief Executive, Newcastle City Council.
- 4 Sir Len Fenwick, Chief Executive, The Newcastle upon Tyne Hospitals NHS Foundation Trust.
- 5 Peter Arnold, Chief Executive, Newcastle Science City.

#### Sheffield

- 1 Professor Dominic Shellard, Pro Vice-Chancellor for External Affairs, The University of Sheffield and Carrie Warr, Head of External Relations, The University of Sheffield.
- 2 Professor Phil Jones, Vice-Chancellor, Sheffield Hallam University.
- 3 John Mothersole, Chief Executive, Sheffield City Council.

- 4 Sue White, Director of Business Development & External Affairs, Sheffield Teaching Hospitals NHS Foundation Trust.
- 5 Ian Bromley, Chief Executive, Creative Sheffield and Andy Topley, Director Regeneration, Creative Sheffield.

## APPENDIX B

### Interview Question Areas

Below are the broad interview question areas sent to interviewees before the meeting. There are slightly different sets of questions for university leaders and non-university civic leaders. These general question area templates were adapted into a more specific set of tailored questions for each separate interview.

#### General question areas for senior university leaders

##### Civic engagement and leadership

- 1 As an institution, in which social or economic areas do your main civic engagement priorities lie?
- 2 What are the major projects, programmes or other initiatives you have participated in over the past 3-5 years that have involved working with local civic bodies (e.g. the city council, RDA, local businesses, community groups, NHS trust, etc.)?
- 3 How have you benefitted from working in partnership with these civic bodies?
- 4 What are the major challenges you have faced when engaging with these civic partners?
- 5 What has been the role of people in leadership roles in supporting effective partnership working?
- 6 Who are the key people who take leadership roles in these cases?

##### Leadership development

- 7 What do you consider to be the broad capabilities SKILLS and BEHAVIOURS which aid effective civic partnership working and civic leadership?
- 8 How have you been able to gain these skills yourself?
- 9 In principle would a Leading Cities Development Programme, at a civic level, add value for yourself/the next generation of strategic civic leaders?

- 10 What might such a leadership development process/ programme need to achieve to make it successful and well attended?
- 11 What might such a programme look like in terms of content, delivery methods, duration, location etc..?
- 12 What would encourage you/others from your organisation to attend a Leading Cities Development Programme?
- 13 What would the barriers be to developing a joint leadership programme?
- 14 Is there anything else you would like to add?

**General question areas for civic leaders**

**Civic engagement and leadership**

- 1 What are the key social, environmental and/or economic challenges you face as a civic leader? And what role do you think local universities should play in helping to meet these needs?
- 2 What are the major projects, programmes or other initiatives you have participated in over the past 3-5 years that have involved working in partnership with local universities?
- 3 How have you benefitted from working in partnership with universities in these cases?
- 4 What are the major challenges or obstacles you have faced when working with university partners?
- 5 What are the positions of key people who take leadership roles in these cases - either from your organisation, from universities, or from third parties?
- 6 What has been the role of these people in leadership roles in supporting effective partnership working in these cases?

**Leadership development**

- 7 What do you consider to be the broad capabilities SKILLS and BEHAVIOURS which aid effective civic partnership working and civic leadership?

- 8 How have you been able to gain these skills yourself?
- 9 In principle would a Leading Cities Development Programme, at a civic level, add value for yourself/the next generation of strategic civic leaders?
- 10 What might such a leadership development process/ programme need to achieve to make it successful and well attended?
- 11 What might such a programme look like in terms of content, delivery methods, duration, location etc..?
- 12 What would encourage you/others from your organisation to attend a Leading Cities Development Programme?
- 13 What would the barriers be to developing a joint leadership program me?
- 14 Is there anything else you would like to add?

**APPENDIX C**

**Steering Group Members**

Ewart Wooldridge, Chief Executive, Leadership Foundation for Higher Education.

Martin Barnes, Key Associate, Leadership Foundation for Higher Education.

Peter Slee, Deputy Vice-Chancellor (Region and Engagement), Northumbria University.

Paul Younger, Pro Vice-Chancellor (Engagement), Newcastle University.

John Hogan, Registrar, Newcastle University.

Paul Rubenstein, Director of Policy and Assistant, Chief Executive, Newcastle City Council.

Paul Manners, Director, National Coordinating Centre for Public Engagement.

## Biographies

### Professor John Goddard

John Goddard is emeritus Professor of Regional Development Studies at Newcastle University UK. He was previously deputy vice-chancellor with responsibility for the University's links with the city and region, in particular the development of Newcastle as one of the UK's six Science Cities. As DVC he also led the implementation of a major restructuring of the University and the installation of an institution wide management information system (SAP R3).

John's academic background is in economic geography. He founded and led the University's Centre for Urban and Regional Development Studies (CURDS) from 1977 to 1998 and directed numerous academic and policy research projects on the role of innovation in territorial development.

