PREPARING PUBLIC ADMINISTRATORS TO FUNCTION IN A RAPIDLY CHANGING WORLD: NEW (AND NOT SO NEW) ISSUES

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The past several years have witnessed a renewed and growing interest in improving the quality of governance, and government, in virtually every region of the world. There are many reasons for this development. The very significant economic, social and institutional upheavals that have characterized the past two decades have been significant contributing factors. Reform efforts initiated in many countries, in many parts of the world, have been yet another factor. In part, too, efforts initiated or supported by a variety of international organizations, including the United Nations and its various constituent agencies, the World Bank and various regional associations of governments have been important contributors to this process.

This renewed worldwide interest in improved governance has been increasingly evident on the African continent. The convening of the first African Forum on Governance held in Addis Ababa in July of 1997 and the conference, “Governance in Africa: Consolidating the Institutional Foundations”, also held in Addis Ababa from March 2-6, 1998, are very concrete manifestations of the continent’s growing concern about the capacity of its governments to respond in an effective and participative manner to the needs of their citizens. They are also a reflection of the growing realization that the services that government provides are a necessary precursor to effective economic and social development.

This point was well illustrated at the “Governance in Africa” conference in the opening address by Dr. Julius Nyerere, the former President of Tanzania. Dr. Nyerere noted that:

Governments bear the final responsibility for the state of the nation – its internal and external peace, and the well-being of its people...We have a duty to strengthen the African States in almost every possible respect; one of the objectives of improving the governance of our countries is to strengthen the African states and thus enable them to serve the people of Africa better (Governance in Africa, UN/DESA).

The call for strengthening government capacity as a means of improving governance is one that is increasingly being heard in many corners of Africa. One recent manifestation of this is the commitment of the continent’s Civil Service Ministers, at their second Pan African Conference in Rabat, December 13-15, 1998, to the development of a Charter for the Public Service in Africa “which affirms the professional values of the public service in Africa, redefines its
objectives and missions and specifies the fundamental conditions required for strengthening its role, competence, ethical values and image…” (Draft Charter, Preamble).

Another significant step in this very important process will take place when the continent’s Ministers of Civil Service and Public Service reconvene for their third Pan-African conference to consider, among other things, the formal adoption of the draft Charter for the Public Service in Africa. In doing so, the Continent’s leaders will be further affirming the importance of public sector professionalism and ethical standards as key elements in assuring the delivery of high quality and efficient public services that respond to the changing needs and demands of the continent’s citizens. However, this commitment to a professional and ethical public service will not be achieved if the men and women who staff the continent’s governments, especially its executive and administrative organizations and agencies, have not been adequately prepared to meet their responsibilities in a knowledgeable and responsive manner.

Indeed, the successful implementation of the draft Charter for the Public Service in Africa depends very heavily upon the capacity of the continent’s educational and training institutions to produce civil servants and government administrators who have the knowledge, skills and understanding necessary to perform the very critical responsibilities of government in an effective and efficient manner. Concern about this matter is by no means limited to the African continent. Indeed, throughout the world, individuals, both in government and in those institutions which prepare people to assume the responsibilities of government, have been struggling with attempts to gain a better understanding of those conditions and factors that will impact upon the future of effective government and governance, as well as how one prepares both current and future public servants to most effectively respond to what is obviously a dramatically changing and increasingly complicated environment.

It is because of their awareness of the need for highly trained public servants that, in addition to addressing the issue of a draft Charter for the Public Service in Africa, the continent’s Civil Service Ministers, when they meet in Windhoek will also examine the role and function of African institutes of public administration. Because such institutes also function in a world that is changing both rapidly and dramatically, it is absolutely necessary that this matter be considered. The societal transitions that have gone on throughout the world during the past two decades have placed very significant new demands upon established processes of governance and governmental administration.

