

# **The Human Factor in Global Governance: Leadership Capacity Development Perspective in Africa**

## **Discussion Paper**

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December 2007

“Let us recall that at the core of our development vision is what constitutes our country's key asset – Rwandan people. We strongly hold that this is the key ingredient in our social and economic transformation”<sup>1</sup>

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<sup>1</sup> **Quotation from a Speech** Delivered by H.E. Paul KAGAME, President of the Republic of Rwanda, at Oklahoma Christian University, ***Oklahoma City, Oklahoma Wednesday 26 April 2006***

## **Abstract**

This paper discusses the major challenges facing Africa's leadership and focuses on the framework that needs to be applied in developing the kind of leadership capacity that would enable African countries to harness benefits of global governance and avoid some of the dangers it may cause to the development of the continent. It provides some ideas on what institutions involved in leadership capacity building should introduce to cater for preparing current and future African leaders for administering global governance.

Keywords: Global governance, leadership capacities, integrative ability, entrepreneurial ability, administrative ability, operative ability, leadership capacity building

## **Introduction:**

Whether perceived as multilateralism and International Institutions<sup>2</sup> or as an all embracing exercise of power and authority in the management of socio-politico-economic affairs in the context of a globalizing world, for all countries global governance has shifted the paradigm of requirements of the human resource in terms of skills, knowledge, networks, mindsets and attitudes as well as management and capacity development institutional arrangements. For most African countries whose human resource capacity was already, in many respects, inadequate and overstretched, the paradigm shift has necessitated intense reflection on the mechanisms through which the African human factor can be deployed and exploited to harness global governance to benefit the African people. Development, global or local, starts with thinking. This underpins the criticality of the human factor in global governance which this paper discusses with focus on the Leadership Capacity Development Perspective in Africa. Given the numerous and seemingly insurmountable challenges faced by the African continent and the regional measures provided in the various programs, including the Millennium Development Goals (MDGs) and the New Partnership for Africa's Development (NEPAD) objectives, to meeting the challenges, the requirement for adequate human resource capacity cannot be over estimated. It can never be over repeated that human resources are the determinant factor in any endeavor. "What we need to develop is people, not things, and people can only develop themselves"<sup>3</sup> "Relying on our peoples, we can take giant steps towards reform and pave the road for human perfection"<sup>4</sup>. However, human resource capacity is a wide subject especially when one considers the variety of knowledge and skills required to successfully undertake technical, managerial, administrative, entrepreneurial, technological, political and integrative activities for harnessing global governance. Therefore, in order to facilitate focused discussion, the paper centers on leadership as a critical aspect of human resources which pervades the entire spectrum of the human potential at what ever level, in what ever sector, and in what ever domain. The paper first discusses the major challenges facing Africa's leadership and then focuses on the framework that needs to be applied in developing the kind of leadership capacity that would enable African countries to harness benefits of global governance. The final concluding section presents some idea on what institutions involved in leadership capacity building should introduce to cater for preparing current and future African leaders for global governance.

## **Africa's Development Challenges and the need to break the vicious circle**

With or without global governance every country in the world faces the challenge of developing its people and all peoples in the world have the challenge to develop their countries. African is caught up in a complex development situation in which it is being pushed by very many forces including two strong socio-politico-economic waves. The first one which is the strongest wave is the desperate need to develop its people and get

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<sup>2</sup> Barry Carin et al (Editors): Global Governance: A Review of Multilateralism and International Institutions, (Lynne Rienner Publishers, Boulder Co. USA, 2007)

<sup>3</sup> Julius Nyerere, Former President of Tanzania see [www.infed.org/thinkers/et-nye.htm](http://www.infed.org/thinkers/et-nye.htm)

<sup>4</sup> Iranian President, Mahmoud Ahmadinejad, in his speech at the United Nations General Assembly, Septmeber 2006 (quoted in Time magazine , October 9, 2006 page 58)

them out of the claws of abject poverty. The other one is to be an effective player in global governance, tap the benefits of globalization for the African people and avert the threats posed by globalization in Africa's development process. The relevance of discussing the human factor in global governance in Africa lies in its implications on the contribution it must bring to the struggle for development. Africa is largely poor by all standards. The majority of the countries classified by the United Nations as "Least Developed Countries – LDCs" are in Africa. Which ever yardstick is applied (income, nutrition, access to health services, access to portable water, life expectancy, access to education, human physical security, environment, etc), most African countries fair very badly in relation to the rest of the world. This is not to ignore the enormous achievements that have been registered in a number of African countries in developing their societies. It is just to underscore the fact that a lot still remains to be done and what ever achievements so far realized need to be used as stepping stones for further development.

#### **Facts on poverty in Africa<sup>5</sup>**

- 315 million people: one in two of people in Sub Saharan Africa survive on less than one dollar per day
- 184 million people: 33% of the African population – suffer from malnutrition
- During the 1990s the average income per capita decreased in 20 African countries
- Less than 50% of Africa's population has access to hospitals or doctors
- Three quarters of the 42 million people living with HIV/AIDS worldwide live in Africa<sup>6</sup>
- In 2000, 300 million Africans did not have access to safe water
- The average life expectancy in Africa is 41 years
- Only 57% of African children are enrolled in primary education, and only one of three children do complete school
- One in six children dies before the age of 5. This number is 25 times higher in sub-Saharan Africa than in the OECD countries
- Children account for half of all civilian casualties in wars in Africa
- The African continent lost more than 5.3 million hectares of forest during the decade of the 1990s
- Less than one person out of five has electricity.
- Out of 1,000 inhabitants 15 have a telephone line, and 7.8 out of 1,000 people surf on Internet.

The challenge of eradicating, alleviating, or at least reducing this kind of poverty belongs to not only Africa's governance. It is a challenge to global governance as well. Indeed global governance, in the eyes of Africa is only relevant in as far as it influences

<sup>5</sup> Source: United Nations Program ([www.africa2015.org/factspoverty](http://www.africa2015.org/factspoverty) )

<sup>6</sup> "The African Development Forum (ADF) 2000 entitled *AIDS: The Greatest Leadership Challenge*, which took place in Addis Ababa in December 2000, underscored the role of African leaders in the fight against AIDS. A consensus was reached on the exceptional personal, moral, political, and social leadership required to combat the disease burden in Africa'. (see coring African Leadership for Better health, [www.uncea.org/eca\\_resources/publications](http://www.uncea.org/eca_resources/publications) )

positively or negatively the development trend on the continent. However, there is growing apprehension as to whether global governance is helping Africa to cope with the poverty challenge.

