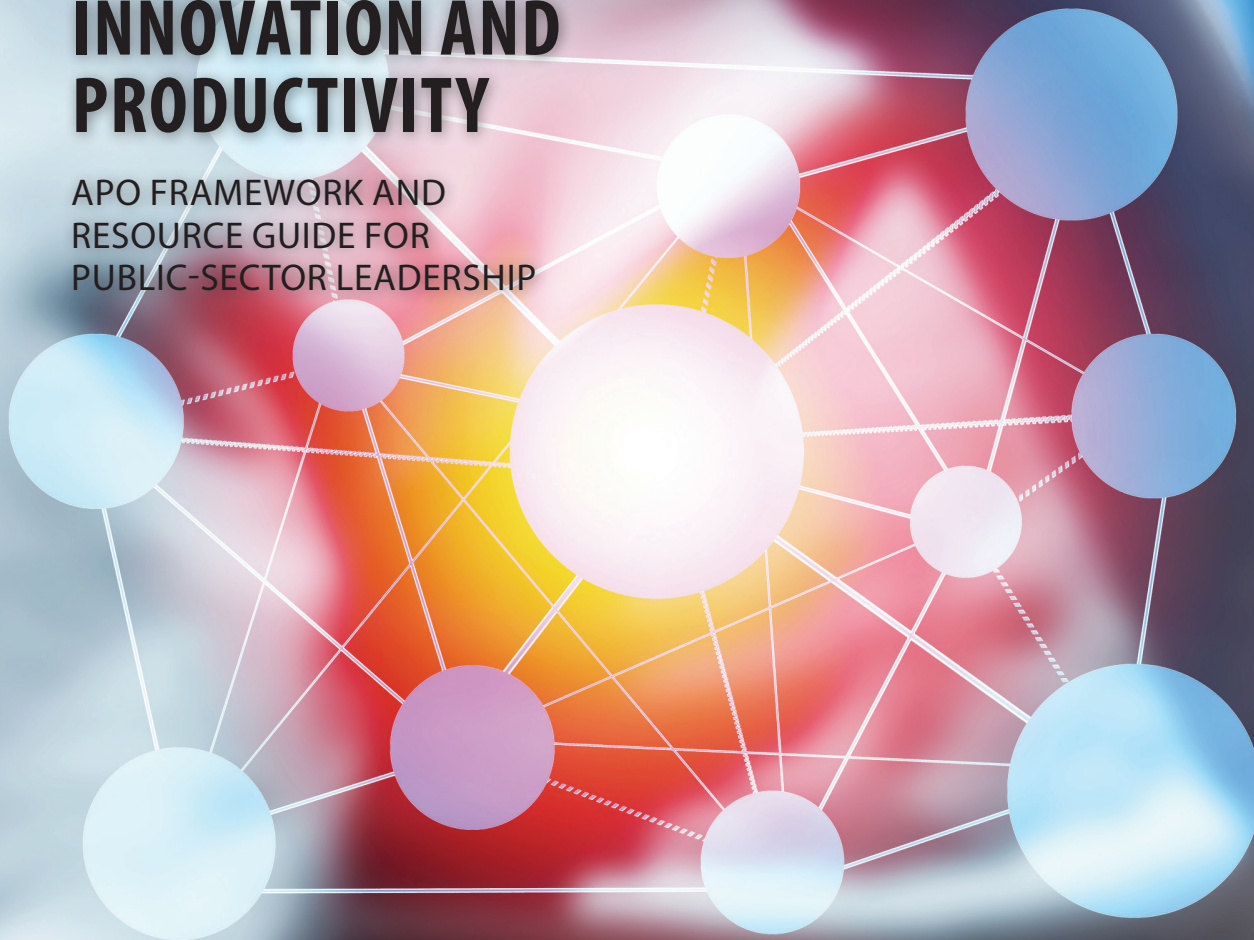




# PUBLIC-SECTOR LEADERSHIP FOR INNOVATION AND PRODUCTIVITY

APO FRAMEWORK AND  
RESOURCE GUIDE FOR  
PUBLIC-SECTOR LEADERSHIP



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The Asian Productivity Organization (APO) is an intergovernmental organization committed to improving productivity in the Asia-Pacific region. Established in 1961, the APO contributes to the sustainable socioeconomic development of the region through policy advisory services, acting as a think tank, and undertaking smart initiatives in the industry, agriculture, service, and public sectors. The APO is shaping the future of the region by assisting member economies in formulating national strategies for enhanced productivity and through a range of institutional capacity building efforts, including research and centers of excellence in member countries.

#### APO members

Bangladesh, Cambodia, Republic of China, Fiji, Hong Kong, India, Indonesia, Islamic Republic of Iran, Japan, Republic of Korea, Lao PDR, Malaysia, Mongolia, Nepal, Pakistan, Philippines, Singapore, Sri Lanka, Thailand, and Vietnam.

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APO FRAMEWORK AND RESOURCE GUIDE  
FOR PUBLIC-SECTOR LEADERSHIP



**Public-sector Leadership for Innovation and Productivity**

Tim A. Mau, John Antony Xavier, and Magdalena Mendoza served as the authors.

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# FOREWORD

In *Leading Change* (Harvard Business School Press, 1996), Harvard Business School Professor John Kotter noted that all organizations were impacted by constant, rapid transformation and that leadership was the engine driving change, writing that: “Successful organizations in the twenty-first century will have to become more like incubators of leadership. Wasting talent will become increasingly costly in a world of rapid change.”

