Strengthening Public Service Leadership Development: Perspectives from the Developing World

by

Gordon M. Draper
Director of International Development, CAPAM and Former Senator and Minister Responsible for Public Administration, Trinidad and Tobago
EXECUTIVE SUMMARY

The issue of leadership is one of the most significant items on the agendas of private and public sector organisations in both the developed and developing worlds. This is driven in large measure by the challenges being faced by organisations in all sectors in environments that are constantly changing. Some of the environmental forces impacting on organisations and creating challenges for leadership are:

- The pace of technological change - particularly information and communication technology.
- Globalisation
- Rising expectations of citizens and consumers with respect to quality service, and demands for inclusion in decision-making.
- Increasing diversity in our societies, and growing acceptance of the need for organisations to be more inclusive in their approaches to people.
- The demands for more performance focused organisations.
- The need for managing networked organisations given the recognition of the importance of alliances and partnerships.
- The need to lead significant transformation in organizations.
- Economic/Fiscal pressures

Public service leaders in the Commonwealth are therefore facing new and ever changing challenges. It is important to note the context in which leaders will have to lead future public services. A CAPAM survey of public service challenges over the next five years identified the following: (Draper: 2002)

- The need for public services to achieve better integrated citizen focused service delivery.
- The need for better horizontal management in public services. This improved working across ministries and departments is important both for service delivery and policy formulation.
- The need to develop leadership competencies.
- Improved strategic visioning and planning
- Harnessing of information technology
• Learning to manage in the knowledge age
• Creating learning organizations in public services
• Managing in the age of globalization
• Improving the Political/Administrative interface
• Improved performance management and measurement
• Increased focus on ethics and values
• Managing large scale change

CAPAM’s survey results suggest the following priorities for senior public service management development for the developing Commonwealth: (Draper: 2002)

- Strategic visioning planning and management
- Leadership skills (to include political directorate)
- Managing change
- Strategic Human Resource Planning
- Performance management
- Political/Administrative interface
- Values and ethics
- Financial management
- Managing horizontally
- E-government
- Measuring public service performance
- Policy Analysis

Many commonwealth countries are now working towards the development of a leadership development model or framework which includes the following:-

• Strategic focus
• An integrated Human Resource Management Framework
• The adoption of Leadership Development Good practice
• A focal point for leadership development
• Curriculum design and delivery
• Involvement of leadership
• Policy and research integration
• Leadership development for ministers
• Evaluation of Quality Audits

The paper therefore recommends that interventions to facilitate senior executive development in services in developing countries should focus on the following:-
• Strategic visioning and planning
• Integrated management and human resource management
• Competencies based human resource management
• Facilitating the learning needs of ministers and politicians
• Strengthening training institutions
• Training needs analysis
• Developing a public service organisation
• Utilisation of a mix of development approaches
• Values based leadership development

INTRODUCTION

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• The demands for more performance focused organisations.

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Public Services face all of these challenges. In addition, one of the major strategic issues facing Commonwealth countries is the need for poverty alleviation. The poverty alleviation issue challenges both the policy work and the service delivery activity of public services. The growing need for more comprehensive approaches to development away from the more one dimensional economic emphasis also presents new challenges for public service leadership.
The Commonwealth Secretariat and the Commonwealth Association for Public Administration and Management (CAPAM), in recognising the critical importance of leadership for public management and reform convened a Technical Group in 2001 to consider issues relating to leadership in Commonwealth public services. This group reviewed good practices in leadership development, and proposed some approaches for Commonwealth countries. These approaches were subsequently tested in countries in Africa, the Caribbean and the South Pacific. The suggested approaches have generally been endorsed by these countries. This paper will explore the issues addressed by the technical group and discuss the general directions that were recommended.

CAPAM has also recently completed a survey to identify some of the most significant challenges that public services will face over the next five years. Leadership development has been identified as one of the most critical challenges. (Draper: 2002)

The most systematic learning from the work in Commonwealth countries on leadership and leadership development is the need for a systems approach. This approach encompasses the following elements:

- **The importance of a strategic approach.** This underscores the importance of strategic visioning, and a clear identification of national strategic directions.

- **The importance of leadership commitment to leadership development.** This leadership must include political and public service leadership as well as trade union leadership. Leaders must demonstrate in a tangible way that they are fully committed to programmes of leadership development.

- **The need to identify leadership competencies, and develop programmes to facilitate the development of these competencies.**

- **Leadership development activity must include providing for the learning and development needs of politicians.**

- **There must be an integrated Human Resource Management and Human resource Development policy and system.** Policies and systems relating to recruitment, training, compensation, competency models, performance measurement, career development and succession planning must all be developed and clearly integrated.

- **A supply system must be established to provide the range of learning activities required by the learning and development plans.** This supply system could be a public service training facility or a group of external agencies. There is the need however to ensure that there is effective coordination and oversight of work done. The institutional infrastructure must ensure that facilitators are appropriately trained in adult learning methodologies.
• There is need to create a learning environment or culture within public services. Some public services are now adopting the learning organization concept to guide their development.

LEADERSHIP: CONCEPTUAL ISSUES

Organisations in all sectors of society have been focusing on the requirements and attributes of the organisations themselves, and the leaders who must lead these new organisations. The dialogue about new leadership and organisations now focus on the following:

• The importance of organisation transformation. This points to the importance of visioning a preferred future and creating the organisational environment to achieve it. This speaks as well to the importance of ability and willingness to be innovative, and to the need to develop shared visions, values and beliefs.

• The importance of learning. The concept of the learning organisation has become much more centre stage in recent time, with both public and private sector organisations embracing the power, urgency and relevance of this paradigm.

