

**School of Government**

**PADM 506**  
**LEADING PUBLIC SECTOR CHANGE**  
**(24 Points)**

**Trimester 2 / 2009**

**COURSE OUTLINE**

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## **Trimester Dates**

Monday 13 July to Saturday 14 November 2009

## **Withdrawal Dates**

Notice of withdrawal must be in writing / emailed to the Senior Programme Coordinator, School of Government, Victoria University of Wellington. Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

## **Class Times and Room Numbers, Course Content, Course Learning Objectives, Course Delivery, Expected Workload, Group Work, Readings, Materials and Equipment, Assessment Requirements, Mandatory Course Requirements, Class Attendance, Deadlines and Failure to Meet Due Dates, and Communication of Additional Information**

Refer to the subject outline supplied by ANZSOG.

## **Other Information**

For the following important information, follow the links provided:

### **Academic Integrity and Plagiarism**

<http://www.victoria.ac.nz/home/study/plagiarism.aspx>

### **General University Policies and Statutes**

<http://www.victoria.ac.nz/home/about/policy/academic.aspx>

### **Faculty of Commerce and Administration Offices**

<http://www.victoria.ac.nz/fca/studenthelp/Contactus.aspx>

### **Manaaki Pihipihinga Programme**

[http://www.victoria.ac.nz/st\\_services/mentoring/](http://www.victoria.ac.nz/st_services/mentoring/)



the Australia and New Zealand

**School of Government**

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LEADING PUBLIC SECTOR CHANGE 2008

# Subject Outline

## Overview of the subject

This course is about an omnipresent yet curiously ill-understood phenomenon in government: leadership, and its relation to stability and change in public policies and public organisations. Calls for better, stronger, more authentic, more ethical leadership in the public sector are often heard these days – as indeed they have been on and off through the ages in most political systems. But what does it mean when people say they want better leadership? What does ‘leadership’ really add to the mix of institutions and processes that make up the business of government? What place can leadership have in a democracy? How is its exercise being facilitated and constrained by the institutions of democracy and the rule of law? How do political and bureaucratic leaders at the apex of government interact, and how can they exercise collaborative leadership in driving policy change and organisational innovation? These are the core questions of this course.

## Overview of the residential

During five intensive days (and partly nights) of lectures, discussions, encounters with top-level public leaders, we aim to identify and debunk pervasive myths in contemporary management speak about ‘leadership.’ Instead, more empirically sound perspectives on political and bureaucratic leadership, as well as the relations between political and bureaucratic leaders, will be presented. Participants will be encouraged to apply these perspectives in diagnosing and dealing with leadership predicaments in relation to forging stability and/or reform of public organisations and policies.

## Subject objectives

Learning outcomes

At the conclusion of this subject each student should have:

1. An enhanced ability to discriminate between myths and realities of public leadership discourse and practice.
2. A deep understanding of the institutional, contextual and (inter)personal factors shaping the behavior of political and public service leaders, as well as the interaction between them.
3. An enhanced strategic capability, particularly in instigating, implementing or modifying processes of policy and organisational change in the public sector
4. The ability to discern, reflect upon and cope with ethical dimensions of exercising leadership.
5. An enhanced ability to work in collaborative teams on strategic assignments in the context of time pressure.
6. An ability to cogently communicate strategic leadership advice to top-level office-holders.

## Readings

The reading pack and textbook contain selected pieces on public sector leadership and case studies that need to be read before the course (and their associated questions that you will need to start thinking about before you meet in project team groups). In the ideal world, you will have read **all** the readings and **all** the case studies before you join the program.

In addition, you are required to select, read and write about a biography of a political, bureaucratic or civic leader of your choice (see further under Assessment)

## Educational format: Plenary sessions, streams, discussion groups and project teams

The course will involve over 60 participants. In managing the achievement of our educational and learning goals over these five days, each student will experience plenary sessions, working in small groups, and being a member of a project team group within their stream.

*Plenary sessions* will involve all students being together in the one class. We will use the plenaries for the more interactive lectures where presenters will work with the large group on a topic or exercise. Plenaries will also be the way we will meet some of our guest speakers.

*Small groups* will be used to as the vehicle for doing some case exercises, where students will be placed 'in the driver's seat' of public policymakers dealing with major leadership challenges. After the groups have worked through the cases, there will be plenary debriefings and lesson-drawing exercises.

*Project teams* will typically consist of 5-7 students. They will meet at times scheduled in the timetable, and work on preparation tasks for specific sessions, particularly the leadership strategy tournament which concludes the course (and which forms an integral part of this course's assessment).