That message has been slow to take hold, particularly in the public sector where there has generally been no expectation for bureaucrats to assume leadership roles. Now, however, it is being recognized that, in addition to political leadership, the creation of sound policies and delivery of quality services efficiently and cost-effectively require administrative leadership at all levels in the public sector. Beginning with developed countries, public-sector organizations are now providing management and leadership training, introducing leadership competency models, and adopting numerous programs to develop public-sector leaders.

Some public sectors in the Asia-Pacific region have started to follow suit, but are lagging behind their Western counterparts. The Asian Productivity Organization (APO), with its mandate of enhancing productivity in Asia and the Pacific, is undertaking numerous initiatives to foster innovative leadership in the sector. The APO Public-sector Leadership Framework and Resource Guide had its genesis in a fall 2016 workshop in Manila organized by the APO and the Development Academy of the Philippines (DAP). Over the course of that week-long workshop, government representatives from various APO member countries shared insights on leadership in the public sector, many of which are reflected in this document. I would like to express my sincere gratitude to those workshop participants, especially to Professors Tim A. Mau of the University of Guelph and John Antony Xavier of The National University of Malaysia and to Senior Vice President Magdalena Mendoza of the DAP for their hard work in preparing this publication. It is my hope that it will become an invaluable tool for fostering innovations in the public sectors of APO economies.

This framework and resource guide is not a panacea. APO members face daunting challenges in their public sectors, which require strong, ethical political and administrative leadership. By highlighting the importance of leadership and outlining a number of ways that public-sector organizations can begin to think systematically about and then improve their leadership, transformational change will be possible. The process will be neither quick nor easy. However, by embracing the 10 key principles of public-sector leadership and following the steps for designing sustainable

systems incorporating innovation and productivity outlined in this publication, the public sectors of APO member countries can become incubators of leadership, thereby contributing to a better quality of life and ensuring prosperity for their citizens.

*Dr. Santhi Kanoktanaporn*  
Secretary-General  
Tokyo  
July 2018



## PART 1

# FRAMEWORK FOR PUBLIC-SECTOR LEADERSHIP

## Background

### The Asian Productivity Organization

Founded in May 1961 and based in Tokyo, Japan, the Asian Productivity Organization (APO) is a regional nonprofit intergovernmental organization with 20 member countries from Asia and the Pacific. The APO's mission is to “contribute to the sustainable socioeconomic development of Asia and the Pacific through enhancing productivity,” historically focusing on the agriculture, industry, and service sectors. In fulfilling this mission, the APO aspires to be the leading international organization on productivity enhancement.

Working closely with a network of national productivity organizations (NPOs) based in each member country, the APO, through the Secretariat as its executive arm, is responsible for implementing a variety of projects to enhance productivity by building capacity through research and publication activities as well as numerous training and development projects, conferences, and study missions.

### Expanding the APO's Focus: Productivity in the Public Sector

With growing recognition of the important role of public-sector organizations in national development and competitiveness, the APO and several NPOs are incorporating various private-sector productivity and quality concepts, approaches, tools, and techniques in the public sector. Since the public sector makes significant contributions to business development, job creation, and overall GDP in APO member countries, similar productivity enhancements are necessary.

To that end, the APO convened a Study Meeting on Innovation in Public-sector Service Delivery in Jakarta, Indonesia, in November 2010, which resulted in the APO Public-sector Productivity Program Framework and Broad Action Plan. This productivity framework guides the APO and NPOs in streamlining their activities and adopting a coordinated approach to promote innovation and productivity in the public sector in the short and medium terms. Through the APO Public-sector Productivity Program Framework, it is envisioned that “public-sector organizations, institutions, and professionals in APO member countries are able to demonstrate productivity enhancement leading to citizen satisfaction and greater public trust, cost-effectiveness, and increased accountability in the use of public resources, national competitiveness, and better quality of life.”

That productivity framework contained the following five thematic areas that NPOs considered to be the most urgent and relevant to enhance public-sector productivity in the Asia-Pacific region:

- service quality, which strives to achieve service excellence by ensuring that public-sector organizations continuously improve the quality of the services they offer;

- e-government, which focuses on the effective use of ICT to improve the efficiency, accessibility, transparency, and overall productivity of public-sector organizations;
- regulatory reform, which is designed to eliminate unnecessary obstacles to competition, innovation, and growth, while ensuring that regulations efficiently serve important social objectives;
- citizen-centered service delivery, which promotes high levels of citizen satisfaction with public-sector service delivery by learning citizens' expectations, measuring service performance, ensuring accountability, and improving the capacity of the public sector; and
- innovation leadership, which involves influencing others in achieving government mandates, accomplishing public tasks, and creating more efficient, effective policies and services that meet the interests and preferences of the public.

As is the case for private-sector corporations, effective leadership must be recognized as a critical element for enhancing productivity in various types of public-sector organizations. This is not surprising. Effective leaders infuse employees with energy and passion for their work, enabling them to accomplish more and be more productive. They also foster an environment where innovation can thrive, which is also directly linked with enhanced productivity.

### **An Evolving Public-sector Leadership Agenda**

To build on its productivity framework, the APO convened a workshop in Manila, the Philippines, in November 2016 with the intention of developing a complementary framework dedicated to public-sector leadership as a guide for all member countries. Based on the insights derived from those workshop discussions, which involved some 27 high-ranking public servants from 14 APO members, this document outlines the proposed framework for building public-sector leadership capacity. It includes the various ways in which both the APO and NPOs can support the implementation of this framework.