• The importance of collaboration. Increasingly organisations need to develop partnerships and alliances, which require the breakdown of traditional organisation boundaries. Within organisations there is also the requirement for increased collaboration and sharing. Traditional ministry boundaries within public services must be transcended to facilitate improved service delivery and access by the public. The concepts of “joined-up government” or “boundarylessness” have therefore emerged as critical features for transformed public services.

• The importance of accountability. There has been a trend towards making managers manage and holding them accountable. In the public sector there has been an increase in performance based contracts for senior managers. This is demanding a different mindset or mental model from managers.

• The importance of responsiveness. The demands for improved service delivery are also very evident, and points to the need for speedy response, as well as system and process transformation to ensure the delivery of quality service.

One of the challenges of change is the determination of what we take from the past into the future. This issue of continuity and change is ever more compelling now given the pace of change. There is a view – using rafting terminology – that we are in a state of
permanent white water. This suggests that organisations must do more than adapt to changes already in progress. There is the requirement to be fast, agile, intuitive and innovative. Organisations and their leaders must be alert to early stages of discontinuity, threat or opportunity.

This is the context for new leadership in society, whether in the private or public sector. One conceptualisation of leadership in the public service is articulated as:-

“A leader is the person who guides the efforts of a group toward a result beyond its current reach. Leaders are not necessarily managers – they can come from anywhere in the organisation. And no leader leads all the time. They know how to follow the lead of others and rely on the strength of others. Human qualities – not position or title-make a leader.”(Bourgon: 1998)

Effective leaders therefore need to do and demonstrate the following:

- **SENSITIVITY TO THE ENVIRONMENT.** Leaders must be aware of both their internal and external environments. Leaders must also be clear about the implications of environmental changes for the future of the organisation.

- **A WILLINGNESS TO CHALLENGE PREVAILING ORGANISATIONAL WISDOM.** Leaders must be prepared to question prevailing assumptions, and to create the organisation space to facilitate dialogue about norms and the status quo.

- **FOCUS ON THE FUTURE.** Leaders must develop and articulate a vision of the future. In the creation and communication of the vision, it is also an appeal to the better self – a sense of what we can truly become.

- **SERVANT LEADERSHIP.** Leaders must create the environment that allows people to explore new possibilities, and to develop their potential. They must value and support people. This must include recognising, rewarding and celebrating accomplishments of others.

- **BUILD COALITIONS AND COLLABORATIVE RELATIONSHIPS:** Leaders need to foster the involvement of people who have the resources, the knowledge and the political clout to make things happen.

- **TURN VISION INTO ACTION.** Leaders must ensure an alignment of performance with vision. Leaders must demonstrate a performance orientation.

- **EMBRACE OF DIVERSITY:** Leaders must demonstrate styles which are inclusive and which utilise the skills, knowledge and ideas of all. They must be able to integrate different cultures, styles, sectors and disciplines.
LEARNING: Leaders must be learners. They must be receptive to information from outside the current framework, and to be open to feedback.

TEAMBUILDING: Leaders must build support teams, being willing to select best available talent and support the work of the team.

FOSTER TRANSFORMATIONS: Transformation and change have become major leadership themes given the turbulence of our environment. Leaders must be willing to experiment and take risks to foster an environment within which others embrace new ways of doing things. Leaders must also demonstrate the emotional strength to manage anxiety caused by change.

THE CONTEXT OF LEADERSHIP IN COMMONWEALTH PUBLIC SERVICES

The issue of leadership is central to the concerns of public service reformers across the Commonwealth. President Thabo Mbeki, in launching the Presidential Strategic Leadership development Programme for the Public Service of South Africa in July 2000 envisaged a professional and holistic approach to leadership in the following way:

- This entails the training of a new leadership which is equipped with functional competence within a particular area of work and at the same time is also able to understand the bigger picture, a leadership which can combine service delivery with strategic vision.

- This leadership must be schooled in the kind of skills that are necessary to encourage the conditions for our developing country to expand and modernise our economy, ensuring that we raise the standards of living of all our people.

- We require a leadership which fully and truly understands its responsibility to society at large and which embraces a value system underpinning its actions that will contribute to the accelerated transformation of our country so that indeed we build the caring society which we have spoken so much about.

- For this caring society to emerge and be sustained, above all it falls upon our public service leadership in partnership with civil society to create a sense of community that must be cemented by the reality of people working together as a nation for a better life.

- Leaders in the public service will therefore have to be more imaginative in their thinking and more creative in their practice, remaining conscious at all times of the demands placed on them by the public, by business and civil society and as the implementers of decisions of their political principals in government.

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These are the issues that public service managers must address and the kind of organizations they are now expected to lead.

A recent publication of Public Service reform in Malaysia, also underscores the importance of leadership in past reform efforts and for the future. This review of the Malaysia Public Service notes: (Rais: 1999)

“The New Malaysian Society will have to be lead by leaders bonded by the ideal of a smart partnership between government, business and non-government sectors. Such a partnership must be able to accommodate the myriad linkages between the government, private and social sectors in what will inherently be a borderless world. The impact and demands of such interactive networks upon the new public service leadership will be immense…..”

James K. Kalebo, Director of the Uganda Management Institute in reflecting on the importance of leadership in Uganda notes: (Kalebo: 2000)
“The issue of leadership is critical to peace, progress and prosperity of Uganda. Therefore the calibre of leadership at various levels of government, church, corporations and civil societies will determine the future of our country. It is not only skills, competencies, knowledge and attitude of leaders that matter. Perhaps more importantly the mindset, values and leadership styles have the greatest influence on the societies, communities and organisations they lead.

Kalebo concludes that leadership training is of critical importance.