“Recent globalization has opened unprecedented opportunities for the movement of goods, services and people. Yet, the 50 poorest countries in the world classified by the United Nations as the least developed countries (LDCs) have failed to benefit from its fruits: liberalization of international trade, expansion of Foreign Direct Investment (FDI), integration of financial markets and technological innovations. Structural weakness of their economies, low human, institutional, technological, trade and productive capacities, poor physical and social infrastructure, degradation of environment and geographical handicaps, limited capability to mobilize domestic resources and lack of enabling environment to promote entrepreneurship and attract foreign investment which hamper their development and prevent them from fair competition at the international level. The situation is further exacerbated by their unsustainable external debt, spikes in oil prices and agricultural protectionism of industrial countries. Global warming or climate change has recently emerged as new challenge to the development of LDCs, in particular those that are small islands and in Africa. As a result, the LDCs are getting further marginalized in the global economy and remain trapped in the vicious circle of extreme poverty”<sup>7</sup>.

In other words, even if globalization presents some opportunities for Africa, harnessing these opportunities is part of the challenge for Africa’s leadership. The development challenge conjugated into the urgent need to eradicate poverty on the African continent puts the issue of the human factor not only directly on the table for discussion but also in its complexity. First with this kind of poverty, the human economic productive capacity of the continent is slowly but surely being degraded and in some cases destroyed thus rendering the task of poverty reduction even more difficult. Second, it is not conceivable that the development needs of the continent can be met without the requisite human capacities. Unless the issue is immediately addressed the continent will be for ever caught in the following vicious circle. Poverty destroys the human resource. Without the human resource poverty cannot be eradicated! This is a great leadership challenge because one of the tasks of leadership in any organization and in any sector is to develop the human resource and enable people to achieve the missions of the organization in question.

All the other challenges confronting African countries derive from the poverty eradication challenge but they are not any less daunting. The ones the paper will address are those directly related to leadership as a critical aspect of the human factor in the context of global governance.

### **The challenge of sustaining development-oriented leadership and nurturing future leaders<sup>8</sup> for Africa: An imperative for every leader at every level**

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<sup>7</sup> Office of the High Representative for the Least Developed Countries, Land Locked Developing Countries and Small Island Developing States (UN-OHRLLS): Background to the Ministerial Conference of the least Developed Countries on: “Making Globalization Work for the Least Developed Countries (Istanbul Turkey, 9-10 July 2007).

<sup>8</sup> The following understanding of leadership which was developed by the United Nations Ad Hoc Expert Group Meeting on New Challenges for Senior Leadership Enhancement for Improved Public Management in a Globalizing World held in Turin (Italy), from 19 to 20 September 2002, has informed the discussion of leadership in this paper: “Leadership is a concept that encompasses personal or group attributes,

Leadership is not a once-in-a-time activity. Leaders who emerge in Africa must understand that good leadership will not start and end with them and that whatever capacities will be developed cannot be sustained without continuous supportive development-oriented leadership. Developing leaders that will ensure that the continent plays a leading role in the world is critical for leaders in Africa. It is indeed in itself a challenge for today's leaders not only in Africa at national, regional or even community levels but also at international levels. The first aspect of this challenge concerns succession planning which in effect is preparation for leadership relay in the affairs of managing a country. Every leader at any level, in any sector, or any institution has the cardinal duty of ensuring that capable and effective leadership does not end with him or her. "In the leadership relay, it makes no difference how you run, if you drop the baton."<sup>9</sup> The capacity to develop future leaders and ensure effective succession planning at all levels needs to be developed on the continent. In relation to succession, the late president Julius Nyerere of Tanzania put the problem squarely on the table during a conference in Addis Ababa, "This is an area where we need to be very careful. Presidents, Prime Ministers, and sometimes all members of government, seek to amend the Constitution in their own favor even when they come to Office through, and because of the provisions of a Constitution which they have sworn to honor. Too often, for example, we have seen Presidents seek to lengthen the number of terms they serve, despite the limit laid down in the Constitution. This practice is wrong"<sup>10</sup>. Many leaders especially at a political level are pre-occupied with succeeding themselves that often they leave a leadership vacuum or confusion behind them. "Succession is one of the key responsibilities of leadership. Achievement comes to someone when he is able to do great things for himself. Success comes when he empowers followers to do great things with him. Significance comes when he develops leaders to do great things for him. But a legacy is created only when a person puts his organization into the position to do great things without him."<sup>11</sup> Looking closely at the leadership situation in a number of African countries, especially at the apex of political leadership the critical issue of developing leadership for smooth succession has not been a priority. But we need to bear in mind that succession is not only limited to political leadership. It is a critical issue in the Public Service as well as in private and civil society organizations. It is not only an issue of replacing leaders with others physically. It is also, probably most importantly, an issue of ensuring that as new

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organizational structural arrangements, positions, functions, responsibilities, knowledge, skills, actions and attitudes that are shaped by the past and current socio-politico-economic and cultural conditions in pursuing a shared common vision/ goal/ purpose/ objectives. Thus it's a road and a vehicle leading from the past through the present into the future. Leadership needs to be conceived as something people do and not only in terms of what people are. We also need to bear in mind that leadership as a function happens at various levels of society. We have to be careful of the concept of leadership as the "Lone Hero at the Top". In order for the whole government administration to function many people have to exercise leadership skills at many levels.

<sup>9</sup> James L. Garlow, The 21 Irrefutable laws of leadership tested by time: Those who followed them....and those who didn't. (Thomas Nelson Publishers, Nashville, 2002, page175)

<sup>10</sup> Quoted from Address by Mwalimu Julius K. Nyerere, Chairman of the South centre, during the opening of the conference on Governance in Africa, (Addis Ababa, Ethiopia 2<sup>nd</sup> March 1998)

<sup>11</sup> John C. Maxwell: Leadership 101: What Every Leader Needs to Know, (Thomas Nelson Publishers, Nashville, 2002, page 104-205)

challenges emerge, new knowledge, skills, networks, systems, and mindsets are in place to address the challenges.