At the broadest level, the objective of this public-sector leadership framework is to foster a common understanding across all APO member countries of the role that innovative leadership plays in enhancing productivity and ensuring the cost-efficient provision of high-quality, citizen-centered public services. More importantly, it provides a blueprint and resource guide for public-service organizations in APO member economies to develop the leadership capacity of their government officials.

A number of APO members, through their national schools of administration, civil service colleges, and other government training institutions, have already undertaken their own leadership development initiatives. Those efforts are important and commendable. The APO and NPOs intend to supplement, not replace, what is already being done in the public services of various member countries; the aim is to use this framework to bring greater coherence and comprehensiveness to the disparate approaches being employed by emphasizing the need for innovative leadership to increase public-sector productivity.

The framework defines the role of leaders in improving the productivity of the public sector. It identifies a number of desirable leadership competencies and capabilities to lead innovative, productive public-sector organizations and navigate the challenges posed by their environments. It also specifies the expected program outcomes, strategies that must be initiated, time-bound milestones, and resources that should be mobilized to achieve the desired results.

## Rationale for Innovative Leadership in the Public Sector

### Rise of Administrative or Bureaucratic Leadership

Interest in the concept of leadership as it pertains to the public sector has been slow to materialize, but since the 1990s there has been a growing body of research outlining the need for, and importance of, so-called administrative or bureaucratic leadership. While the ongoing importance of political leadership is unassailable, and the leadership framework presented here incorporates this element, there is now widespread recognition that leadership is not the exclusive purview of elected officials. Public servants have both a right and a responsibility to provide leadership in ways that were previously inconceivable given the prominence of the politics–administration dichotomy, under which duly elected politicians were expected to provide policy leadership and public servants were charged with loyally implementing the policy preferences of their political masters. In short, public servants were thought to be followers, not leaders.

“...there is now widespread recognition that leadership is not the exclusive purview of elected officials. Public servants have both a right and a responsibility to provide leadership in ways that were previously inconceivable....”

That view no longer prevails. Innovative administrative leadership in the public sector is required to address the same external forces that have been presenting challenges for private-sector organizations: to adapt and respond quickly in a rapidly and continually changing environment and to deal with turbulence and uncertainty. In particular, globalization, with its related pressures for enhanced productivity and competitiveness, and the ongoing evolution of ICT have resulted in unprecedented levels of organizational complexity. Moreover, citizens are becoming more engaged and demanding that their governments be more open, transparent, and responsive in delivering public services more efficiently and effectively.

All of those developments have resulted in profound changes in the public sector. First, public servants are less likely to be working anonymously behind the scenes to formulate public policies and to provide citizen-centered service delivery. With the rise of networked governance and an increasing reliance on the private and nonprofit sectors, whether through contracting out and/or the creation of public–private partnerships for the delivery of public services, public servants are both visible to and working collaboratively with various colleagues within and across governments and civil society organizations. A more active, engaged citizenry is similarly forcing civil servants into the public eye, and these interactions are resulting in greater levels of scrutiny and accountability. Second, public servants are communicating differently with each other (e.g., the increased use of social media, such as Facebook and Twitter, department- or government-wide intranet sites, etc.) as well as with citizens and the specific customers or clients that they serve.

With these challenges and the resultant changes in the public sector comes the need for strong, innovative leadership. In addition to navigating the above-mentioned challenges, public-sector leaders also need to motivate and inspire their colleagues, provide a vision, and focus on their mission to ensure that all employees are working toward the same ends. Fortunately, similar to studies of the impact of leaders on private-sector organizations, there is now a growing body of research to demonstrate the linkages among leadership, organizational performance, and innovation in the public sector.

This holds true in APO member countries as well. Leadership is considered a key element, if not the most important factor, in achieving high-performing organizations, whether they are private, public, or nonprofit. The character, competence, and commitment of leaders affect public-sector organizations’ ability to deliver responsive, innovative, and efficient services to citizens.

For example, at the political level, the capability of a minister, including his or her knowledge, skills, and attitudes (perspectives), can decisively affect the capacity and performance of the entire ministry. The minister's passion for excellence, or tolerance for mediocrity, or aversion to risks, for example, can set the tone for the organization. His or her ability to tap the innovative capacity of the organization may determine the rate at which the ministry is able to churn out new modes of public-service delivery, which are not only more gratifying to citizens but also more efficient, effective, and economical, and thus productive from the viewpoint of the public sector. The same can be said for administrative or bureaucratic leaders. Their capabilities also significantly influence the capacity of their public-sector organizations to generate innovative solutions and create value-added services.

All these underscore the necessity to nurture leadership in the public sector and to enhance the capabilities of public leaders. From the perspective of the APO, the intention is to develop public leaders throughout Asia and the Pacific who champion public-sector productivity, because no country, no matter how rich it may be, can afford to squander scarce resources. At the same time, the APO would like to introduce concepts and methods to enhance the functioning of leadership to foster innovation and agility in public-sector organizations.

### Defining Public-sector Leadership

Many different definitions of leadership have been proposed, and this lack of a consistent understanding of the concept has been problematic. One of the biggest challenges is differentiating leadership from management. While the two concepts are clearly interrelated, it is a mistake to conflate sound management with leadership, as was often the case in the past. Leaders undertake typical managerial tasks, like planning, organizing, staffing, directing, coordinating, reporting, and budgeting, but leadership is essentially a dynamic process of interaction among individuals. While sometimes important and necessary, an effective leader cannot rely solely on his or her formal positional authority within the organization to gain the compliance of subordinate employees. Leadership occurs when an individual is able to use his or her power to influence intended changes in the thoughts and actions of followers by fostering either a commitment to the leader's goals or an internalization of his or her values.