The case for effective public service leadership is articulated as strongly with respect to Singapore. A recent paper presented by Mr. Edie Teo, Permanent Secretary, Prime Ministers’ Office (Singapore) states. Teo: 2000)

“In the last 35 years since Independence, the Civil Service has partnered the Singapore political leadership to develop Singapore through efficient implementation of rational policies. But globalisation and technology have meant that this is no longer sufficient and the Civil Service has no choice but to anticipate and adapt to new challenges and find new ways for government to administer and manage. The expectations that we have of our public service leaders can be broadly grouped into the three categories of excellence, innovation and openness.”

A Caribbean task force that has been developing an approach to senior management development for the region’s public services has identified the problems and context of the public service environment in the following way: (CARICAD: 2002a)

- Insufficient strategic thinking and visioning
- Inappropriate leadership skills and styles
- Inappropriate knowledge management
- Low propensity of managers to re-tool
- Public dissatisfaction with the quality of public services
- Inadequate management development and succession planning

Public Services have also identified the challenge of globalisation as a critical contextual issue impacting on public service management. Public Service managers will be faced with new trading and business environments the need to develop and implement new rules and regulations and the emergence of new national alliances and agreements. African states have formed the New Partnership for African development (NEPAD), to provide a vehicle for cooperation in part to deal with the challenges of globalisation and the new emerging world order. Cyprus and Malta, for instance are working to gain
membership in the European Union, this brings with it requirements for new systems and regulations. The Caribbean countries will see the emergence of a single market and economy and in 2005 the formation of the Free Trade Area of the Americas. Globalisation will create challenges with respect to diversity management, understanding cultures and managing new interfaces.

**TRAINING NEEDS ASSESSMENT**

A training needs assessment of the Public Service of Barbados, conducted by the Commonwealth Secretariat identified weaknesses which included the following: (Commonwealth Secretariat: 2000)

- Too many bosses not people-friendly – do not listen/are not aware of staff’s emotional needs.
- Traditional approach – force and coercion.
- Lack of shared goals.
- Middle management not empowered
- Lack of meaningful feedback

These all relate to leadership issues.

This Commonwealth Secretariat survey of Barbados public servants identified the following as important categories of competencies for top management.

- Strategic Planning and Management
- Leadership
- Interpersonal and Communication skills
- Managing People
- Management of Financial and other Resources
- Personal Effectiveness
- Expertise and Professional competence

Of these the three rated as highest priority were:

- Interpersonal and communication skills
- Leadership
- Management of people

Interpersonal and communication skills, and management of people, are also critical leadership competencies.
Within the leadership competency profile the following were identified as high priority for the Barbados Public Service:

- Self-confidence
- Mobilizing commitment
- Performance Orientation
- Change Management
- Leadership style
- Teambuilding

A similar survey conducted in Grenada, St. Kitts and St. Vincent and the Grenadines revealed identical results. (Commonwealth Secretariat: 2000a)

Subsequent to this work by the Commonwealth Secretariat, there have been other needs assessments done for the region’s senior public service. These assessments have been done by the Caribbean Centre for Development Administration (CARICAD), and a Caribbean Ministerial Sub-Committee. A high level consultation of public managers in a consultation in Trinidad and Tobago in March 2002 identified the following critical skill gaps for senior public service managers in the region (CARICAD: 2002)

- Strategic Visioning Planning and Management
- Leadership
- Interpersonal and Communication Skills
- Managing people
- Management of Financial and other resources
- Personal Effectiveness
- Negotiating skills
- Performance management
- E-government
- Change management
- Service Delivery
- Marketing
- Procurement management
- Diversity management
- Knowledge management
- Policy research and analysis
- Project management
- Human resource management

This list is somewhat extensive, but it reflects the absence of planned management development in public services in the region. CAPAM’s experiences suggest that this deficiency is not a Caribbean phenomena, but one that characterises the developing Commonwealth.
CAPAM has completed a survey of Commonwealth public services, that among other things identified training needs of senior public service managers. The survey included responses from CAPAM’s institutional members, and also included data from reform documents, reports and White Papers from Commonwealth countries. CAPAM has over the past four years held workshops for senior public service managers in thirteen Commonwealth countries, and four pan-Commonwealth workshops. Through these activities CAPAM has interfaced with approximately nine hundred senior public officials. In each of these workshops training needs were identified. CAPAM’s survey results suggest the following priorities for senior public service management development for the developing Commonwealth: (Draper: 2002)

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GOOD PRACTICE FROM THE PUBLIC SERVICES

The Commonwealth Technical group reviewed good practice in leadership development in Commonwealth countries. This section of the paper outlines the groups findings in this regard. The discussion here includes Good Practice in Canada and the United Kingdom as well as the experience of the developing countries. All of these experiences are discussed to provide a possible guide and approach for incorporation in the development work in other countries.

FOCAL POINT FOR LEADERSHIP DEVELOPMENT

Many public services have now moved to establish their own centres of excellence for public service leadership development. These centres serve as a focal point for the design and delivery of a range of learning experiences for senior managers. There is the recognition that while each individual has personal responsibility for career planning and development, corporate management must facilitate shared learning and the building of supportive partnerships, networks and strategic alliances.

In Canada, the Canadian Centre for Management Development (CCMD) is dedicated to excellence in public sector management, and has a mandate to support present and future public service managers through learning programmes, strategic research and other leadership development activities. CCMD has developed its
approaches to facilitate response to the current needs of public sector managers to become leaders capable of guiding a diverse workforce and achieving unprecedented outcomes.

**In Singapore the Civil Service College is the training institution for public officers.** It comprises three units:

- **The Institute of Public Administration and Management (IPAM)**, which facilitates the development of skills at a work and personal level. The institute also offers programmes that re-enforce the core values of the Singapore public service as well as providing life skills and change skills.