Africa has had its share of destructive conflicts in the world. There is need to look at the leadership that emerges after conflict in terms of succession planning. Political leaders who emerge after violent conflict tend to adopt the attitude of conquerors and take themselves as invincible and imperishable. This attitude needs to be resisted. Physically leaders come and go. A political leader who truly wishes to leave positive prints on the history of the development of his/her country needs to embark on an ambitious program of developing an inexhaustible pool of capable leaders for the country. In this way the reconstruction of capacities for public services and for effectiveness in the context of globalization will be premised on sure ground of sustained supportive political leadership.

Another critical aspect underlying the challenge of developing future leaders for Africa is the task of rediscovering the leadership styles or qualities that may be embedded in the past, philosophy, culture, traditions, and behavior of Africa, that can be tapped to complement the current western based leadership styles to mould a leadership style that fits the African condition and environment better. There is some undeniable influence in the African mindset and value system that distinguishes it from that of a more Western or Eurocentric approach and that is relevant for thinking about public administration and hence, public sector leadership development in Africa.

### **The challenge of Leading in a World of Increasing Interdependency in the Context of Globalization**

The impact of globalization is felt at the national and local/community levels where, unfortunately, often globalization is least understood. For leaders in at these levels of governance, this is a big challenge. Globalization needs to be understood in its nature, its impact, in the way it can be harnessed to limit its negative impact and maximize benefits from its positive effects on development. This is especially relevant to African countries which have difficulty to influence globalization. If central governments are finding it difficult to influence globalization, local/community level leaders must find it even harder. Creating and maintaining effective networks and partnerships, mastering negotiation techniques and alliances, and understanding the operations of global institutions such as the United Nations system, Briton wood institutions, and influence of regional blocks as well as the international financial and market systems are some of the critical elements that need to be considered in developing leadership at such levels. Most importantly, African integrative and entrepreneurial leadership capacity must be developed to enable the continent's leaders to marshal the strength of Africa's unity and its national and regional bodies to be an effective and influential player in the global arena for the benefit of Africans at large. The need for African leaders to be able to grasp the forces of globalization is summed up by Prof. A. R Nsibambi in the following terms:

“The extreme optimists see globalization as a glass three-quarter full of opportunities. The extreme pessimists see globalization as a calabash full of problems especially exploitation and socio-economic and international

political domination. Mid-point strategists must see globalization as a change process full of opportunities and challenges that must be carefully and skillfully harnessed and managed for human development.”<sup>12</sup>

This goes to emphasize global-oriented leadership capacity as part of the human factor in global governance. Probably the best way to approach acting in the context of globalization is to start by conceptualizing global-oriented leadership as a partnership activity where leaders at local, national, regional and international levels in the public and private sectors as well as civil society engage in shared exercise of power and responsibility for the development of the community in question engaging what we will call networked/connected leadership. The network would start from the linkages between the organizations of the private sector, civil society, central government agencies operating at local level and include national, regional and global agencies. In this way the responsibility and success or for that matter the failure of local governance would be shared among the leadership in all these sectors. Often international agencies such as the World Bank, the United Nations system, and international NGOs advise governments on some policies. When such policies fail, the same institutions blame only the local institutions even in cases where the policies they strongly supported were inherently wrong. Given the framework of networked/connected local governance leadership such blame would not be appropriate.

National or local governance for that matter are often wrongly taken as an activity of isolation. We believe that they should be an activity that facilitates interdependency among the various development actors in the private, public and civil society sectors at local, national, regional, and global levels. Taking into account the present political environment in an increasing globalizing world, new areas of leadership competency including management of diversity, information and knowledge management, communication technology skills, partnerships and networking, etc. need to be strengthened. The current trends in regional integration on the African continent need to be thoroughly mastered by current and future leaders especially at local governance level. Local level leaders need to have the capacity to analyze the national, regional and global trends and take collaborative opportunities for the development of their local communities.

### **Creating and sustaining Legitimacy of State institutions and engineering public trust: the Human Factor in Terms of Ethics, Integrity, and accountability and professionalism**

One of the inner consequences of the human factor on global governance or national/local governance is the sustainability of legitimacy and trust of the public in governance at what ever level and in what ever sector. Globalization has enhanced the criticality of trust in government by multiplying players who must have trust in government for it to be effective. In addition to the trust government needs to have from

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<sup>12</sup> See Apolo R. Nsibambi, Prime Minister of the Republic of Uganda: “Globalization and the State in Africa: Harnessing the Benefits and Minimizing the Costs”, in Bertucci and Dugget, *The Turning World, Globalization and governance at the Start of the 21<sup>st</sup> Century*, (UNDESA and IIAS Publication, Washington, 2002, page 63.

its people including private sector and civil society organisations, a government needs trust from other global players such as other governments, the international community, multilateral cooperation and civil society organisations. There is a tendency to view public trust in terms of the way private or civil society agencies trust government or public sector agencies in general. This is half the story. There are situations where government or Public sector agencies do not trust private sector or civil society. In terms of governance trust is supposed to be mutual. If the assumption is that the three sectors (public, private, and civil society) have to combine forces and work in harmony for development, then the trust among them must be mutual. Trust is constructed around and sustained by the behavior and actions of human being within institutions. This underscores the critical importance of the human factor. Creating legitimacy and trust can be done by establishing strong participation mechanisms and by defining in a transparent manner the roles and relationships of different sectors as well as spheres of government. Sustaining legitimacy and trust includes the development of a management/administrative and political culture based on the rule of law, ethical behavior as well as professional conduct sustained by integrity of leadership. It requires socio-politico administrative systems which ensure effective public accountability and avoids impunity and arbitrariness in the management of public affairs.

Building adequate administrative leadership capacities around issues of not only mastery of laws, rules, regulations and procedures, including international laws and conventions but also transparency, accountability, ethics integrity, and professionalism is critical for the sustainability of the rule of law, public trust and democratic governance in general on the continent. This is a building block in integrating Africa into global governance. The legitimacy (acceptability) of State institutions at national, international, as well as community levels depends squarely on the actions, behavior, and success of leadership at local level. Likewise the legitimacy of global governance institutions depends on the actions, behavior, and success of their leadership as perceived at local level.