On the face of it, leadership as exhibited by public-sector employees is no different from manifestations of leadership in private-sector organizations. Irrespective of whether they work in the public, private, or nonprofit sectors, leaders have a group of followers whom they must engage with by motivating and inspiring them to accomplish collective goals. They must define and communicate both a relevant and appealing mission and vision for their organizations. To achieve their organizational mission and visions, leaders must develop and implement rational strategies. Leaders must also identify and embody shared values to underpin the organizational mission, vision, and associated strategies. Finally, leaders must empower their followers so that they are able to fulfill their responsibilities.

**“Leadership occurs when an individual is able to use his or her power to influence intended changes in the thoughts and actions of followers by fostering either a commitment to the leader's goals or an internalization of his or her values.”**

Although the tasks and behaviors associated with effective public-sector leaders are analogous to those undertaken by their private-sector counterparts, it is the context within which administrative or bureaucratic leadership occurs that differentiates them. The nature of the public sector, with its emphasis on the public interest, and a host of germane political factors make it distinct, meaning that administrative leaders require a breadth of competencies not characteristic of typical private-sector leaders.

Administrative leaders essentially must lead in three different directions: downward; outward; and upward. Public servants who are leading down are fulfilling the traditional roles and responsibilities associated with managing and leading subordinates within the bureaucratic hierarchy. Leading out refers to the role that public servants play in interacting with a multitude of important stakeholders in the policymaking process, such as citizens, interest groups, other departments and/or governments, various partners, and so on. Leading up is perhaps the most contentious, since it involves public servants managing their relationships with and exerting influence over members of the political executive, who typically are considered the legitimate decision makers in the political process.

### Leadership at All Levels

It is important to recognize that while the potential and need for administrative leadership have been established, they are not confined to the senior executive ranks; administrative leadership can and should be provided by public servants working at all levels of the bureaucracy. Public-sector leadership, therefore, is a shared responsibility. However, the type of leadership exhibited by administrative actors in the political system will vary depending on their positions in the bureaucratic hierarchy. For example, even if strategic leadership were identified as one of the key competencies in a public-sector leadership competency model that all public servants should master, the associated behaviors for demonstrating that competency would vary from one position to another. A junior public servant would not be expected to provide strategic leadership for his or her specific public-sector organization or for the public service as a whole in the same way as one in the senior executive ranks. These distinctions are clearly reflected in the types of behaviors that are expected across the hierarchical levels of the bureaucracy when developing a public-sector leadership competency model.

#### PRELIMINARY ACTION PLAN

- Survey your department or agency and the broader public service of which you are a part to determine the extent to which the enhancement of leadership capacity has been identified as a key priority.
- Find political champions to build support for administrative leadership initiatives.
- Begin to think about the various ways that your department or agency can either establish or build upon the acquisition and development of public-sector leadership talent as a priority.

### Public-sector Leadership Competencies

Beginning in the 1990s, leadership competency frameworks were widely embraced by private-sector corporations as a means of delivering business performance in an era of increased competitiveness and resource scarcity. It was only a matter of time before the public sector followed suit. Today, many public services across the globe have adopted competency-based management practices to establish high-performing organizations. When used most effectively, these leadership competency models are applied to all aspects of the talent management process; in other words, evidence of the existence and mastery of the requisite leadership competencies is considered when making decisions regarding the recruitment, appointment, promotion, training, and compensation of public servants.

It is beyond the scope of this framework to establish a common public-sector leadership competency model that could be utilized effectively in all APO member countries. Rather, the intent is to encourage those members where public services do not currently employ a leadership competency model to consider the adoption and implementation of one as a means of fostering innovative leadership.

As the Appendix reveals, there is a high degree of variability among countries in terms of the number and types of leadership competencies of public servants. The Australian model employs five core capability clusters and has 22 overall competencies, while the US model identifies five so-called executive core qualifications with 28 overall competencies, six of which are considered to be fundamental (interpersonal skills, oral communication, integrity/honesty, written communication, continual learning, and public service motivation). In Canada, the key leadership competency model, updated in 2015, comprises only six competencies (the previous model established in 2004 only contained four). The New Zealand competency profile uses seven competencies, and the Dutch version comprises seven clusters, each with four competencies, for a total of 28 items. The Republic of China (ROC), the only APO member represented in that table, divides 13 competencies across two ranks. Junior executives are expected to master six competencies, while senior executives are assessed against the full list.

Nearly all of the competency models in the Appendix (with the exception of South Africa and the ROC) have been adopted in Western industrialized democracies, not APO member economies. Given the cultural and institutional differences between those countries and the APO membership, caution should be used when looking to those models for guidance to identify suitable public-sector leadership competencies for the Asia-Pacific. Nonetheless, even in those models for different political systems and cultures, some common competencies can be identified, including the need to engage and mobilize people, think and act strategically, demonstrate integrity, and produce results.

Some directions in terms of relevant public-sector leadership competencies for all APO members can be derived from the wide range of characteristics and the specific knowledge, skills, and abilities required to lead in the public sector that were identified at the Workshop on Developing the APO Public-sector Leadership Framework held in Manila in November 2016. These are presented and discussed in Part 2: Resources and Tools.

## **Situation Assessment of APO Member Countries**

### **Public-sector Needs and Leadership Challenges**

The dogged pursuit of the public interest lies at the core of every decision and action taken by public servants. While pursuing the common good or general welfare of the public in all government actions may seem straightforward, the reality is that the “public interest” is a nebulous concept. This means that leaders in the public sector often grapple with making decisions that are beneficial to everyone, while considering citizens’ divergent opinions, cultural backgrounds, and affiliations.