- **The Institute of Policy Development (IPD)** which focuses on leadership development, and aims to develop and nurture public sector leaders with the values, attitudes and traditions to ensure national success. It is interesting that while its programmes are meant basically for public officers they are open to people from the private sector as well. This is important in developing relationships and understanding across the sectors.

- **The Civil Service Consulting Group** offers advice on training and development issues.

**In Malaysia the National Institute of Public Administration (INTAN) is the focal point for leadership skills and development.** INTAN takes a holistic view of leadership. Leadership training therefore covers not only training for top management, but also involves the provision of leadership skills to the various levels of staff. This is achieved through the following eight centres of the institute:

- Centre for Technology Management
- Advanced Leadership and Executive Development Centre (ALDEC)
- Training, Communication and Multi-media Development Programme
- Economic Development and Policy Management Programme
- Financial Management Programme
- Quality Management Programme
- Professional Development Centre
- Central Regional Campus (language Centre)

Each Centre has its area of specialisation. ALDEC focuses on training for senior and top management. Officers who attend these programmes would tend to have at least 14 years public service experience.

**In the United Kingdom the Centre for Management and Policy Studies (CMPS) was established in June 1999 as an integral part of the Modernising Government agenda and is situated at the heart of government, within the Cabinet Office.** CMPS works with partners from the Civil Service, the wider public sector, private sector and academia to ensure that the Civil Service is cultivating the right skills, culture and approaches to
perform its task; to ensure that policy makers across government have access to the best research, evidence and international experience; and to help government to learn better from existing policies.

CMPS provides support to Government through:

- **The Policy Studies Directorate**, which leads on the policy-making strand of the Modernising Government agenda. It supports evidence-based policy making through co-ordination of knowledge management initiatives, the development of Knowledge Pools and through a Resource Centre. It promotes and encourages excellence in policy evaluation and identifies and promotes best practice in policy making through research and electronic dissemination of best practice information. It also advises overseas governments and individuals on UK public sector reform and arranges visits;

- **The Civil Service College Directorate**, which delivers a range of courses on modernisation, managing change and formal skills training. The College Directorate is a training and development resource for the CMPS, for departments and for civil servants, particularly those at, or aspiring to, relatively senior positions. It provides management training, specialist training in key professional and policy-making areas and related consultancy and research in the wider public sector, the private sector and international governments. It also works internationally in partnership with emerging democracies and democracies in transition as they seek sustainable capacity to reconstruct and modernise their public administration and focus governance on poverty;

- **The Corporate Development and Training Directorate**, which offers a range of programmes and seminars to support Ministerial and Senior Civil Service (SCS) corporate and professional development. The Directorate is also responsible for a programme of peer reviews to support departments in the implementation of the modernisation agenda; and

- **The Business Resources Directorate**, which supplies support services to the other Directorates, including the development of CMPS’s planning, finance, personnel, IT and property functions, and its marketing strategy.

**Corporate Development and Training Directorate**
The Corporate Development and Training Directorate (CDT) was created through the bringing together of the existing executive development activities of the Cabinet Office and the Civil Service College and the establishment of new activities flowing from the Modernising Government and Civil Service Reform agendas. It is through CDT that CMPS delivers its senior level leadership development.
**Corporate Programmes**
CDT provides a collection of programmes for leaders and future leaders of the Civil Service and wider public sector. It is anticipated that members of the SCS will participate in at least one programme every 5 to 6 years.

**MIX OF LEADERSHIP DEVELOPMENT INITIATIVES**
A review of good practice across public services point to the use of well coordinated and integrated activities focused on leadership development. The mix usually includes the following:

- **Developmental Assignments.** These assignments become important points for action, reflection and learning. The assignments facilitate exposure to a variety of jobs to maximise experiences and expertise. Through these assignments officers are exposed to operational departments, frontline customer service situations and community organisations. In Malaysia for instance efforts are also made to provide opportunity for exposure to private sector operations.

- **Formal Coaching.** In some public services formal, trained coaches from the public service, work with officers to help them in their performance and relationships.

- **Formal Mentoring.** Mentors help officers to gain insight through personal development and professional support. In some cases a core of retired public servants has been used as mentors.

- **Action Learning Groups.** These are small learning communities who meet regularly, at times with a facilitator for collaborative inquiry and reflection, it is designed to help maximise learning, and focus on work-related challenges.

- **Learning Communities.** These are larger gatherings than the Action learning groups that also meet to facilitate sharing of experiences and reflection.

- **e-learning.** The use of Information Technology is also a central feature of many leadership development initiatives. It can be used to provide resources, on-line training, self-assessment instruments and facility for sharing experiences.

- **Classroom training.** The use of focused classroom activity utilising Action Learning and experiential processes continues to be a central feature of leadership development work.

- **Post-graduate training.** Many public services also sponsor officers to attend university based post-graduate programmes.

- **Special Seminars and Conferences.** Many public services also sponsor executive roundtables and conferences led by subject experts and leading thinkers.
This facilitates discussion on current topical issues. These events are also important for networking, particularly when persons from outside the public service are involved.

- **Departmental Peer Reviews:** Much learning from leadership could take place through peer reviews and feedback. Teams for peer review could be drawn from the public service, as well as the private and voluntary sectors.

- **Policy Research.** Policy research could form a vital input to leadership development curriculum. The UK’s policy Studies Directorate provides critical policy input, as does the Scenario Planning Office in Singapore, which helps organisations anticipate changes in their environment. Vision and Strategic Thinking are essential elements for effective leadership. Future oriented research therefore is a vital ingredient for leadership development initiatives.

- **Succession Planning.** Public services are also ensuring that effective succession planning systems are in place.