### **The Challenge of Leading Large-scale Transformations**

Africa needs to embark on large scale transformations in order to bridge the development gap between itself and the rest of the world and to get its peoples out of the claws of poverty. This task needs knowledge, skills, attitudes, and networks that enable working with stakeholders, balancing and managing long term and short term objectives in the context of change, creating a shared vision and strategy and empowering people. Essentially African leadership should avoid piece meal development strategies that detach the past from the present and the present from the future. In countries where local level communities remain deprived of the basics such as primary education, primary healthcare, safe water, roads, electricity, radio and television, telephone, and even food, it is tempting to think in terms of “give us our bread today”! But local governance leadership must overcome this temptation and lead their communities into long term development visions and strategies. The world is ahead of Africa and Africa’s people are languishing in abject poverty. Small changes will not make the continent catch up and save its people. Transformational leadership at national, local, and regional governance levels must take large scale trends by intensifying the quest for knowledge, technological

applications, partnerships, and community based innovative thinking. Understanding global issues and trends as well as harnessing global partnerships to initiate and sustain long development leaps is indeed a big challenge for Africa's leadership

Programs such as the NEPAD and the Millennium Development Goals (MDGs) need to be adopted to the realities of the localities to be owned and implemented by the communities. But first the leadership in these communities needs to have a global outlook that permits them to have a full grasp of such regional and global initiatives that can benefit their communities. Programs such as the NEPAD present opportunities and potential to mobilize development resources and engineer long term development results in the various areas of poverty reduction on the continent if their objectives are translated into action at local community level. To translate them into action human resources and including leadership must be tuned to correspond to the requirements.

### **Leading with contradictions and paradox**

The world, within the context of global governance, is hard, complex and in many respects contradictory. This reality is likely to continue imposing itself more and more on the leadership and people especially at local level as they engage further with forces of globalization. Understandably, therefore, one of the big challenges that African leadership must squarely face concerns leading within the context of contradiction and paradox. The world in general and Africa in particular, is changing so rapidly that many contradictions keep emerging. It is incumbent on leaders at all levels to be able to deal with more ambiguity and complexity. For examples; there is increasing economic liberalism bringing into each African country a multiplicity of global actors demanding liberalised economic activity and minimal government regulation, control and intervention in economic activities. But all this is being demanded and implemented in the context of the need for social welfare to mitigate the effects of poverty or to alleviate it and to support those sectors of the population who fall on the roadside of global economic consumption.

The people of Africa are living in generalised relative poverty while at the same time political progress is making them politically more empowered with voice. A democratically (voice) empowered poor population is likely to put more demands and pressure on their leadership for equity and affordability in the consumption of goods and services. This becomes difficult in the context of resource constraints. Planning and managing change which is an imperative of developmental leadership must take place alongside ensuring stability and sustainability. This creates a very delicate balance that needs highly sensitive acrobatics in leadership. Such paradoxical situations put heavy demands and strain on the leadership on the continent and challenge governments and public servants to demonstrate to the people they serve that they are up to the task. But at the same time the same leadership is under pressure to demonstrate to global actors that they can cope with the forces and requirements of globalization. Failure on these two contradictory fronts will pull down the trust of the people and of the international players in government.

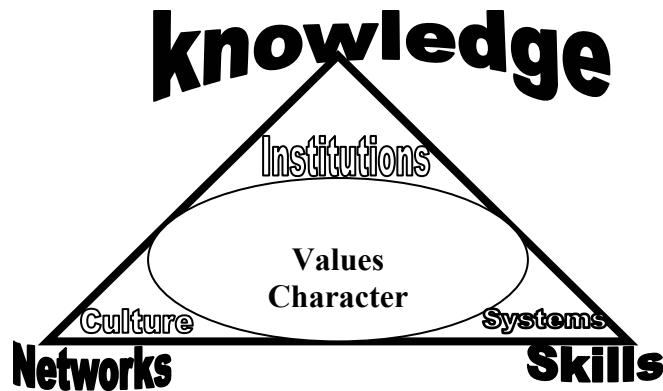
Given the above discussed challenges there is need to reflect on the kind of combinations of leadership capacities required to manage a development process characterised by such paradoxes and contradictions. When dealing with paradox and contradiction all players/stakeholders and beneficiaries need thorough understanding of the intricate components of the paradoxes and contradictions. Such understanding can be promoted through operating with transparency, information sharing, effective communication, partnerships and collaboration, participatory problem analysis and planning, as well as consistent feed back on achievements and shortfalls. This means Africa's leadership needs to make a shift from too many bureaucratic methods to participatory and collaborative ones to bring the African people and the international community on the same board and make them understand the paradoxes and contradictions under which they are operating. Africa's leaders will need not only to make their cause clearly understood but also to understand the local forces and their meeting point with global forces. This is not an easy task in the present circumstances.

### **Leadership Capacities Required for Effective Global governance in Africa**

In the diagrams below, the paper conceptualises and summarises the capacities and competencies that are required for effective leadership if Africa is to extract itself and its peoples from the claws of abject poverty and become effective players in global overnice for the benefit of their people. To be effective leaders, people need to have a composite capacity of knowledge, skills, attitudes, character, behaviour, values, and networks working within a facilitating cultural environment, institutions and systems. Leadership needs to have deep rooted values of integrity, ethics, accountability, respect for diversity, service to the public, self denial, and professionalism. Shortfalls in such values complicate further the difficult task of developing local communities in many African countries. For example, lack of integrity leads to corruption and lack of accountability thus undermining development projects by diverting resources for them. It also undermines the trust people and the international community that would be a handy ally have in the leadership of Africa. Lack of respect for diversity would make Africa less welcoming and frighten away needed foreign investment. In some cases it leads to intolerance even among local populations leading to catastrophic consequences such as the 1994 Genocide in Rwanda and the very regrettable loss of life unfolding in Darfur.

Moreover when such values are lacking there is no push for creating and sharing knowledge, building skills, and networks to support the work of serving the public at local level. It is a well established fact that effective leadership is possible only within a framework of institutions, systems, and a conducive cultural environment. Leaders at all levels and in this case at local level need to pay particular attention to building institutions and systems, as well as enhancing their knowledge skills and networks in order to be able to operate successfully. The knowledge should not be localised but globalized to enable leadership to look ahead in time and scan the environment for solutions to current and future problems. If one was to study and analyse the leadership capacity requirements in Africa, or in any part of the world for that matter, one would have to pay particular attention to concerns such as those illustrated in the diagram below.