Moreover, the public sectors of APO member countries face a number of formidable challenges, which are compounded by the growing complexity of their environments, major political transformations, a less deferential and more demanding citizenry, the proliferation of new ICT, and other political, social, and demographic trends. Providing excellent, cost-effective public services in this context requires skillful leadership. The challenges include the following:

- **Economic challenges.** Leaders in the public sector have to contend with the problem of maximizing government revenues to support the delivery of essential public goods and services, contributing to and sustaining economic growth and increasing the total factor productivity of the economy, among others. This is particularly challenging in a number of APO members where bureaucratic malfeasance is commonplace.

- **Social challenges.** Unlike Canada, the USA, Japan, and other Western democracies that are grappling with aging populations, many APO member economies, with high birth rates and decreasing mortality rates, have a demographic dividend, resulting in increasing numbers of people in the working population. This means that they have great potential for productivity and economic growth, but there will be an associated demand for skill development. Public-sector officials also need to contend with social issues such as managing diversity, gender equality, and the empowerment of women.
- **Participation in governance.** Leaders in the public sector are confronting demands for citizen empowerment and a greater role for nongovernmental actors in political decision making, resource allocation, and administration of policies. This demand for meaningful involvement in the policy-making process is part of a growing shift toward new public governance that is beginning to supplant new public management in many countries.
- **Heightened transparency and accountability.** Historically, public servants were expected to work tirelessly for the public interest in relative obscurity. More recently, however, citizens and stakeholder groups are demanding greater transparency, accountability, and answerability from political leaders and public officials. Public leaders therefore are increasingly accountable for performance and results and face more intense media and public scrutiny. They are subjected to criticism and personal attacks for perceived failures or shortcomings in government. With the advent of social media over the past couple of decades, such criticism can be particularly hurtful and harmful. Nonetheless, public leaders are expected to be graceful, maintain their dignity, function as normal, and implement the policies adopted by the government.
- **Changes in political leadership.** Public servants struggle with how to deal with changes in political leadership resulting from elections, hereditary succession, or coups or a new government agenda that may arise because an existing government simply decides to pursue a new set of priorities. This tends to be disruptive because of the resultant changes in policies, directions, plans, and perhaps the machinery of government.
- **Overlapping functions among ministries and agencies.** A classic problem in the public sector is the duplication of functions, programs, and activities of agencies, which causes not only confusion and conflict but also, and more importantly, the inefficient allocation of public resources.
- **Excessive administrative costs and the need for austerity.** The size and growth of the public sector, and consequently the costs associated with maintaining it, especially with respect to the salaries and benefits of public servants, are constant concerns for governments. Moreover, there may be outdated rules and regulations that governments still administer but are no longer relevant. While the rallying cry of new public management may seem outmoded, it continues to have relevance in many jurisdictions, including APO member economies. Leaders in the public sector must fulfill their organizational mandates with limited and shrinking resources. They are expected to “do more with less,” i.e., continually raise efficiency, widen access, and reduce costs without sacrificing service quality, which is why fostering a culture of public-sector innovation is so important.
- **Collaboration and horizontal coordination.** Most public-sector organizations have existed and operated independently of other organizations and, consequently, government policymaking

has been fragmented. Given the cross-sectoral issues that public-sector organizations address and demands to reduce the cost of transacting with government, horizontal management has become a key concern. In other words, public-sector organizations need to foster greater intra- and interdepartmental collaboration and coordination. Moreover, they must increasingly partner with a variety of civil society actors in delivering public services.

- **Setting goals and targets.** Leaders in the public sector must have a strategic vision. They are expected to deliver concrete, visible results that matter to citizens. A major challenge for public-sector leaders is creating well-defined goals and objectives, cascading targets, and assigning ownership and responsibility for their achievement.
- **Practicing innovation.** Public-sector organizations exist for implementing laws, rules, and policies established by the state. Greater efficiency and effectiveness in the delivery of public services have been a longstanding goal in public administration, which demands creativity and innovation. However, innovation is difficult to achieve because the public sector is extremely risk averse.
- **Leadership development.** To address the many challenges confronting the public sector, governments need to identify and develop the requisite leadership talent. Given the dearth of effective, ethical leadership across a wide spectrum of organizations, this is no small feat. However, the situation is exacerbated because governments are engaged in a war for talent for the best and brightest employees with the private sector, where wages and benefits are typically more lucrative. Moreover, this war for talent is truly global in scope because many of a country's most talented individuals are educated abroad, exposing them to a much wider array of employment opportunities beyond their homelands upon graduation.
- **Good governance.** It is recognized that to serve citizens efficiently and effectively, public servants need to practice good governance, which includes behaving morally and ethically; observing the rule of law; promoting accountability, transparency, and responsiveness; and fostering inclusiveness, participation, and consensus building. This is a challenge for many APO member countries, where corruption is prevalent. In the 2016 Corruption Perceptions Index (CPI) released by Transparency International, the majority of Asia-Pacific countries were ranked in the bottom half of the index (176 countries in total were ranked). While the ROC (31st), Hong Kong (15th),

#### CHALLENGES FACING PUBLIC-SECTOR LEADERS IN APO MEMBER COUNTRIES

- Economic challenges
- Social challenges
- Participation in governance
- Heightened transparency and accountability
- Changes in political leadership
- Overlapping functions in ministries and agencies
- Excessive administrative costs and the need for austerity
- Collaboration and horizontal coordination
- Setting goals and targets
- Practicing innovation
- Leadership development
- Good governance
- Digital governance
- Transforming the culture of the public sector
- Dealing with political influence
- Building and sustaining public trust
- Developing a global perspective