**COMPETENCY BASED LEADERSHIP DEVELOPMENT**

Many public services are now utilising competency based human resource management approaches. One use of this framework is the development of competency profiles for senior executives and leaders and the use of these competencies for training and development. “Competencies” are the knowledge, skills, abilities and behaviours that an employee applies to the work situation for achieving results that are relevant to the organisation’s strategic objectives.

Barbados, for instance has identified seven competency clusters for their top management.

The leadership element of the competency framework includes the following competencies:

- **Self-Confidence:** positions self as leader, models desired behaviour.
- **Mobilises Commitment:** ensures people support vision, mission and goals.
- **Integrity:** ability to act firmly, honestly and ‘walks the talk’.
- **Accountability:** accepts responsibility for the actions of the team.
- **Performance Orientation:** possesses performance oriented leadership.
- **Change Management:** initiates and manages change in pursuit of strategic objectives.
- **Leadership style:** is visible, approachable and earns respect.
- **Team Building:** builds and supports a high performing team.
- **Risk-Management:** Acts decisively having assessed the risks.

Australia has also developed a Senior Executive leadership Capability Framework. The framework was developed to establish a shared understanding of the critical success factors for performance in public service leadership roles. The following applications for the framework have been identified:

- Selection
- Leadership development
- Performance Management
- Short and Long-term Planning for the Senior Executive Service
- Broader Organisation Development Initiatives

The elements of the framework are:

- **Achieve results:**
  - builds organisational capability and responsiveness
  - marshals professional expertise
  - steers and implements change and deals with uncertainty.
  - ensures closure and delivers on intended results.

- **Shapes strategic thinking:**
  - inspires a sense of purpose and direction
  - focuses strategically
  - harnesses information and opportunities
  - shows judgement, intelligence and commonsense

- **Cultivates productive working relationships**
  - nurtures internal and external relationships.
  - facilitates cooperation and partnerships
  - values individual differences and diversity
  - guides, mentors and develops people.

- **Communicates with influence**
  - communicates clearly
  - listens, understands and adapts to audience
  - negotiates persuasively
- Exemplifies personal drive and integrity
  - demonstrates public drive and integrity
  - engages with risks and shows personal courage
  - commits to action
  - displays resilience
  - demonstrates self-awareness and a commitment to personal development

The Canadian leadership competencies for Assistant Deputy Ministers and Senior Executives include the following:

- Intellectual Competencies
  - cognitive capacity
  - creativity

- Future Building Competency
  - visioning

- Management Competencies
  - action management
  - organisational awareness
  - teamwork
  - partnering

- Relationship Competencies
  - interpersonal relations
  - communications

- Personal Competencies
  - stamina/stress resistance
  - ethics and value
  - personality
  - behavioural flexibility
  - self-confidence

IDENTIFYING THE RIGHT PEOPLE

To ensure a steady supply of good and effective leaders in the public services, there is a need to attract and retain a fair share of national talent. In Singapore, one aspect of their strategy is to pay highly competitive salaries, particularly to officers with the potential to hold leadership positions. Top civil servants are paid salaries that are
comparable to the higher end in the private sector. Talent attraction is the first step, talent management and development are also vital issues.

Public Services are working at a range of initiatives intended to enhance ability to identify potential and provide them with the skills and experience. Some of these approaches include:

- Using 360-degree assessments as one element of new performance measurement and management framework.
- Acknowledging the need for fast track streams for the more talented.
- Departments revisiting their internal development programmes to ensure better focus on developing leadership capability.
- Ensuring the development and implementation of individual learning plans which are linked to competency frameworks.
- Increasing the level of interchange between the Public Service and other sectors in the economy.
- Revamping recruitment and marketing of the public service.
- The leadership development programmes in the public service centres target senior executives with well defined experiences and competencies. This focus is a critical plank in the leadership development process.

DEVELOPING TRAINING INTERVENTIONS: SOME EXAMPLES

The Public Service leadership development focal points have developed a range of training programmes. In Canada for instance these include:

- **Classroom-based courses that include:**
  - **Coaching for Breakthrough and Commitment:** Coaching is a distinct way of communicating, relating and acting based on the commitments of human beings to accomplish more than has previously been accomplished. It is about breakthroughs – about producing unprecedented results in organisations and work in any field. Coaching is about working with people to show them new possibilities and assist them in taking actions previously not obvious to them. Coaching is the capability to alter or shift the structures of interpretation, the context, the ground of being within which people normally operate. Investigations have shown this to be the case in all coaching situations regardless of the content – business, sports, performing arts and so forth. In this sense, introducing coaching competencies into an organisation is a very powerful...
strategy for modifying or creating a culture which is more adaptable to change and open to possibilities

- **Living Leadership: Executive Excellence.** This programme is a group experience taking place over a 12 to 18 month period. It combines three four-day courses on leadership, citizen-centred service and advanced policy studies.

- **EX Orientation:** (EX refers to the senior level within the Canadian public service) It involves three days of exchange with colleagues, reflecting on the role as leader in a changing environment, dealing with new strategic and corporate directions, managing the political/administrative interface, and exploring public service values.

- **Leading Policy:** Combining site visit of one-day with classroom learning to engage with a ‘live’ policy issue concluding by making a presentation to policy leaders.

- **Leading transitions.** This is a course specifically focused on those managing large scale change. Experts involved in the running of this course are drawn from the Centre for Creative Leadership in Greensboro North Carolina.

- **Leadership: Reflection and Action.** This programme aims to convey that “Leadership is an influence process and processes are observable and learnable;” it asserts that true ethical leadership cannot exist without significant reflection on the reality around us. “For leaders, as there are no magic recipes out there, reflection must become second nature, the ultimate leadership tool.” Lastly, there is action with which the leader demonstrates his or her beliefs and commitments to those beliefs.