Most assuredly, those who work in administrative development institutions, and train the future administrators and managers of the public sector, must adapt their efforts to reflect the needs of this changing world. To do so, it is necessary for educators and trainers to understand clearly which of the many transitions occurring in the contemporary world will most significantly impact upon the public sector and what are the implications of these changes for the training of effective public managers. Arguably, among the twelve most important of these transitions are the following:

1. The realization that the public problems with which governments now must routinely deal have grown greatly in number, are becoming ever more complex, often highly technical in nature and, in some instances, lacking in clear cut solutions. The reality is that with
increasing frequency there are no clearly right answers for a growing number of the contemporary problems now faced by public administrators. Whether it is a highly technical problem, such as estimating the causes of global warming, or one rather more susceptible to ideological interpretation, such as the impact of rates of taxation upon economic productivity, contemporary policy problems are increasingly difficult to understand, let alone to solve.

Indeed, the unfortunate reality of contemporary life is that there are rarely obvious simple solutions (and sometimes not even complicated ones) to complex problems. At least in part this is because efforts to solve many of today’s multifaceted public problems often must rely upon the taking of collaborative action in many places and jurisdictions, the utilization of new and complex technologies and the changing of traditional values. The result of this is increasing pressure upon public servants to solve what often appear to be, and sometimes really are, unsolvable problems.

2. The considerable movement toward political democratization and the greatly increased emphasis upon government and civil servant accountability that has accompanied it. All across the world, from Latin America (where almost all countries have taken, during the course of the past decade, significant steps toward the building of viable, if still, in some instances, quite fragile, democratic governments) to the even more fragile, but nevertheless emerging, democracies of Eastern Europe and the Newly Independent States; to Africa, institutions of democratic governance are becoming more prevalent.

From the growing independence of legislative branches, to the increasing mobilization of neighborhood organizations, to the intensifying citizen demands for openness and accountability, progress is being made in making governments around the world more responsive to popular will. This in turn places significant new pressures upon civil servants. Increasingly, they find themselves having to respond to many more demands, from many more constituencies, often seeking conflicting goals. These demands routinely challenge the professionalism and, in some cases, even the ethical standards of both government officials and civil servants.

3. The growing emphasis upon market based solutions to address specific public policy problems and general economic policy issues and the significant increase in utilizing private or non-profit sector institutions to administer government programs. Consequently, at the same time that governments all across the world have been taking important steps to lower trade barriers, privatize public monopolies and deregulate private sector activities, there has been increasing experimentation with, and growing inclination towards the use of, private and non-profit sector organizations to deliver public services and address important policy problems. These initiatives range from the widespread use of private companies to provide police and protective services to a dramatically increasing reliance upon non-governmental organizations and voluntary associations to provide basic government social welfare assistance to the citizenry.

4. The growing incorporation of norms of cultural diversity into all sectors of society, with the consequent escalating demands for the direct representation of gender and/or disparate cultural and ethnic interests and heritages in the processes of public administration and
governance. This, in turn, has stimulated even greater demands for the widespread recognition of ethnic and cultural diversity in both the political and economic spheres. Whether it is a matter of tribal or gender representation, or taking account of religious or ethnic origin, from Australia, to Belgium, to the United States, these matters are taking on increasing political and administrative saliency.

Such developments inevitably create tensions in terms of a variety of issues revolving around matters of non-partisanism and professionalism. At least in part, this is because the routine ways of, and procedures for, doing things in traditional, ethnically based organizations may differ in significant ways from those of other types of organizations and because the implementation of policies reflecting diversity concerns may appear at first glance to run counter to the notion of neutral expertise and professionalism as the principle criteria for employment, advancement and service delivery in government.

5. The rapidly growing interest in the decentralization of previously highly centralized governments and national ministries and the broadening and strengthening of local governance capacity. From Bolivia, where the recently enacted “Popular Participation Law” encourages the movement of the rural poor into the nation’s political mainstream through the building and/or strengthening of local institutions; to the Peoples Republic of China, where the granting of greater degrees of local autonomy has produced major economic development (including in Shanghai, the largest amount of new construction activity in a single urban area in human history); one witnesses the emergence of new leadership and creativity in sub-national government. Complicating this, however, is the fact that while there is new leadership and creativity at the subnational level, many of those becoming involved are relatively inexperienced and, as a consequence, a high level of professionalism is not always the prevailing way of operating for many of the world’s rapidly emerging sub-national governments.