Japan (20th), and Singapore (7th) are among the least corrupt countries in the world, many APO members fared poorly (Bangladesh was ranked 145th, Cambodia was 156th, IR Iran and Nepal shared 131st, the Philippines and Thailand shared 101st, and Vietnam was 113th). In the 2015 CPI, Transparency International criticized Asia-Pacific leaders for being “big on talk,” but taking little action to root out corruption. As noted in the most recent report, “Poor performance can be attributed to unaccountable governments, lack of oversight, insecurity, and shrinking space for civil society, pushing anti-corruption action to the margins in those countries.” This has the effect of undermining public trust in government.

- **Digital governance.** In this information age, leaders in the public sector are expected to maximize the use of ICT to enhance the delivery of vital public services to citizens, making them more convenient and ultimately less costly and more efficient. Public-sector leaders must determine how technological developments such as big data, informatics, and artificial intelligence can be applied to promote e-governance and bring new efficiencies to the functioning of government.
- **Transforming the culture of the public sector.** Leaders in the public sector are expected to transform the culture of public-sector organizations from being rule driven and bureaucratic to postbureaucratic in orientation, focusing more on results and creating public value. The public sector must become citizen-centric, not only focusing on their needs and wants but also engaging and providing them with real influence in the policymaking process. The challenge for public-sector leaders is to utilize human resources effectively and manage resistance to change.
- **Dealing with political influence.** The political–bureaucratic interface is a key feature of the effective functioning of government, but is complex terrain. Senior leaders in the public sector must serve ministers and are often in their positions through political appointments; therefore, they must be sensitive to the needs of their political masters and the realm in which they operate where optics and perceptions are often more important than objective reality. At the same time, they need to maintain their independence and professionalism, avoiding overt politicization of their roles, by focusing on the needs of the administrative realm and pursuing the public interest, ensuring due process, consultation, equal treatment, etc.
- **Building and sustaining public trust.** In many parts of the world and even in some APO member countries, there is growing restlessness and declining trust in the public sector. Leaders in the public sector must build trust between the public and government, both politicians and bureaucrats.
- **Global perspective.** Leaders in the public sector can no longer afford to be parochial; they must adopt a wider, more global perspective or mindset, which includes being sensitive to cross-cultural issues. Public-sector leaders should therefore be aware and stay abreast of trends and developments in both the domestic and global settings, while understanding the international benchmarks for high-performing public-sector organizations and the systems they utilize.

In essence, therefore, public servants in APO member countries, despite different political systems and cultural traditions from their Western counterparts, face the same types of

leadership challenges. Most challenges identified above are ones that public servants in Canada, the UK, USA, and elsewhere continue to grapple with. For example, they too have had to provide better public services with fewer resources; contend with reduced levels of public trust and confidence in government and the bureaucracy; cope with the introduction of ICT in the delivery of public services; work collaboratively with other departmental officials, other levels of government, and, increasingly, various civil society actors; and avoid overt politicization of their public services.

The principal difference is one of timing. For example, public-sector leaders in Western industrialized democracies were confronted with “doing more with less” as part of the new public management revolution of the 1990s, whereas for many APO member countries this is a more recent imperative. The same holds with respect to the issues of collaboration, horizontal coordination, and promoting innovation. The one glaring exception pertains to good governance: while every public service must be vigilant in pursuing the goal of good governance, many APO members are attempting to do so in political systems where moral and ethical lapses and the petty corruption of low-level officials demanding bribes to carry out their basic administrative duties are commonplace. While Western industrialized democracies are not immune to scandals and corruption, the problem is much more prevalent in many APO member economies, with more severe negative consequences.

### **Ongoing Efforts to Develop Leadership Capacity**

#### **OECD Initiatives**

Over the past two decades, the development of leadership capacity has been a central issue for a number of OECD members since it has become inextricably linked with good public governance. Despite this common interest in developing public-sector leaders, however, a wide spectrum of approaches has been employed from highly centralized at one extreme to a market-based approach at the other (with mixed approaches in between). The *École Nationale d'Administration* in France is an example of the former; in this instance, potential public-sector leaders are identified, selected, and developed using a centralized process for choosing, training, and managing these individuals' careers. New Zealand is an example of the market-based approach to public-sector leadership development. It employs a very open process whereby all senior public-service positions are widely advertised and anyone, inside or outside the public service, with the requisite skills and knowledge can be appointed. Between these two extremes are countries like Canada and the USA that have established senior executive services with varying degrees of intervention from the center.

There have been a few discernible trends with respect to public-sector leadership development in OECD countries. First, many have developed comprehensive leadership development strategies, which include a public-sector leadership competency model. For example, in 2004, Canada established a leadership development framework for the federal public service based on the four key leadership competencies of strategic thinking, engagement, management excellence, and public-sector values and ethics. That key leadership competency profile was subsequently revised in 2015 to reflect the complexity and challenges of the evolving federal public service leadership roles. Second, a typical response has been to create new institutions for leadership development, such as the Canada School of Public Service, the now-defunct National School of Government in the UK, or the National Council for Quality and Development in Sweden. Third, in many instances governments expanded their existing management training programs to incorporate leadership development.