- **Government-on-Line/Information Technology Awareness: The Challenge of Delivering Services in the Digital Economy.** This course is designed to provide an understanding of the opportunities, challenges and issues related to delivering services in an information technology/information management enabled environment. It also reviews the opportunities and challenges related to delivering services digitally including partnerships, integrating across jurisdictions, human resources and sourcing and financing options.

  - **On-Line leadership courses that include**

    - **The Mark of a leader:** Covers facing the Leadership Challenge; Finding time to Lead; What Employees Expect from Leaders; Leadership Styles.

    - ** Communicating a Shared Vision.** Includes the Importance of Vision; Giving Meaning to Work; Building Trust through Integrity; Acting on Goals.

    - ** The Enabling Leader:** includes empowering others to perform; Enlisting the help you Need; Fostering Collaboration and Developing Critical Thinkers.
- **Communicating as a Leader:** includes Communicating Clearly; The Questioning Leader; Resolving Conflicts; Maintaining Standards.

- **Coaching for Performance:** in this course a students learns when it is appropriate to mentor, train, counsel or discipline an employee and includes guidelines and tips on how to perform each of these tasks in the most effective manner possible. It includes The Leader as a Coach, The Leader as the Motivator, The Leader as a Trainer and The Leader as a Counsellor.

- **Leading through Change:** This lesson includes Challenging the Process, Attitudes and Change, Building a Strong Foundation and Implementing Change.

- **The Leader as a Model:** this course covers Developing your Team, Working with Diversity, Building Strong Working Relationships and Leadership in the 21st Century

**The Singapore Civil Service College** includes a senior officer Milestone Programme. There are three Milestone programmes outlined as follows:

**Milestone 1:**

- Personal Mastery
- Singapore Social, Political and Economic Environment

**Milestone 2**

- Personal Power and influence
- Building a Culture of Quality Service -1
- Systems Thinking

**Milestone 3**

- Building a Shared Vision
- Building a Culture of Quality Service – 2
- Becoming a Change Champion

This programme also includes the following features:

- The 360-degree Leadership and Management Development Profile developed by the Civil Service College, utilising competencies that a Senior Officer should possess. The profile provides insights on the officers' performance and indicates critical areas for development, gathered from the officers' self-assessment, and the assessment of the supervisors, peers, and subordinates
Comparative Service Quality. Study trips to leading public and private sector organisation for sharing of knowledge and technologies on service quality.

In Malaysia INTAN provides officers with training to equip them with the necessary knowledge and skills required to move up the service. In addition, ALDEC organises a range of short courses covering various aspects of leadership. These include modules on:

- Creativity
- Managing Change
- Crisis Management
- Strategic Management
- Ethics and Values
- Learning Organisation
- Islamic Management

In the UK leadership development training includes the following:

- **Milestone Programmes**, which offer members of the Senior Civil Service grounding in the issues they face as senior managers in their Civil Service career:
  
  - Engaging with Government (all external entrants)
  - Introduction to Corporate Leadership (entrants to the SCS at Deputy Director level)
  - The Cabinet Secretary’s Programme (experienced Deputy Directors)

- **Interchange Programmes**, which offer the opportunity to share and develop approaches to leadership, and are aimed at senior managers across the Civil Service, wider public sector and the private sector:
  
  - Developing Top Management (Deputy Directors & private sector peers)
    A Case Study Programme (Deputy Directors & wider public sector peers) [forthcoming]
  - Top Management Programme (Directors & private sector peers)
  - Leaders in the Public Sector (Directors & wider public sector peers)
  - Winter Forum (Directors-General & private sector peers)
    Chevening Forum (Permanent Secretaries & private sector peers)

- **Specialised Programmes**, get below the surface of complex issues such as,
  
  - Insight Europe (Deputy Directors & peers from across Europe)
  - Leaders@e-Government (Directors-General)
- **Ministerial and Joint Ministerial and Senior Civil Servant Programmes**

These programmes are designed to support new and more experienced Ministers in their leadership role. The UK is perhaps the first country to provide a systematic programme of development for Ministers, and also one of the few to train Ministers and senior civil servants together. *(Similar programmes have also been done in a more sporadic way in a number of Caribbean countries.)* The key aim is to support Ministers operating as part of the government team; managing the strategic policy and communication aspects of the job; and working through Parliament.

The programmes are offered in either one-off lunchtime seminars, or in a series of seminars, which last between one and three hours each. The Joint Policy Seminars, which bring Ministers and officials together to learn along side each other in policy development, focus on practical solutions in an environment in which Ministers, civil servants and others from Whitehall share experiences and discuss key issues in the development of policy. This sharp focus on specific issues of immediate practical concern, such as risk management, communicating policy and joined up delivery fully supports the modernising agenda.

In its first year the Ministerial Programme achieved wide coverage in terms of both subjects covered and departments and organisations involved. Ministerial only events have covered:

- Transposing EC Directives in UK Law
- European Union
- Corporate Governance and IT Projects
- Human Rights Act
- Bill Team Training (for Ministers and officials and for ministers alone)
- NHS Direct
- Working with the regions
- E-commerce and Service Delivery
- Policy on Asylum Seekers
- Key Issues for Government

Joint policy seminars have covered

- Risk, Policy development and Service delivery-covering risk and IT projects and communication
- Joined up solutions to policy development-covering leadership for cross cutting policies and services, e-government as a tool for joining up and achieving cross cutting policies; and
- Communication policies

A training needs analysis completed for the **Turks and Caicos Islands** in 1995 outlined the following approach for a Senior Management Development Programme (Turks and Caicos: 1995)
PURPOSE: to develop and enhance the skills of senior managers to deliver quality services and meet Departmental objectives.

FOR: Permanent Secretaries, HODs, their Deputies and any other officer who is considered to be part of a Departmental senior management team.