6. The gradual weakening of state capacity and, in some cases, the actual disintegration of the state. From Canada, to Great Britain, to the Balkans, to much of Africa, and even to China, there are signs that the nation-state itself is becoming a much weaker and more vulnerable institution than at any time in the past 150 years. In some instances, the actual disintegration of the nation-state has produced chaos and served to destroy governability. In almost as many instances, however, these developments have served to open civic space for the emergence of a variety of types of international non-governmental organizations and domestic civil society organizations which serve to fill some of the vacated governance space. The non-governmental status of such organizations however further complicates the issue of providing a reasonable framework of accountability, performance standards, ethics and professionalism for these groups and the governments with which they work.

7. The emergence of increasing pressures to implement shared responsibility for governing. In many parts of the world, and especially with international organizations, the term “governance” has become a frequently heard one. In most instances it refers to the reality that increasingly, government is finding it necessary to share responsibilities for the general governing of society with both the private sector and civil society organizations. The reality is that the private sector, through its economic capacity, and civil society, through its ability
to mobilize the involvement of large numbers of citizens in its activities, are increasingly able to strongly influence the direction of government policy and programs. An important consequence of this is that both public administrators and government officials find themselves frequently needing to consult with, and collaborate with, key representatives of both the private sector and civil society in carrying out important policy formulation and programatic activity. Failure to be sensitive to this development has, in more than a few instances in many parts of the world, resulted in the bringing down of governments.

8. The growing gap between the rich and the poor in both the developed, industrialized countries and the less economically developed, transitional countries. This phenomenon, which has been documented in the United States and Latin America and also in various other countries around the world, can conceivably serve at one and the same time to both encourage and discourage the development of social and governmental turmoil. On the one hand, growing economic discomfort can often lead to the emergence and growth of class-based organizations and movements designed to represent the interests of the poor and, in turn, place new and special demands upon governments and civil servants. On the other hand, as the poor get poorer, it clearly lessens their capacity to participate, if not necessarily their interest in participating, in the processes of governance and, thus, makes them more susceptible to anti-democratic political manipulation.

9. The increasing linkage of issues of higher ethical standards and greater transparency to the improvement of governance all around the world. From Beijing, to Miami, to Warsaw political officials are under increasing pressure to clean up corruption and malfeasance. This requires civil servants, and all others involved in pubic service, to be increasingly sensitive, in one manner or another, to ethical and professional issues and standards of behavior. In a very real sense, public servants are finding themselves increasingly dependant upon such standards to provide the guideposts necessary to navigate increasingly complex environments in which the ethically and professionally right or wrong alternatives often appear a great deal less clear than they did in an earlier time and place.

10. The emergence of new technologies, especially in the area of communications, which often serves to make information both more plentiful and more valuable. One implication of this development is that government no longer has the same control over information – indeed, in some instances in the past, monopoly – as has previously been the case. This means that individual citizens, both through civil society and through the private sector, are much more able to make demands upon and bring pressure to bear to influence the actions of government administrators and officials. This in turn means that government administrators and officials are much less able to control the environment in which they work than they have been in the past. It also means that, upon occasion, they as individuals, and government as a system, can find itself becoming overburdened with both information and the demands that information helps to mobilize. It also serves to impose increasing burdens upon government administrators to both have the capacity to utilize and obtain available information, as well as to act upon it.
11. The growth of multi-national integration. Increasingly, at the same time that one witnesses some disintegration of the capacity of the nation-state in many parts of the world, one also witnesses the integration of individual nation-states into large international economic cooperation and free trading blocs with common rules and regulations and, even, in the case of Europe, a common currency. While this development has certainly progressed farther in Western Europe than in any other part of the world, one can see it occurring in many other regions as well – most notably in the Americas. This in turn has been accompanied by the development of increasingly permeable national borders and multi-national institutions – both of which complicate even further issues of nation-state governance, public management professionalism, institutional loyalty and the maintaining of uniform, high ethical standards.