### LEADING Asia Project

LEADING Asia, which stands for Leadership Enhancement and Administrative Development for Innovative Governance, is a consortium-based project related to public organizational and leadership development. It was commissioned by the Japanese International Cooperation Agency and is steered by the National Graduate Institute for Policy Studies of Japan in cooperation with related institutes and organizations in the eight ASEAN members Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Thailand, and Vietnam. The main focus of this project is to enhance the capacity of the public sector in participating countries in the region, especially executives and high-level civil servants, to create and execute innovative solutions with respect to important policy issues. The project recently completed research on Asian leadership and management with reference to the competencies of “wise leaders.”

### Selected APO Member Countries

Similar developments are evident in APO member countries, with many adopting leadership development programs for the public sector. This includes training programs and management courses for public leaders, leadership and management proficiency programs, junior leadership development courses, coaching, and certification and graduate programs. Complementing these overt leadership training programs are a number of other programs, such as the development of qualification standards for executive and managerial positions, wage revisions, performance management systems, restructuring, transparency, and anticorruption initiatives. Some public-sector leadership development initiatives in APO member countries are outlined below.

#### Republic of China

Recognizing the important role of public-sector leaders in solving the problems and challenges faced, the government of the ROC constantly looks for leaders who will promote institutional adaptations in the public interest. The Civil Service Development Institute, rebranded as the Civil Service College in July 2017, has the responsibility for training and developing public servants in the four key areas of leadership development, policy capacity training, knowledge and skills training, and self-growth under a three-tiered rank and grading system: 1) elementary (grades 1–5); 2) junior (grades 6–9); and senior (grades 10–14).

In common with many political jurisdictions, the ROC government has developed a core competency framework for developing public-sector leaders which is directed toward junior and senior executives. There are 13 competencies, divided across the two ranks, required by executives in the public sector. Junior executives receive training for and are judged on their ability with respect to six competencies: problem analysis; planning and organizing; performance management; information management; communication and negotiation; and building a successful team. An additional seven competencies are expected from their senior executives: environmental awareness; leading vision and values; facilitating change; policy management; cross-boundary management; public communication; and risk management. In addition, the Civil Service College delivers a management competency workshop for chiefs of sections (grade 9) and a national policy workshop for public servants at grades 12 and higher.

#### Indonesia

To accelerate bureaucratic reform, the Government of Indonesia has established the Leadership Training and Reform Leader Academy programs. The National Institute of Public Administration is responsible for implementing the programs. Accordingly, the Reform Leader Academy involves interjob training, while the Leadership Training Program provides on-the-job learning opportunities.

In the Reform Leader Academy, participants are required to produce policy papers proposing new approaches to reform with corresponding action plans. The participants' output in the Leadership Training Program is an innovative project. A related program of the government is One Agency, One Innovation, which was launched in 2013 to promote public-service innovation.

#### Republic of Korea

As of 2012, the Ministry of Public Administration and Safety (MOPAS) is the agency in charge of education and training for government officials in the Republic of Korea (ROK). MOPAS is “charged with the duty of developing an annual plan for education and training guidelines,” and “has the authority to supervise, support, and evaluate activities related to the education and training of government officials.” The current education and training strategy is geared to implement the Government Innovation Reform Initiative. Accordingly, the training and education of Korean officials are conducted through direct instruction or on-the-job training at government training institutions and through commissioned education.

#### Malaysia

In Malaysia, a variety of learning programs pertaining to leadership and management development are offered by INTAN, the main arm for training and development in the public sector. For example, there are baseline programs for those entering the government, differentiating programs for the middle and senior ranks, and aspirational programs for top management. Like other training institutes, INTAN has set competency objectives for its various programs. For entry-level employees, these are achievement orientation, organizational awareness, and self-confidence. For the middle level, the focus is passion for action, emotional maturity, and desire for knowledge. For the senior level, the competencies shift to adaptive thinking, having impact and influence, and holding people accountable. For the top public leaders, the desired competencies include visionary leadership, community focus, and a society-before-self paradigm.

#### Philippines

In the Philippines, there are three classes of public-service positions: the first level, which includes nonprofessional or subprofessional work in nonsupervisory or supervisory capacities; the second level, which includes professional, technical, and scientific positions in nonsupervisory or supervisory capacities; and the third level, which covers positions in the career executive service. There are several public training institutions mandated to provide managerial and technical training by function or position, and a few institutions that provide leadership development.

An example of a leadership development program is the Executive Leadership Program (ELP) for Career Executive Service Officers (CESOs), which is implemented by the Career Executive Service Board. The ELP follows a three-pronged leadership and management development framework for “knowing oneself, relating with others, and leading the organization” and it involves a community engagement module as its terminal learning activity. The leadership development program revolves around the six core competencies of strategic and critical thinking, leading in a continuously changing environment, developing and empowering others to establish collective accountability for results, networking for productive partnerships, planning and organizing for greater impact, and driving performance for integrity and service.

The Philippines has also established the National Government Career Executive Service Development Program for high-level civil servants, i.e., senior executives in the third level and middle managers (successors to the third level). Another leadership development opportunity is the Public Management

Development Program (PMDP), which provides long-term training geared toward developing strategic managers and transformative leaders. The PMDP creates a culture of innovation in the public sector by requiring participants to design and implement a reentry project that is highly relevant, innovative, citizen-centric, collaborative, and able to show visible results.

### Thailand

In Thailand, the Office of the Public Sector Development Commission was established in 2002, which has the function, among others, of promoting understanding and organizing training sessions on changing the paradigms of senior managers in order to facilitate public-sector development. Institutions of higher learning are also actively involved in providing leadership development programs for the public sector.