COMPETENCIES expected at this level:

- Initiate and implement change and improvement in services and systems.
- Monitor, maintain and improve service delivery.
- Monitor & control the use of resources.
- Secure effective resource allocation for activities and projects.
- Seek, evaluate and organise information for action through selection and management of appropriate information systems.
- Exchange information to solve problems and make decisions.
- Develop teams, individuals and self to enhance performance.
- Plan, allocate and evaluate work carried out by teams, individuals and self.
- Create, maintain and enhance effective working relationships.

PROGRAMME DESIGN: the Programme will consist of compulsory and optional group attendance modules; action learning projects; individual learning plans; short-term work-project attachments with appropriate professional/public service organisations in the Region.

Core modules (compulsory)
Introduction to Action Learning
Introduction to Total Quality Management (TQM)

Optional modules
Financial Management
Project Management
Information Systems
Problem Solving & Decision Making
Time Management
Managing meetings
Interview skills for recruitment & selection
Interpersonal skills at work
Staff Performance Management
Report Writing
Public Speaking Presentation skills (including media)

The “menu” can be expanded to meet needs identified as the Programme progresses. Optional Modules will be delivered by the most appropriate & cost effective means: external trainer; internal trainer; interactive video; distance learning package.

Work attachments: These will be identified by the individual, agreed with the management team and justified through the standard procedure. With specific objectives and plans for sharing the learning with the management team and for implementation of learning or return.

Process: After attending the core modules, each Management Team starts to meet as an Action Learning Group, to plan and carry out projects related to the Departmental objectives.

Each individual participating in the Programme will also be required to complete and agree a learning plan (This may be done as part of the Performance Appraisal process): this will generate demand for the optional Modules.

This programme has not yet been implemented, but remains a useful approach for small states.

The Republic of South Africa is developing its Presidential Strategic Leadership Development programme linking a Public Service Excellence model, to Senior Management Competencies, and core development models. The Public Service Excellence Model is used for assessment of the performance of the organization and consists of the following elements:

- Leadership
- Policy and Strategy
- Customer and Stakeholder focus
- People management
- Resources and Information Management
- Processes
- Impact on society
- Customer and stakeholder satisfaction
- People satisfaction
- Supplier and Partnership performance
- Organization Resources.

The identified Senior Management Competencies are:

- Strategic Capability and leadership
- Policy Formulation and implementation
- Programme and Project Management
Financial Management  
Change Management  
Knowledge Management  
Service Delivery innovation  
Problem Solving and Analysis  
People management and empowerment  
Client orientation and customer focus  
Communication

The training modules developed to facilitate acquisition of knowledge for these competencies are:

- Management and leadership skills  
- Strategy into action  
- Service delivery  
- Policy and knowledge management  
- Human Resource Management  
- Financial Management  
- Communication strategies  
- Project management  
- Resource management  
- Personal skills development

**The Management Institute for National Development (MIND) in Jamaica,** has designed and implemented a Public Sector Senior Management Development Training Programme. The programme was designed after extensive discussions with the Committee of Permanent Secretaries, and identification of needs of senior managers. A cohort of public officers pursue a planned programme of 420 hours over a one year period. This programme is designed around three modules as follows:

**MODULE 1 (150 hours) The Public Sector Environment**

- The Constitutional Framework  
- The Structure of Government  
- The operational Environment

**MODULE 2 (150 hours) Management Technologies**

- Public Policy formulation and decision-making  
- Corporate strategic planning  
- Public Sector financial management  
- Structuring an effective organization  
- Industrial Relations  
- Human Resources Management  
- Information management
- Marketing government and public relations
- Project management
- Managing inter-organizational relationships
- Customer service
- Ethics in government
- Public sector accountability
- Standards and monitoring

**MODULE 3 (120 hours) Conceptual skills and Personal competencies**

- Legal and operational framework
  - Mission
  - Programme and structures
  - Policies
  - Customer and competition

- Personal competencies
  - Entrepreneurial skills
  - Preparing Cabinet submissions
  - Communication
  - Team building
  - Delegation
  - Stress management
  - Managing organizational change
  - Protocol and etiquette
  - Choosing appropriate leadership styles.

The University of the West Indies campuses in Barbados (the Centre for Management Development) and Jamaica (Mona School of Business) have Executive Master of Business Administration programmes that focus on public sector management. These programmes are targeted at senior and middle level management and are designed around 15 modules completed over a two year period.

The Commonwealth Association for Public Administration and Management (CAPAM) has since 1998 designed and delivered customised executive development programmes within commonwealth countries and pan-commonwealth programmes in collaboration with the University of Birmingham. The In-country programmes have been conducted in the following countries:-

- Barbados
- Cameroon
- Fiji
- Mauritius
- Namibia
These programmes have generally covered the following areas:

- Elements of the New Public Management
- Strategic Planning and Management
- Service Delivery
- Performance Management and Accountability
- Managing Change
- Human Resource Management
- Ethics
- Governance
- Leadership

TOWARDS A LEADERSHIP DEVELOPMENT MODEL

Many Commonwealth countries are therefore working towards the development of a leadership development model or framework. Such a framework must be characterised by the following:

**Strategic Focus**
Leadership and executive development must be linked to strategic intent, goals, strategies, values and competencies. Indeed leadership and executive development can be used as an important vehicle to address organization issues, develop shared vision, communicate strategy and build teams.