12. The rapidly growing demands for new approaches to, and styles, of leadership to address the problems of the more socially and technologically complex global environment. The need for highly innovative leadership is increasing dramatically and, consequently, individuals assuming such roles must be ever more committed to performing as entrepreneurial leaders in organizational environments where normal rules are routinely becoming less relevant. For many who now hold such positions this represents a dramatic change from past expectation and practice. One consequence is that in a world of rapid change, with much uncertainty, and frequent questioning of traditional values, it is critical that those called upon to assume positions of organizational leadership be trained to achieve and prepared to commit themselves to more innovative and unorthodox approaches to the solving of major policy problems. At the same time they must also remain committed to the very highest level of professionalism and ethical standards.

Taken together, these developments generate far more intense demands upon the contemporary public servant for innovative professionalism than has ever before been the case. This in turn creates a need for public managers to respond to contemporary problems in new, more creative and more imaginative ways. Given this very challenging reality, it is especially important that one think systematically about such matters within a broad conceptual framework. When one considers the field in such a manner, it seems evident that there are three general categories of abilities upon which those concerned with effective public management ought to focus their attention. These are the provision of technical, managerial and leadership skills. It is increasingly clear that these three areas represent an implicit continuum of capabilities – with the technical being the most basic and leadership skills the most crucial – which are required in order to be prepared to perform successfully as creative public servants in the next millennium.

I. TECHNICAL SKILLS

The effective public manager of the future will, of necessity, need to be skilled in virtually all of the areas in which his or her predecessors traditionally have been trained. Expertise in administrative law, budgeting and fiscal management, human resource development, policy and quantitative analysis and the political context of administration will be no less relevant for the public administrator of the 21st century than it has been for the public manager of the 20th century. However, the dramatic growth in the complexity of public problems and the newly emerging shape of the public sector – with its somewhat greater emphasis upon entrepreneurialism, privatization, consumer or “customer” service, contracting out and the like –
will increasingly require new technical competencies which must be developed simultaneously with the more traditional ones. These include:

1. **Strategic planning capability**: At least two trends will require the public administrator of the 21st century to possess strong skills in the area of strategic planning. First, as both program management and service delivery increasingly are contracted out, the need for government administrators to develop longer term plans to guide and coordinate their activities will grow accordingly. Second, the increasing emphasis upon responsiveness to clientele demands requires that public administrators have a better and clearer understanding of exactly what their clientele are seeking. One of the most effective means for obtaining this understanding is through the engaging of an agency’s clientele, or constituencies, in strategic planning exercises. It is for this reason that one witnesses the growing use of such techniques in virtually every area of public and non-profit sector activity – from rural grassroots political and economic development initiatives, to long term goal and agenda setting by large and sophisticated national government agencies.

2. **Collaborative capabilities**: Increasingly, public administrators find themselves engaged in projects that require group participation and, as a consequence, serious team building activities. In part, this is a consequence of the growing complexity of public problems and, in part, it is a result of the fact that many public policy problems no longer fall solely within the purview of a single organizational unit, agency or department or of a particular geographically based government. Consequently, many efforts to solve contemporary public policy problems require the creation of teams of individuals drawn from different units, agencies, departments or governments. In other instances, representatives of civil society and the private sector must be included. This in turn requires that the education of future public administrators place increasingly heavy emphasis upon techniques and processes that promote effective collaboration among individuals who may have quite different priorities and, in some cases, even very different values. Important first steps have been taken at various institutions that have begun to initiate group projects as central elements in their courses. However, while this is a worthy start, much more remains to be done.

3. **Substantive policy expertise**: Despite the fact that career advancement in many civil services is often as dependent upon expertise in a specialized subject matter as it is upon generic administrative training or skills, public administration education and training has traditionally focused upon producing administrative generalists rather than policy or program specialists. At first glance, it would appear that the growing emphasis upon privatization, and the contracting out of governmental services, might lessen the demand for, and priority given to, training in an applied field such as engineering or economics. However, most governmental services will continue to be delivered directly by governmental personnel and, increasingly, in the future this will require individuals with ever higher levels of substantive policy expertise.

This reality, upon occasion, does get lost in many of the discussions about new techniques of privatized or third party service delivery. However, even in those instances in which services are being delivered through contractual arrangements with private sector entities, it is still necessary for the public administrators involved in oversight activities to have a thorough
understanding of the policy area or subject matter involved. Consequently, there will continue to be a very great need for public administrators to acquire a stronger understanding of the subject matters with which they must deal. This is especially so in light of the increasing complexity of public problems which confront them.