## Assessment: General guidelines

Assignments should be typed and submitted directly to ANZSOG by C.O.B. on the date due. Submit your assignments at [assignment@anzsog.edu.au](mailto:assignment@anzsog.edu.au). You will receive confirmation of receipt within a day of submission.

### *Non-completion / late submission of assessment*

All assessable work is compulsory and completion of all components of assessment is required to pass the subject. If, because of illness, a participant is unable to complete work or complete the exam at the scheduled time, a medical certificate must be produced. Other exceptional circumstances (e.g. bereavement, highly abnormal work obligations) affecting capacity to complete assessment should be discussed with the lecturer and separate or make-up assessment may need to be substituted to achieve the same learning outcomes. Supporting attestation, for example a work supervisor's written explanation, may be required. Penalties will apply where no adequate exception is established.

Timely completion of assessable work is also expected. A penalty of 5% of the total mark for an item of assessment will be applied for each day late unless waiver for good reason is arranged with the subject leader beforehand. The ANZSOG Student Guide, given to all students, states,

Extensions are normally granted only for medical or other serious reasons. Work related reasons are not normally accepted, as all students are required to balance hectic work

schedules and are advised at the commencement of each subject of assessment requirements.

Applications for exception or extensions must be made before the due date. Students should complete the *EMPA application for assessment extension* form that can be found on the ANZSOG website and email it to the Student Coordinator ([l.losanno@anzsog.edu.au](mailto:l.losanno@anzsog.edu.au)) who will consult the local lecturer (in cases involving up to two days extension) and the Subject Leader (in cases involving two or more days extension) to facilitate equity across jurisdictions. In such cases, students will be contacted about any decision reached.

### *Word limits*

Note that text in excess of any stipulated word length may be ignored by the instructor. Word count does not include footnotes, references or appendices, but excessive use of supplementary material in turn may be penalised

### *Referencing*

In all assessable work, full acknowledgement of sources used is required - both for general referencing and for quotation. This includes acknowledgement of any internal documents or web sources relied upon. Where extracts are used directly these must be cited, where ideas are relied upon more broadly referencing is still needed. Please include a full reference list at the end of the assignment, listing in alphabetical order all references cited in the assignment, and in a standard format. The Harvard citation style is preferred and can be found at <http://www.lc.unsw.edu.au/onlib/ref1.html>.

### *Plagiarism*

Plagiarism remains unacceptable in any format for the purposes of this subject. Students should be aware that software (eg "Turn-it-in") may be used at the discretion of ANZSOG to review material submitted. Serious penalties may be applied in cases of plagiarism.

### *Return of marks*

I undertake to have the marks back to you three weeks after all papers have been handed in.

## Assessment: LPSC Requirements

You will be asked to complete two assignments, one individually and one in a small team.

### *Assignment 1 – project teams*

During the course, the team assignment will be introduced. This assignment – the leadership strategy tournament – is to be performed in a project team. During the course you will be divided into four tournament streams, and within each stream a set of project teams will be composed. All project teams in each stream will receive the same case study depicting a complex leadership challenge. They are to act as a strategic advisory group to the leader in question.

During intensive group work sessions on parts of the 3<sup>rd</sup> and 4<sup>th</sup> days of the course, each project team will prepare an oral presentation (as well as lay the groundwork for a written presentation, which is to be handed in no later five weeks after completion of the residential).

During the morning of the 5<sup>th</sup> day, the streams congregate in separate rooms. Each project team presents its advice to the leader in question. The oral presentation will be listened to and challenged by a juror (either a highly experienced current or former senior public servants, political office-holders or public management scholar), who will first act as quasi-`client' of your advice, and thereafter as informal 'juror' of all the presentations in the stream. *You will have 10-15 minutes for your presentation, and 15 minutes for question time. You may use PowerPoint if you wish.* As juror of sorts, they will appoint one overall winning project team (in each stream), which will be rewarded 'appropriately' for its fine achievement in `speaking truth to power' effectively! The juror's judgment does not determine your grade; it is the written presentation submitted (at most) three weeks after the completion of the residential that will be graded formally by the course instructor.