Figure one: leadership capacity analysis framework



The task of developing communities that have lived in poverty for long, such as those in most African countries is a heavy one especially because poverty is deep and the communities are relatively resigned to poverty as a matter of fate. Poverty reduction is multi-disciplinary multi-sectoral, and needs a combination of multi-competency approaches. Therefore, African leaders are tasked to adopt a harmonious balance of integrative, entrepreneurial, administrative and operative abilities/powers.<sup>13</sup> Whether in the public sector, private sector, civil society, at local, national, regional, or international levels, those concerned with developing leadership capacity in Africa need to ponder very closely the question of how the African leader should look like for the Twenty-First Century within the context of global governance. The following leadership abilities are considered very critical.

**Integrative ability** is required for ironing out conflicts due to diverging socio-politico-economic interests, competition for resources, cultural and religious differences, and diverging values and outlooks as well as concerns of minority groups. In the context of globalization, integrative power is required to lead Africa to redefine itself and integrate in the global village but without losing itself. In other words, integrative leaders are required to make Africa accepted by the rest of the world as an equal player in globalization and also to accept itself as a proactive participant and beneficiary in the global economy. Without integrative leaders in the public, private and civil society sectors, African countries are likely to be caught in a perpetual situation of conflict and mutual mistrust not only in government but also in all the other sectors. An integrative leadership will see the national interest and galvanize support for pursuing them rather than pursuing parochial localized interests which are divisive and prone to building mistrust. An integrative leadership will seek for what the world can offer for the development of Africa and display what Africa has to offer to contribute to global governance. An integrative leadership will constantly seek to make Africa an inclusive player and not an isolated agitator.

Integrative leadership is most likely to distribute equally the fruits of development across the country thus creating an environment that builds trust. Finally an integrative leadership will ensure inter-generation equity by paying attention to the way resources are utilized today so that the generations of tomorrow do not suffer the consequences of the actions of today. This may be in the way the environment is exploited or preserved, the way the country manages external debt, the way the government invests in education, health, transport infrastructure etc. Future generations will be

<sup>13</sup> An interesting discussion on the structure of powers can be found in Yves Enregle: Du conflit à la Motivation, (Les Éditions d'Organisation, Paris, 1985)

predisposed to trust government if they enjoy the fruits of the action of the government of today. On the other hand if they suffer because of the actions of government of past generations their general outlook to government will be of mistrust. This is how important integrative leaders are in building trust in government and in fitting Africa into the socio-politico-economic frame of global governance. It is not only for the purposes or benefit of today but also for the future generations as well.

**Entrepreneurial ability** is required for visioning and strategizing including analysis of the past, current and future environment and situation in order to map out paths as well as viable and feasible policy alternatives for development. Entrepreneurial leadership is needed desperately by Africa because the countries of the continent are mostly lagging behind the rest of the world in development and therefore need not only quick gains in development but also sustained correct directions that find the solutions of the problems of tomorrow today. There is a tendency to take entrepreneurial leadership only in reference to private sector enterprises and the profit motive. This is wrong. There is a bottom line for everything in every sector and organization. Africa needs leaders who can pin-point this bottom line and pursue its realization. It is imperative to realize that within the public sector, as well as civil society also, there is need for foresighted leaders who can discern the horizons of the requirements of the future from the standpoint of today; pragmatic dreamers who realize that Africa's development will not be wished but fashioned from the ingredients provided by the global governance environment. It must be planned and implemented. Such leaders are the ones who will be able to propel Africa's development. Entrepreneurial ability is necessary to make people participate in planning for and believe in their future. Entrepreneurial leadership, within the context of global governance is critical because even if under globalization the world becomes a small village, the benefits and the challenges within this small village can only be perceived and harnessed by those with an entrepreneurial mindset and agility. In other words, African people and the international community are likely to trust their leadership, even in their conditions of poverty, if the leadership is seen to make them have hope in the future through the development policies and strategies put in place as well as the global players and networks the leadership engages in within the struggle against poverty. Today Africa's leaders must recognize the fast-changing global governance environment and understand the need to have a clear vision of the developments and trends shaping their organizations as a result of the dynamic environment. It is such understanding that will enable them to formulate and implement policies and strategies that will guide Africa to harness the benefit of global governance. But at the same time, it is imperative that people accept that in order for the turbulent development process to be a little bit orderly and cause as little conflict as possible to ensure sustainable positive change; there is strong need for leadership which has administrative ability.

**Administrative ability** is necessary for following and respecting laws, rules, regulations, procedures, due process and prudent utilization of scarce resources especially for accountability purposes as well as orderly productivity. There is acclaimed need for sustained rule of law in Africa. But everyone must accept that rule of law does not descend from heaven tethered on a thunderbolt. It is planned, implemented and sustained by leaders who have the propensity for order, discipline, regulation, acknowledging and accepting limits and boundaries in every relationship and action, as well as belief in controlled power. When administrative ability is weak, as is the case in some countries, it lets lose unlimited use of discretion in bureaucracies, chaotic political competition, corruption, lack of accountability, and a situation of "survival for the fittest" which leaves many individuals in society vulnerable to all sorts of selfish forces and eventually to violence. This is not good for development. When administrative ability is not mastered to ensure effective rule of law, the

ugly and negative side of the human factor manifests itself in chaos destroying development achievements and prospects. Administrative ability is therefore very necessary in building trust in government by creating an environment of order and predictability as well as disciplined and impartial action of public servants. Moreover, within the context of global governance, the need for administrative leadership is amplified several times because global players need a stable administrative and legal environment that can protect their investment and rights. If Africa has to fit in and benefit from global governance, capable administrative leadership that masters and respects national and international laws must be abundant. Negotiating international contracts, understanding international property rights, import and export laws and regulations, financial markets, international conventions etc is part of administrative leadership and Africa cannot do without it if it has to harness global governance for the benefit of its people.