Within the UK John contributed to the Dearing Review of Higher Education through a Committee of Vice-Chancellors and Principals report on Universities and Communities and in subsequent work for the Higher Education Funding Council for England (Hefce) and Universities UK (UUK) on the Regional Mission of Higher Education.

Internationally John has been academic leader of an OECD programme now published as Higher Education and Regions: Globally Competitive, Regionally Engaged (2007). He has also led several reviews of regional engagement by Finnish Universities sponsored by the Finnish Higher Education Evaluation Council.

John was a lecturer at LSE from 1968 to 1975 prior to moving to Newcastle. He was awarded an OBE in 1986 and the Victoria Medal of the Royal Geographical Society in 1992 and elected a Fellow of the Academy of Social Sciences in 2004.

### Dr Paul Vallance

Dr Paul Vallance is research associate in the Centre for Urban and Regional Development Studies (CURDS), Newcastle University. He completed his MA Human Geography Research (awarded with distinction) in 2004 and ESRC-funded PhD in 2008, at Newcastle University. His PhD investigated knowledge and innovation in the UK Videogames Development Sector. His current work in CURDS focuses on cities and university engagement.

In 2004 he was awarded the Miller prize for the best inter-faculty performance in research training modules for the research masters programmes in Newcastle University. He has successfully completed qualitative interview-led research projects for both his MA and PHD, as well doing various pieces of research assistant work on other projects in CURDS during this time. He published one peer reviewed journal article during his PHD and is currently working on producing several more papers out of this research.

### Lynne Howlett

Lynne Howlett is Newcastle University's Leadership and Management Development Adviser, employed to facilitate the development of its most senior leaders in line with the University's business goals and priorities. This includes identifying leadership talent and supporting and developing those leaders for the future. Lynne works to ensure that Newcastle University has key leaders in place with the necessary skills to take the business forward over the next 5-10 years.

Lynne's current areas of interest include leadership talent management processes, leadership frameworks, development centres and executive level coaching. She works on a collaborative Academic Leaders Programme with Durham University and with five regional universities on a North East Preparing for Strategic Leadership Programme. Recently she has contributed to a number of sector working groups looking at succession management for leaders in Higher Education.

Lynne's work in the field of leadership succession have won her a Leadership Foundation Fellowship and in 2006, a Times Higher award for Outstanding Contribution to Leadership and Management Development. In the spring of 2010 Lynne was awarded HR&D Practitioner of the year by the North East CIPD

Her previous experience in human resources and training and development was gained in retailing and manufacturing with the John Lewis Partnership and Cussons UK Ltd, a manufacturer of toiletries and household products where amongst other things she gained the British Psychological Society's Level A and B license to use a range of psychometric tools.

Lynne holds a degree in English from Newcastle University, a Postgraduate qualification in Human Resource Management and is a fellow of the Chartered Institute of Personnel and Development.

#### **Dr Tom Kenzie**

Tom Kenzie is a founding director of the Ranmore Consulting Group ([www.ranmore.co.uk](http://www.ranmore.co.uk)). He works with a range of knowledge based organisations particularly in higher education but also in the professional service sector (e.g. firms of chartered surveyors, lawyers and software companies). He is also a key associate to the Leadership Foundation for Higher Education.

For the past 7 years he has been co-director of the national Top Management Programme (TMP) now run by the Leadership Foundation. He has also been responsible for two further Leadership Foundation programmes concerned relevant to this bid – The Strategic Collaboration Development programme (SCDP) and the Leading Partnerships programme. He also has experience of working with over 40 higher education institutions on leadership and management development activities. His work ranges from: The design and delivery of tailored leadership and management development programmes; The design and facilitation of a-way-days for management teams; Consultancy to support the implementation of major change projects, and One-to-one coaching for senior staff.

Prior to moving into consultancy 12 years ago he spent 6 years as director of Human Resources for DTZ Debenham Thorpe, an international firm of property advisors and 2 years as head of Training and Development for Balfour Beatty an international engineering company. He has also been a full-time academic spending 8 years as head of Surveying in the School of Engineering at the University of Surrey and 4 years at the University of Technology in Kingston, Jamaica. In his earlier career he worked as a chartered surveyor in the construction and offshore oil and gas sectors.

Tom's academic background has included studying geography and topographic sciences (BSc, MAppSci, University of Glasgow), remote sensing and GIS (PhD, Imperial College, London) and business management (MBA, Roffey Park Management Institute, University of Sussex). Professionally he is qualified as a member of the Royal Institution of Chartered Surveyors (FRICS), the Institute of Personnel and Development (MIPD) and the Institute of Management Consulting (Certified Management Consultant (CMC)).

He is a visiting professor at Nottingham Business School and the school of The Built Environment at Salford University he is also an adjunct professor at the University of Technology, Sydney. From 1996-2003 he was one of three vice-presidents of the International Federation of Surveyors.



**Leadership  
Foundation**  
for Higher Education



Centre for  
Urban & Regional  
Development Studies  
**CURDS**