### *Assignment 2*

One way of developing a feel for the subject of public leadership is to study the life and work of particular leaders in a more sustained way. Hence your assignment is to select and read a serious biography of a political, bureaucratic or civil leader, and write a paper about this person's leadership which draws on the course materials and discussions. See the Appendix below for a list of biographies to choose from, covering Australian, New Zealand and overseas public leaders past and contemporary. *Only biographies on this list can be chosen* (most if not all are on sale via Amazon.com, many of them cheaply). Please note that although I have included some key Australian and New Zealand public leaders in the list, I would encourage you to follow your natural curiosity as much as possible. To put it bluntly, why read about Arthur Calwell or Peter Fraser if you have always loved European history and can now read about Katherine the Great? But, feel free to stay close to home if that is really where your interest lies.

Have a browse through the list, check out book descriptions of the ones that appeal most to you, and then make a choice. Some of these books are voluminous - all of them are, however, easy reads compared to your usual ANZSOG fare. Still, I strongly advise you to *start reading as soon as possible*, and try to make notes towards your paper as you go along. The more you have done so prior to the LPSC residential, the more you will benefit from the lectures and discussions at the residential to sharpen your analysis. After reading, prepare a paper (3500 words max, excl references – *please do not exceed this word limit*) which covers two main questions:

1. How did this leader operate? Dissect the person's leadership philosophy and style (noting any possible changes in either over the course of his/her career). Interpret this modus operandi in terms of the confluence between a. the leader's personal background, personality characteristics and skill set; b. the institutional and situational possibilities and constraints faced by the person in his/her various leadership roles.
2. What general reflections/lessons for public leadership can be drawn from this biography? And for the way in which you approach and practice your own leadership?

The paper is not due until five weeks after the residential (see table on following page), allowing you the opportunity to learn from the course experience.

<b>Task</b>	<b>Length</b>	<b>Marks</b>	<b>Due Date</b>
Assignment 1 (project team)	3000 words	40%	Three weeks after conclusion of the residential, e.g. 1 June for Melbourne students, and 22 June for Canberra students
Assignment 2 (individual)	3500 words	60 %	Five weeks after the conclusion of the residential, e.g. 15 June for Melbourne students, and 6 July for Canberra students

### **Subject leader**

A Dutch Australian, Paul 't Hart is not good at leading anything, except perhaps leadership courses. He is, however, a life-long student of leaders and other people with power in the world of politics and public administration. He sometimes advises them too. He moved to Australia in December 2005, eerily attracted professionally by the sheer brutality of Australian politics – in stark contrast with the political culture of the Dutch consensus democracy he grew up in. Warm weather, terrific countryside and a high quality of life for a young family had nothing to do with the choice to move Down Under, of course.

A political scientist by training (PhD Leiden, 1990), he is currently Professor of Political Science at the Political Science Program, Research School of Social Sciences, Australian National University, and retains a small part his main academic position before migration, as Professor of Public Administration, Utrecht School of Governance, Utrecht University, the Netherlands. Prior to his arrival in Australia, he was also Associate Dean of the Netherlands School of Government responsible for the Executive PA and Police Leadership Programs. From 2001-2005 he was also adjunct professor of public management and the Swedish Defence College in Stockholm. He joined ANZSOG in 2007, and now convenes its new, third, core program Towards Strategic Leadership, starting in late 2009.

Paul's association with Australia is long-standing. In 1990 he was visiting scholar at the then Canberra College of Advanced Education and in late 1991, he conducted a lecture tour around Australia, talking to police and emergency services about crisis management issues. The spectacle of the Hawke-Keating leadership struggle him back then, and triggered a fascination which culminated in an ongoing research project on party leader succession in democracies.

Paul's research covers elite behaviour and leadership in politics and public administration, policy evaluation, public accountability and crisis management. Among his 20 published monographs and volumes are *Beyond Groupthink* (Michigan UP 1997), *Understanding Policy Fiascos* (Transaction 1996), *Flood Response and Crisis Management in Western Europe* (Springer, 1998), *Success and Failure in Public Governance* (Elgar 2001), *The Politics of Crisis Management: Public Leadership Under Pressure* (Cambridge UP 2005, awarded the Herbert A Simon Award of the American Political Science Association), *Observing government elites: Up Close and Personal* (Palgrave, 2007), *Governing After Crisis: The Politics of Investigation, Accountability and Learning* (Cambridge UP 2008), *The New Eurocrats: Doing the Government's Business in Brussels* (Amsterdam University Press 2008), *Public Leadership* (ANU E Press 2008), and *Dispersed Democratic Leadership* (Oxford University Press 2009).