Finally **operative ability** is critical for action. Development is not a result of only policy and strategy. It is also a consequence of action or production. Whether it is provision of health services, education, water, roads, electricity, name it, the quantity as well as the quality are a result of some one doing some hands on. "Let us do it" is not only a command, but above all, a gesture to dip one's hands into the mud of the job. This is the operational side of leadership. It is based on execution. When everything is said and done, what are visions, missions, strategies, action plans without execution? Any leader that can not show execution will show negative results. And it is the action that builds or destroys trust in government. Global actors will work with Africa's leadership when they are convinced of their commitment to action.

Conceptually, each individual has dozens of each of the above mentioned abilities or powers in unequal amounts. It is the dominant doze that will make him/her integrative, entrepreneurial, administrative or operative. Just to give examples of some of the leaders Africa has known, (we will use the political ones but the reader needs to bear in mind that leadership pervades societies and organization and is therefore not limited to political levels), the late Mwalimu Julius Kambarage Nyerere<sup>14</sup> must have been an integrative leader with a strong doze of entrepreneurial and administrative leadership. The three powers served him in the following ways: As an integrative leader, he created a united Tanzania which is one of the few African countries that has managed to remain stable since independence. As an entrepreneurial leader he envisioned the benefits Tanzania would get from African socialism. As administrative leader he established a legacy of following legal and constitutional means of succession which have so far protected Tanzania from chaotic succession wrangles and violence which have been generally common on the African continent often with disastrous consequences in some of the countries. But above all this, as an integrative leader caught by the wave of global governance, he quickly gave the node for Tanzania to adopt multi-party politics and liberalized economy when the forces of global governance demanded.

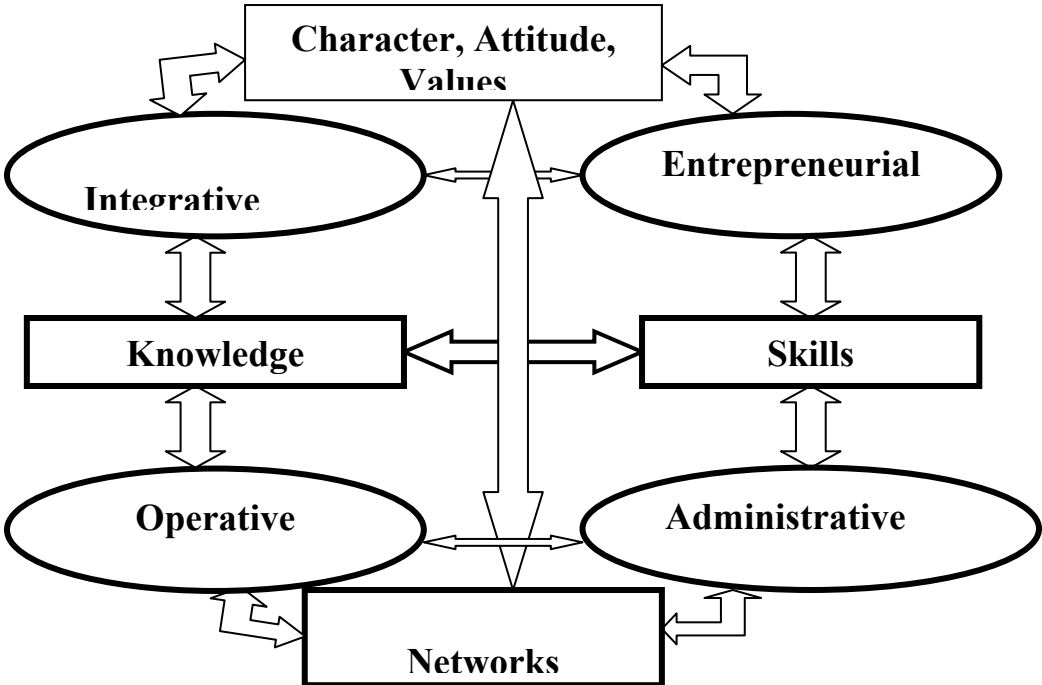
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<sup>14</sup> An interested reader can consult the following for a deeper insight into Mwalimu Julius Nyerere's thinking: (i): Assensoh, A. B. (1998) *African Political Leadership: Jomo Kenyatta, Kwame Nkrumah, and Julius K. Nyerere*, New York: Krieger Publishing Co., (ii): Kassam, Y. (1995) 'Julius Nyerere' in Z. Morsy (ed.) *Thinkers on Education*, Paris: UNESCO Publishing, (iii): Legum, C. and Mmari, G. (ed.) (1995) *Mwalimu : The Influence of Nyerere*, London: Africa World Press, (iv): Samoff, J. (1990) "'Modernizing" a socialist vision: education in Tanzania', in M. Carnoy and J. Samoff (eds.) *Education and Social Transition in the Third World*, Princeton NJ: Princeton University Press.

Another interesting leader is Nelson Mandela. His integrative leadership power was so overwhelming that he managed to forge a united South Africa from the ruins of Apartheid. Without this kind of integrative leadership South Africa could have been in a catastrophic situation after the abolition of the Apartheid regime. It would have only required a wrong message from him to ignite an unstoppable anger from the blacks having been subjected to humiliation by apartheid for so many years. Finally if one looks at what has taken place in terms of socio-economic development in Rwanda since 1994, one can see evidence of integrative and entrepreneurial leadership. At one point the world had concluded that the Hutu and Tutsi can never live in the same country again. There was even talk in some circles of separating the two for ever. More than ten years down the road the country is one.

However, below and working with these integrative leaders, because they believe in them and support them, there is a multitude of other ones with various dozes of integrative, entrepreneurial, administrative and operative powers who accompany and translate the leadership powers of these famous men into sustained action. While Machiavelli thought that the power to change kingdoms and societies rested with the superior talents of great men, the Princes, our view is that the power to transform and develop African communities through effective and responsive governance lies in the leadership provided by simple men and women at international, regional, national and community levels in all organizations be they in the public or private sectors. The role of leadership is to catalyze and mobilize this power into collective action to face the challenges of development and poverty reduction. The diagram below summarizes the combination of the abilities and the capacity analysis framework we presented in the first diagram. Clearly a leadership capacity building effort needs to take all these aspects and many others into consideration. Note that the institutions, culture, and systemic aspects are not included in the framework because this one is based on the capacity of an individuals.

Figure two: Leadership power harmony framework



From the above framework a well balanced leader will have an appropriate mix of integrative, entrepreneurial, administrative, and operative abilities supported by adequate knowledge, skills, networks, in a character that is driven by appropriate values and attitude.