**An integrated Human Resource Management Framework**
Such a framework must clearly link Human Resource Management Policies, Systems and Structures to an over-arching Strategic Vision for the Public Service. It must incorporate appropriate human resource planning systems recruitment, assessment, compensation and training and development approaches. The integration must also ensure that Public Service Commissions, Ministry of Human Resource Departments and Central Training and Development Agencies work in harmony. The framework would also require an appreciation of the need for systems to fast-track high potential officers, and to develop and nurture a Senior Civil Service cadre.
Adoption of Leadership Development Good Practice

This paper has outlined Good Practice for a number of Commonwealth public services that could serve as a guide to other public services in their leadership development activity. Among the elements of such good practice are:

- Focal point for leadership development.
- Mix of leadership development initiatives including job assignments, coaching, mentoring, action learning groups, learning communities, training and 360-degree assessment
- Range of Training Programmes.
- Competency based development.
- Succession Planning

A Focal Point for Leadership Development
This focal point could include a public service training and development institution networked with external partners such as Universities. It is important that these providers of executive education demonstrate high attention to quality of faculty and faculty’s ability to teach/manage learning with very effective learning methods. Programmes also need to be grounded in applied research.

Curriculum Design and Delivery
The design of curriculum is a critical element in this process. Good Practice from both private and public sectors indicates not only a range of competency specific training programmes, but programmes which are experientially based and embracing an action learning paradigm. Classroom delivery is but one form of programme execution. The development activity must embrace on-the-job assignments, coaching and mentoring all done within the context of desired competencies.

Involvement of leadership
Leadership in the public service must be involved in the conceptualisation and delivery of the programme. This therefore points to the need for effective leadership development initiatives.

Policy and Research Integration
To facilitate the visioning and future orientation necessary in leadership development, it is desirable to integrate policy and research activity into the leadership development programme.
Leadership Development for Ministers
Ministers are one critical leadership core in the public service. Their learning needs must also be recognised and systematic programmes developed for them. These programmes would include joint sessions for senior public servants and ministers.

Evaluation and Quality Audits
Mechanisms need to be put in place for the assessment and evaluation of the leadership development programmes. There must be an on-going process to evaluate the quality of programmes and the learning experience.

Recommendations
Interventions to facilitate senior executive development in developing countries should therefore focus on the following;

• Strategic visioning and planning.
This would facilitate the design and introduction of training and development programmes that have a strategic focus. Public Service Ministries must develop strategic frameworks to inform their Human Resource Development activity.

• Integrated Human Resource Management and Human Resource Development
At both national and ministry levels there must be well articulated and fully integrated human resource management and human resource development systems. As part of this process Public services and ministries must develop training policies and philosophies that must be known by all. The training policies and practices should be developed in line with the principles that:

- The prime purpose of training is to improve the performance of the organization in terms of developing knowledge, skills and experience;
- Training is not an event, but a continuous process;
- Training can only be effective if it is integrated with performance assessment and other aspects of HRM
- Ministries/departments/agencies are primarily responsible for ensuring that their staff receive the training they need, but staff themselves also have a responsibility to make the most of training opportunities.
• **Competency based Human Resource Management:**

Public service organizations must develop competency profiles for staff and use this as a framework for HR decision making. Competencies must be utilized for:

- Recruitment and selection
- Training and Human Resource Development
- Performance appraisal
- Succession and career planning

The adoption of a competency-based approach to learning also ensures that success is specific and measurable, and that learning outcomes are related to identified needs.

• **Focusing on the learning needs of Ministers and politicians.**

It is important that the political leadership also embrace the learning culture, and be exposed to strategic issues, and leadership skills. Learning activities therefore also need to be developed for this group on a regular and on-going basis.

• **Strengthening Training Institutions:**

A critical issue in many developing countries is the strength and credibility of training providers. Some of the issues that need to be addressed in this regard include:

**Developing trainer competencies.** To ensure effectiveness trainers need to develop their competencies that include:

- Understanding adult learning
- Competency identification skills
- Training needs assessment skills
- Course design
- Group process and facilitation skills
- Research skills
- IT and communication skills
- Presentation skills

**Budget.** Sufficient funds must be provided to facilitate not only course design and delivery, but also research and developmental work. Following the example of the Singapore Staff College it would also be useful to fund training institutions to facilitate work in scenario planning and policy research.
• **Training Needs Analysis.**

Public services and Ministries must conduct training needs analysis and use this as a basis to develop training and development interventions. Ministries should appoint training officers or coordinators who could liaise with national training institutions for the conduct of training needs analysis and to design the interventions. On this basis Ministries must establish annual training and development plans.

• **Developing a Public Service learning Organization.**

Public services should consider embracing the concept of the learning organization. Some approaches that could facilitate this are:

- Ensure that learning is seen as a management priority.
- Building learning into corporate plans
- Using coaching and mentoring
- Establishment of learning communities to facilitate sharing of knowledge and experience.
- Development of individual learning plans
- Scan for good practice
- Get feedback from citizens
- Benchmark
- Evaluate learning process and outcomes

• **Design and implement a mix of development approaches:**

The development programme for senior public service executives should utilize a mix of approaches. These should include:

- Action learning
- Planned rotation across Ministries, Departments, and outside the public service
- Short executive programmes
- E-learning programmes
- University graduate programmes
- Coaching
- Mentoring

• **Developing values based leadership**

One of the challenges facing public services is the need to ensure adherence to agreed public service values. It would be important therefore in the design and development of training initiatives to build in the issue of values as a means to facilitate the development of values based leadership.
Concluding reflections

Public Service executive development is taking place against the background of rapidly changing environments. It is clear that the skill and competency needs of the present and future executives differ markedly from the past. Public services will continue to play a critical role in the transformation of countries. Sustainable development will depend then, on the ability of countries to ensure that leaders are possessed of the right skills and mindsets. They must have a sense of history and an appreciation of the implications of the unfolding future. They must be good communicators and able to develop and maintain effective partnerships inside and outside the public service. They must be learners. They must be comfortable as transformational leaders, because they will be required to lead an on-going process of organizational transformation.

REFERENCES