## Appendix: List of biographies

1. Tim Rowse, Nugget Coombs, Cambridge UP 2002
2. Andrew West and Rachel Morris, Bob Carr: A Self Made Man, Harper Collins 2003
3. John Keane, Vaclav Havel, Basic Books 2000
4. Ted Morgan, FDR: A Biography, Simon and Schuster 1985
5. Anthony Seldon, Major: A Political Life, Weidenfeld and Nicholson 1997
6. Seymour Hersch, The Price of Power: Kissinger in the White House, Summit Books 1983
7. Colin Kiernan, Calwell: A Personal and Political Biography, Nelson 1978
8. Marian Wilkinson, The Fixer: The Untold Story of Graham Richardson, Heinemann 1996
9. Barry Gustafson, From the Cradle to the Grave: A Biography of Joseph Michael Savage, Reed Methuen 1986
10. R Wear, Johannes Bjelke Petersen: The Lord's Premier, University of Queensland Press 2002
11. Anthony Seldon, Blair Unbound, Pocket 2008
12. David Day, Andrew Fischer, Harper Collins 2008
13. Jenny Hocking, Lionel Murphy: A Political Biography, Cambridge University Press 2000
14. Barry Gustafson, Kiwi Keith: A Biography of Sir Keith Holyoake, 2007
15. Michael Basset and Julie Bassett, Roderick Deane: His Life and Times, Penguin 2006
16. Michael King and Michael Bassett, Tomorrow Comes the Life: A Life of Peter Fraser, Penguin 2001
17. Conrad Black, Richard Nixon: A Life in Full, Public Affairs Books 2007
18. Robert Dallek, Nixon and Kissinger: Partners in Power, Harper Collins 2007
19. Francis Beckett, Clem Attlee, Politico's 2007
20. Katherine Frank, Indira: The Life of Indira Nehru Gandhi, Houghton Mifflin 2002
21. Elinor Burkett, Golda Meir: The Iron Lady of the Middle East, Gibson Square 2008
22. Glenn Kessler, The Confidante: Condoleezza Rice and the Creation of the Bush Legacy, MacMillan 2007

23. Mary Englar, Benazir Bhutto: Pakistani Prime Minister and Activist, Compass Point Books 2007
24. Betty Glad, Jimmy Carter in Search of the Great White House
25. Robert Caro, The Power Broker: Robert Moses and the Fall of New York, Vintage 1975
26. Aaron Wildavsky, The Nursing Father: Moses as a Political Leader, University of Alabama Press 1991 (or Shalem Press 2005)
27. Barbara Marshall, Willy Brandt: A Political Biography, Palgrave MacMillan 1997
28. Paul Johnson, Napoleon: A Life, Penguin 2002
29. Paul Johnson, Elizabeth I: A Study in Power and Intellect Weidenfeld & Nicolson 1974
30. Ronal Tiersky, Francois Mitterand, Palgrave MacMillan 2000
31. Adrian Goldsworthy, Caesar: Life of a Colossus, Yale University Press 2006
32. Kurt Gentry, J. Edgar Hoover: The Man and the Secrets. Plume 1991
33. Benjamin Yang, Deng: A Political Biography, East Gate 1997
34. Ronald C. White, A. Lincoln: A Biography, Random House 2009
35. Carl Bernstein, A Woman in Charge: The Life of Hilary Clinton, Vintage 2008
36. Claire Berlinski, There is No alternative: Why Margaret Thatcher Matters, Basic Books 2008
37. Geoffrey Serle, John Monash: A Biography 1982
38. Karen Deyoung, Soldier: The Life of Colin Powell, Vintage 2007
39. Quinten Beresford, Godfather: The Life of Brian Burke, 2008
40. Peter Read, Charles Perkins: A Biography, Ringwood, Victoria, 1990
41. Robert Porter, Paul Hasluck: A Political Biography, University of Western Australia Press 1993
42. Marilyn Lake, Faith: Faith Bandler, Gentle Activist, Allen and Unwin 2002
43. John Kirk. Martin Luther King, Jr.. Pearson Longman 2005
44. John Keane, Tom Paine: A Political Life, Grove 2003
45. Henri Troyat, Catherine the Great, Plume 1994
46. Herbert Bix, Hirohito and the Making of Modern Japan, HarperCollins, 2000
47. Philip Short: Mao: A Life, Henry Holt and Co 2000

48. Ed Cray, *General of the Army: George C. Marshall, Soldier and Statesman*, Norton 1990
49. John Lynch, *Simón Bolívar. A Life*, Yale University Press 2006
50. Allan Bullock, *Hitler and Stalin: Parallel Lives* 1990