There has always been a debate on how socio-politico-economic development can be effected within an environment where there is generalized inadequacy of human capacities. Some times this debate paralyses initiatives in development and puts actors in a perpetual lack of capacity. The truth of the matter is that one of the prerequisites for developing leadership capacity is to put in place institutional arrangements and structures that provide opportunity to the actors to progressively acquire the necessary knowledge and skills in development oriented leadership through practice and interaction. It is not possible to develop comprehensive development capacity without instituting some form of development oriented structures. It is always possible to find people with integrative leadership power, but for them to fully develop their administrative, entrepreneurial and operative powers they need to be put in institutional structures that provide opportunity for these to be put into action. Management knowledge and skills such as those shown in the framework above cannot be developed in the absence of a supportive institutional infrastructure. It is therefore necessary that efforts for leadership capacity building in Africa include developing institutions and systems that are supportive of effective leadership action. Finally within the context of global governance, the ability to network with organizations and leaders from a variety of socio-politico-cultural backgrounds is critical for Africa's leaders at all levels in all organizations.

Looking at the first and second diagrams above, and bearing in mind that leadership capacity development includes developing institutions and systems, there is need to re-examine the leadership capacity building programs and efforts on the African continent. The above leadership capacity analysis frameworks provide a basis for designing programs to shape Africa's leadership and prepare it for effectiveness in global governance.

### **Some Ideas on Leadership Capacity Development in Africa: Approaches and Methodologies**

In terms of enterprise, government or any other type of organisation in the private, public, or civil society sectors, the human resource is not just the number of people. It is most importantly what the people are prepared to accomplish. If African leaders are in many respects found wanting in operating within the context of global governance it may be more a consequence of inadequate preparedness than inherent incapability. It must be recalled all the time that globalization has created a different play field with different players and rules. What is required, therefore, in this context is not to ask where capable African leaders are but rather how they can be prepared to be effective and smart players in the new field of global governance. There have been some arguments about how Africa was depleted of its human capacity through phenomena of population movements including the infamous slave trade and the current migration of qualified people from Africa to more developed countries. Such arguments have probably got their merits and most likely demerits as well. However, we do not believe that a belated analysis of the impact of slave trade on the quality of the human resource in Africa will serve any purpose. Suffice it to point out that there are a number of scholars who have pre-occupied themselves with such a question<sup>15</sup>. Likewise, there have been efforts both at policy and

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<sup>15</sup> See for example; Tunde Obadina, "Slave Trade: A Root of Contemporary African Crisis" ([www.AfricaEconomicAnalysis.org](http://www.AfricaEconomicAnalysis.org))

strategic analysis levels to assess the impact of “brain drain” in Africa. Such efforts are on-going with the Africa Union taking Africans in the Diaspora as another region. A number of countries in Africa have also adopted various measures of how to limit the negative consequences of “brain drain” and maximize the benefits from it. Again here the paper did not set it as its objective to engage in the debate on “brain drain”. The issue that we feel very compelling in light of the imperative for Africa to have leaders at all levels and in all sectors that are capable of playing effectively in global governance is that there is, now and in the foreseeable future, great need to design and implement high impact leadership capacity development programs that provide strong grounding in leadership foundations and also prepare Africa’s current and future leaders to be effective players in the context of global governance for the benefit of the African people. In other words, there is a strong human factor in the way global governance will or will not benefit Africa’s people and a strong doze of this human factor resides in the leadership capacity on the continent.

Therefore, at this juncture, a more pragmatic question would be what capacity building efforts are on-going or can be undertaken to sustain the replenishment of Africa’s leadership capacity in light of unfolding development challenges such as the implementation of the United Nations Millennium Development Goals, the NEPAD objectives and the national level poverty eradication and development strategies of African countries within the context of global governance? It must be realized and acknowledged that currently there are many leaders in Africa in all sectors and at all levels who are engaged in various aspects of global governance but whose initial academic and professional training most probably did not adequately deal with today’s realities of global governance and with the challenges that confront leadership in Africa as discussed in this paper. This realization is a call for institutions national, regional as well as international that are involved in leadership training and development to take another new look at their curriculum and delivery approaches and methodologies and adopt those that will prepare leaders to be effective in global governance.

Universities, Management Development Institutes, Management Capacity Building Consultancy Firms including civil society organizations involved in such endeavors need to be conscious of the need to develop leaders in Africa that can cope with and harness global governance for the benefit of Africa. They need to review their programmes and include new ones aimed at current and future leaders for governments, private sector enterprises and civil society organizations focusing on the central challenges posed by globalization including those facing leadership as stipulated above, the relevance and workings of international organizations, the whole gamut of international laws, rules, regulations and standards, the causes of and solutions to violent conflict and civil wars in Africa and how development policy can be handled to minimize violence, how to harness forces of globalization to fight poverty in Africa, etc. The broad goals of such programs would include: (i)Sustaining high quality thinking and discussion on and documenting the African concept and views on global governance as well as on development, (ii)Exchange of views, information and experiences on global governance and development from the perspective of other global partners whether they be governments, or organizations in the private or civil society sectors, (iii)Sustaining dialogue, exchange of knowledge, information, and experiences through effective networks among current and future leaders from as many countries and backgrounds as possible, (iv)Putting in place a strong base to support shared learning processes, collaborated efforts and coordinated interests in influencing trends of global governance especially as it impacts on development in Africa.

There is need to re-adjust approaches and methodologies for leadership capacity development programs to correspond to the knowledge, skills, networks, attitudes, mindsets, values and systems required to operate effectively within the context of global governance. The kind of leadership capacity development approaches and methodologies that will enable Africa's leaders to be effective in harnessing global governance to benefit Africa's development will bring together leaders from government, civil society and private sector business enterprises to generate individual and collective commitment and sustainable action in response to the underlying challenges posed by globalization. They will build partnerships and networks to facilitate global action for local level benefit. Such approaches and methodologies will need to inspire leaders and allow them to explore their own potential as well as the transformation of their organizations, institutions and societies to tap the benefits of globalization. In addition to focusing on developing managerial capacities, they will focus on energizing distinction, leadership conversations for effectiveness in businesses and government, emotional intelligence competencies, and understanding complexities and organizational development. They will empower individuals and groups to engage effectively in transformational leadership and in empowering others to take more initiative in their work, inspiring them to be more committed and building their self-confidence in dialoguing, negotiating, collaborating and influencing global governance. University professors, management development consultants, leadership trainers, and all those whose call it is to develop leadership capacity and add value to the human potential for effective performance need to go to the drawing board anew and revisit their approaches and methodologies. Clearly the traditional classroom approach alone will not develop Africa's leaders for meeting the challenges of global governance. Group training, coaching, mentoring, staff exchanges, study visits, internships, attachments, shadowing, and other innovative and action learning approaches could be more appropriate than classical class-room lectures and work in shaping leaders for managing global governance.