4. **Performance measurement skills**: The growing movement in government all across the world toward “results orientations”, contracting out of services, restructuring of agencies to reflect diverse populations and greater accountability and responsiveness to agency clientele, place many new demands upon public administrators. Among them is the ability to quickly and effectively assess whether the programs that they, or their contractors, are delivering are, in fact, meeting the needs of their clientele in the most effective possible manner. With increasing frequency, this is being done through the development of systems of performance measurement in which relevant, significant indicators of performance are used to assess the success of a program in terms of the effectiveness of the services delivered and their congruency with the needs of the clientele that they are designed to serve. The development of such indicators is often a complex and difficult task. While concern about such techniques has begun to find its way into some public administration courses, more emphasis on such matters will be required for the future.

5. **Program development and design capability**: Increasingly, in the face of more complex public problems, government administrators are finding that they need to respond with new, ever more complex, policy initiatives. This necessitates a high level of skill in program design and development. Such an ability requires, in turn, the capacity to effectively envision the broader contextual environment within which an activity will occur and to be able to think systematically about the intended and the unintended consequences of the implementing of the program or policy being designed and developed. Consequently, education and training programs in public administration need to focus more attention upon both the details of program and policy design and the techniques by which one can develop a better understanding of the broader political, social and economic environment within which one is working.

6. **Oral and written presentations skill**: As public problems become more complex, demands for accountability (and greater equity) grow and the challenges to the state become more intense, the ability of public managers to effectively communicate information assumes an increasingly high priority. This means that greater attention must be given to the written and oral communication skills of people being trained or educated for future positions in public management. In turn, this requires that increased emphasis be placed upon training our students in the effective preparation of documents and reports which successfully communicate the work and activities of public managers.

7. **Understanding non-profit and private sector management**: Governments are increasingly turning toward the non-profit and, more recently, the private sector for service delivery. Indeed, the role of these sectors has become significant enough that all public managers, whether they deal directly with the private or non-profit sectors management or not, need greater knowledge and understanding of the way in which they work. When combined with the fact that the most recent studies of the career paths of public managers have found that a
One of the most important responsibilities of the public administrator of the future will be to manage relationships among individual employees and to ensure that they have the necessary skills to meet the requirements of an increasingly complex public workplace. This is a significant change from an era in which, even though personal relationships were important, the principal role of public managers was to effectively administer processes and procedures. Today, organizations simultaneously are becoming less structured, increasingly complex and, in some cases, highly fluid in nature, while the tasks which they seek to accomplish are becoming ever more difficult. Consequently, there is a need for much higher levels of individual adaptability and flexibility in the contemporary public organization. This puts even more emphasis upon the management of relationships (which often may be in a continual state of flux) as a key activity of the future for public administrators. Taken together this requires that the managerial skills of public administrators be significantly enhanced in at least each of the following areas:

1. **Understanding of individual and organizational psychology**: Certainly, if the task of the contemporary public manager will be increasingly focused upon managing relationships among the people with whom he or she works, a very strong grounding in basic individual and group psychology and organizational behavior becomes even more important than at present. In addition, the reality of a constantly changing organization will inevitably create uncertainty and, very possibly, a sense of considerable instability for at least some of those involved. Consequently, we must all learn how to cope with the unexpected as a means of better preparing for a work environment that will become increasingly less routine and predictable.

2. **Ability to facilitate effective staff professional and personal development**: It is self-evident that the success of public managers depends heavily upon the abilities of those with whom they work. With the problems of the public sector becoming more difficult, and the amount and complexity of information increasing, it is ever more important that public managers work with colleagues who possess the highest levels of professional skill and the ability to understand and adapt to new situations. In a work place that will be increasingly characterized by rapidly changing job requirements this means that employee skills must constantly adapt to new demands and technologies. More often than one might anticipate, individual employees fail to see this or are reluctant to adapt to such situations.

This places an important priority upon the ability of public managers to encourage, and support effectively, the professional and personal skill development of the people with whom they work everyday. This in turn also requires a realization that the funding of staff training
is a wise long term investment and that it is necessary to provide high quality training opportunities for both current and future personnel. This will become increasingly critical in terms of maintaining and sustaining a supportive, encouraging and collaborative work environment.

3. **Capacity to build and nurture harmonious multi-ethnic, multi-cultural environments:** Increasingly, worldwide immigration and population movements are affecting even the most homogeneous and relatively isolated communities. Indeed, in many communities, and certainly in most countries, populations are becoming increasingly multi-ethnic and multicultural. All too often, this creates new tensions and in some cases outright conflict. Consequently, issues related to multi-culturalism and the understanding of the skills, techniques and abilities necessary to hold multi-ethnic work forces and societies together must become increasingly central to effective public administrators. These are issues that must be dealt with in terms of both enhancing the knowledge base of the future public manager and the strengthening of their interpersonal skills and abilities.

4. **Ability to understand and effectively interact with complex external environments:** The growing complexity of public policy, and the public sector itself, is occurring at a time of increased emphasis upon intergovernmental collaboration and greater interaction between the public and private sectors. Consequently, the manager of the future must have an especially strong understanding of how to establish effective relationships between one’s own organization and the many organizations, both within and outside of the government, with which it is increasingly necessary to interact in order to effectively deliver successful program activities. Moreover, the increasing emphasis on partnerships between the public, the non-profit and the private sectors in order to promote particular social goals and policies makes the ability to effectively interact with the broader community even more critical to the future success of public sector managers.

5. **Enhanced information processing and analytic capability:** In an increasingly complex environment, with a rapidly expanding universe of information and knowledge, the ability to be aware of new sources of information, effectively access them and to be able to link needed information to the solution of real world governmental problems and situations is an ever more critical skill for the effective public manager to possess. This means that future public managers must have an even stronger ability to understand the nature and relevance of complex data and analysis than their current counterparts. Indeed, sorting out relevant information from the peripheral certainly will be one of the great challenges of effective public management in the future.

6. **Ability to focus in an increasingly diffuse environment:** Not only are the problems facing public administrators becoming more complex, but the knowledge and technical skill necessary to address them is becoming ever more diffuse, complicated and even ambiguous. As a result, the number of elements, and potential alternatives, that must be considered in attempting to address a typical public problem, and the consequent amount and type of information which administrators must process in order to deal with it, is continually growing. Indeed, even before the emergence of the Internet and the World Wide Web, the amount of information available to public administrators in terms of any given issue or
situation was increasing by leaps and bounds. Now, with new electronic technologies, information, and, consequently, alternative options grow even more rapidly. In the face of ever mounting information, it has become exceedingly important that public administrators sharpen their ability to focus directly on the most critical elements of the task at hand and the precise information necessary to accomplish that task. Increasingly, this is going to be an ever more significant problem for the public administrator of the future.

III. LEADERSHIP SKILLS

Whether one wishes it to be so or not, the combination of globalization and growing technological capacity (and complexity) place increasing demands on the leaders of public organizations for more creative and effective leadership. The ability to enunciate an engaging and compelling vision for the future of the organization, to focus it upon long term opportunities and goals, and to inspire others are all among the most important abilities required of the next generation of governmental leaders. As is often the case, those leadership skills and competencies which are required by the most senior executives within an organization are ones that seem, at first glance, to be more like personal, psychological traits and, consequently, by their nature, the most ambiguous and difficult for which to train people. However, that is not necessarily the case. Through the use of case methods, individual and group simulation techniques, and other new and more effective approaches to even the most traditional teaching and training methods, it is possible in creative education and training institutions to educate people to cope more effectively with their leadership responsibilities. Among the key areas in which such efforts will need to be initiated or intensified in the near future are the following:

1. **Ability to adapt rapidly to change and complexity**: In the increasingly complicated, ever-changing future environment of government – especially at its upper levels – the ability to adapt rapidly in a world in which the right answer is becoming more difficult to determine is of critical importance. Issues such as economic development, global warming, cleaning up the environment and the like, which were generally not even considered the responsibility of government half a century ago, now are constant administrative concerns. It is clear these very complex problems require a level of adaptability, and the capacity to respond in new and creative ways, that was literally inconceivable only a decade or two ago. While adaptability and flexibility are certainly personal traits, they are also ones that can, to a significant degree, be taught and learned through creative education and training.