There is a tendency to discuss the issues of Africa's participation in global governance in reference to how many Africans occupy leadership positions in international organizations such as the United Nations System, the World Bank and Breton Wood Institutions, etc. The view of this paper is that indeed participation of Africans in the leadership of such global institutions is desirable and can probably benefit, to a certain extent, leadership capacity development in Africa. For examples; currently Liberia and Sierra Leone are lead by former staff members of the United Nations system, and Benin at one time was lead by a former staff member of an International Bank. Whether the experience such leaders had in the international organizations makes them better leaders or not is a question that can be debated. But leaders in these international organizations, African as they may be, are more or less isolated individuals looking at the world from the stand point of the organizations they lead and may therefore not necessarily benefit Africa more than any other leader in these organizations coming from any other region of the world. It is a source of pride and confidence for Africa to know that it can produce leaders of the caliber of Kofi Annan or Boutros Boutros Gari. But if Africa has to fully participate and effectively engage in administering global governance for the benefit of its people, leaders of African countries in government, public sector institutions, private business enterprises and civil society organizations must have the requisite capacities for harnessing the forces of globalization. It is the leaders of Africa that will cause globalization to benefit Africa. The rest, including those Africans who occupy leadership positions in international organizations, can only contribute to a certain extent.

## **Two Historical Faults that Need to be Corrected in the Process of Leadership Capacity Development in the Public Sector in Africa**

In order for some of the proposals we made above for developing leadership capacities in African countries to be put into effect, there are three fundamental historical faults that have been made in reforming the public service in many countries which must be corrected. As a way of concluding this paper, we will point them out below.

**First fault:** The seriousness with which public Service Reform Programs in many countries were planned and conducted somehow did not consider that Human Resource Managers are the most strategic partners in reforming the Public Service. Neglecting issues related to the undeveloped professional status of Human Resource managers in the Public Sector and relegating the Human resource managers to non core and non strategic functions when they are supposed to be the top advisers and leaders of public service reform and leadership capacity development programs was a huge mistake. It resulted into a ridiculous situation where Public Service Reform programs in some countries are designed by external consultants whose terms of reference are designed by external consultants and consultancy reports and outputs evaluated by external consultants. The end result is perpetual dependency on external consultants for making reforms in the public sector. Yet it is known that reform as a change phenomenon is an on-going process and should consequently be driven and directed from the inside. How could such countries develop public sector leadership capacity by neglecting the planners, implementers, and evaluators of capacity building programs? This situation needs to be immediately reversed by repositioning the function of Human Resource Management as a strategic function. Leadership capacity development programs in the context of globalization can best be conceived within a clear understanding of the needs. The Human Resource Managers who assess the needs and conceive the capacity development programs need to have requisite skills to undertake such tasks as well as appropriate leadership positioning to influence policy and provide advice on strategies for leadership capacity development.

**Second fault:** The zeal with which public service reforms including civil service reforms aimed at strengthening performance capacities of Public sector institutions were implemented was in many instances not applied to strengthening the institutions that would be responsible for building and sustaining the capacities: Institutes of Public Administration (IPAs), Management Development Institutes (MDIs), and relevant University Faculties should have been given equal if not more attention. Countries have pushed reforms successfully (for example Uganda and Ghana) also managed to raise the profile and capacity of their IPAs (for example the GIMPA and the UMI) which underwent fundamental transformation as capacity building institutes in the Public Sector as reforms took root. In such countries it was possible to sustain human resource capacity development because the reforms had also paid attention to strengthening the capacity of the Capacity builders. Currently Management Development Institutes have constituted themselves in a network (Africa Management Development Institutes Network – AMDIN) to advocate for the strengthening of such institute on the continent. Such efforts need to be supported to bear fruit.

**Third fault:** Too much inward looking in capacity building: many African countries caught in the seemingly insurmountable task of developing internal capacity in all sectors to spearhead development efforts tended to look only inwards in building capacities. Consequently a casual look at the programs offered by many Universities, Institutes of Public Administration and Management Development

Institutes in Africa reveals a glaring absence on issues of global governance and leadership. This is a fault which, if not corrected will cause such institutes to continue producing leaders who are literary innocent of issues, challenges and opportunities of globalization let alone mastering how to harness forces of globalization for the benefit of Africa. Some Institutes have started in the direction of paying attention to global governance in the capacity building /training programs. For examples; (i) the Executive Masters in Governance and Leadership of the Ghana Institute of Management and Public Administration has a module on Globalization and Global Governance (see [www.gimpa.edu.gh](http://www.gimpa.edu.gh) ), (ii) The NEPAD Business Foundation's Africa Leadership Program at wits Business School in South Africa (see [www.samdi.gov.za](http://www.samdi.gov.za) ), (iii) The Africa Capacity Building Foundation which is a result of efforts of Global Institutions such as the World Bank, the Africa Development Band, the International Monetary Fund etc (see [www.acbf.pact.org](http://www.acbf.pact.org) ). Mention needs to be made also of the Africa management Development Institutes (see [www.amdin.org](http://www.amdin.org) ) whose vision and mission are "for MDIs to be centers of excellence capable of responding to African development challenges and global engagements" and "to create for African MDIs a platform that articulates their collective voice and that promotes mutual partnership and collaboration with a view to developing leadership and management capacity in response to the needs of the African people and their governments" respectively. If efforts such as these examples are supported and sustained, the leadership capacity for global governance in Africa will in the near future look far better than it is today. Efforts of improving leadership capacity development for global governance however, needs to be intensified at national level so that there is a critical mass in each country in the area of harnessing global forces for the benefit of Africa.