2. **Ethical awareness, sensitivity and commitment**: In part because the stakes of government are constantly growing bigger and becoming more important, and the complexity of the problems with which government deals escalating, the opportunities for compromises in ethical behavior – both intended and, sometimes, not intended – have increased significantly. This is especially the case with the growth in use of the private sector to deal with public problems and the increasingly frequent use of market-like, competitive mechanisms in the public sector.

Obviously, issues of ethics are important at every level of government. However, it is the top levels of any organization that sets the basic tone, or ethos, that influences its entire
institutional life. This makes it increasingly incumbent upon those who educate the leadership of public organizations to be more sensitive to the issues and techniques of how to set an ethical tone, not only in terms of individual behavior, but also in terms of the activities and life of organizations as a whole. Clearly, this is an area of concern to which many public administrators have already begun to respond, but it is important that this response be sustained and intensified.

3. **Enhanced self-management capability**: In a world overflowing with information, and complex problems that continue to need to be solved, the ability to effectively manage one’s own self and ones time (and, in so doing, to keep focused on the principal goals of the organization) becomes ever more important. It is critical that the government leader of the future provide, through his or her ability to remain constantly focused upon the organization’s principal goals, the sense of strategically targeted engagement that is increasingly necessary for success in all sectors of society. This has produced a growing need to move rapidly to effectively address issues of self-discipline as part of the education and training process in public administration.

4. **Entrepreneurialism and risk-taking ability**: In an environment in which organizational and institutional structures are becoming increasingly fragile, and which is filled with ever more ambiguous tasks, many of the managerial guidelines and approaches of the past have grown less relevant to the solution of today’s problems. Consequently, the ability of an individual leader to recognize the need to take calculated risks in a rational and considered way is crucial to the future success of most organizations. Likewise, the ability to recognize new opportunities and seize them – to engage in effective entrepreneurial behavior – has become equally critical.

5. **Ability to see situations as others see them**: Given the complexity and increasing interactivity of the environment in which public administrators now must work, it becomes critically important to see and understand the situation of ones own organization from the perspective of others and especially those outside of it. This must include both one’s allies and, even more importantly, one’s actual and possible opponents in any bureaucratic or organizational situation. This means that the future leaders of public organizations must be people who are able to assess the subtleties and complexities of their organization and its environment and the people within and around it. Of particular importance, they must be able to understand and assess situations in the same manner as do those who may be or may become their adversaries.

6. **Democratic institution-building capacity**: Issues of democratic institution building and the development of effective public administration and good public management go back to the very origins of the discipline of public administration. However, as the discipline developed and became more specialized, these matters became less a part of its central core. Briefly, during the 60’s and early 70’s, the “new public administration” produced a revival of interest in such matters as democracy, citizen participation and issues of equity. These concerns however again drifted to the sidelines as the “new public management” overwhelmed the field with concerns about privatization, customer orientation and the like.
The irony of this is that this drift away from a central focus upon the relationship between effective public administration and the building of democratic institutions was occurring at a time in which the world was witnessing increased democratization (and decentralization to facilitate and enhance that democratization). Clearly this situation requires attention and it is imperative that training in public management place increased emphasis on the role of the contemporary public manager as the advocate for, and the builder of, more democratic, equitable and just societies. This attention needs to be focused on the role and responsibilities of public managers in this regard at both the national and the subnational level and, increasingly, at the supranational level.

IV. CONCLUSION

In almost every profession, new circumstances require the development of new, or the redefinition of existing, skills. Like those in virtually all fields of human endeavor, public managers must be prepared to adapt and change in response to the changing tasks and problems with which they must deal and the changing world in which their work. This in turn requires that those who undertake the responsibility of providing training and education for public managers adapt their programs to reflect the new demands and realities facing those who are and will be guiding the public sector now and in the future. This does not mean rejecting that which has been important in the past, but rather adding to or redefining past practice in such a way as to accommodate new needs and developments. In truth, that process is always a continuing one. The advent of the new millennium provides public managers, as well as those who train them, with a useful opportunity to focus a bit more self-consciously upon the need to do this.