### APO Framework for Developing Public-sector Leadership for Innovation and Productivity

This was a limited survey and cursory overview of the public-sector leadership development initiatives in APO member countries. The intention was merely to demonstrate that many of the common elements designed to build public-sector leadership capacity in OECD countries have also been undertaken in the Asia-Pacific region. Several other APO member countries not mentioned above have similarly started to adopt their own public-sector leadership development programs.

These APO member countries can be divided into three categories. Category 1 comprises those with relatively advanced forms of public-sector leadership development programs that focus on leading innovation and productivity. Category 2 countries have some form of public-sector leadership development programs, but they are immature and require more planning and resources to build leadership capacity in a way that is effective and sustainable. Finally, category 3 countries have no public-sector leadership development programs at present but demonstrate interest in and willingness to undertake them.

The intent of this framework is not to replace what is already being done in these jurisdictions, but rather to complement and enhance those initiatives or to encourage the public services of APO members to prioritize public-sector leadership if they have not already done so. Wherever possible, this framework adopts the good practices already rooted in the APO membership to benefit those not as far along in fostering leadership development in the public sector. It will also ensure that the region takes a more coherent, comprehensive approach to public-sector leadership development.

**“Given this long-standing neglect and the critical importance... of administrative leadership, these individuals are the primary targets of the APO Public-sector Leadership Framework...”**

## Scope and Targets

### Administrative and Political Leaders

As noted above, there are two types of leaders in the public sector. The first and most obvious are political leaders, who are usually, but not always, elected to their positions. They are recognizable figures by virtue of their high-profile positions, and the public expects them to provide leadership with respect to the policies that their governments pursue and how public goods and services are delivered. Not surprisingly, political leadership has been the historic focus of academic studies on public-sector leadership.

Less obvious is the leadership provided by the second group who comprise a state’s administration or bureaucracy. Only in the past two or three decades have scholars and governments recognized the importance of and potential for leadership from those individuals. Given this long-standing neglect

and the critical importance of administrative leadership, these individuals are the primary targets of the APO Public-sector Leadership Framework. Therefore, virtually all of the targeted leadership training and development programs outlined in Part 2 of this document are earmarked for them.

Despite the emphasis in this framework on developing the leadership capacity of public servants (i.e., administrative leaders), it does not completely ignore the role that political leaders play in the development of public-sector organizations. For example, for innovation and increased productivity to be possible in the public sector, it is essential that a country's political leaders foster a culture where experimentation can thrive. APO member countries need politicians who are not only willing to tolerate failure when public servants are unsuccessful in their honest, legitimate attempts to innovate but also will serve as sponsors and even champions of such efforts. As such, the political class should also be exposed to leadership training and development opportunities. This will enable politicians to develop their own leadership potential and, more importantly, ensure that they promote, rather than hinder, efforts to nurture administrative leaders in the public service.

### **Levels of Government and Types of Public-sector Organizations**

The APO's previously published Public-sector Productivity Program Framework identified three key targets, which are also germane for the purpose of this framework. This classification essentially covers all of the various types of public-sector organizations at all levels of government (depending on whether the APO member is unitary or federal).

Government departments are the main organizational units for delivering programs and services to the citizenry, whether at the central/national/federal, state/provincial, or local/municipal levels of government. These employees are considered the "core" members of the public service.

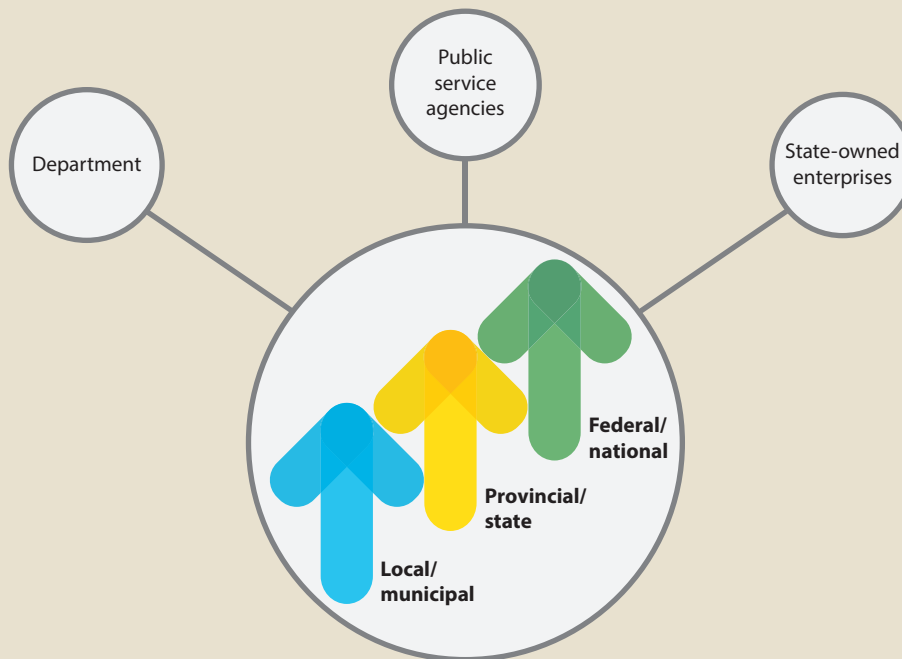
Public service agencies also typically comprise a vast number of additional organizational entities as part of the overall machinery of government. These statutory and other agencies, which similarly provide an array of public goods and services, can be classified according to a number of different labels (e.g., agency, board, commission, tribunal, advisory committee, foundation, etc.) and enjoy varying degrees of autonomy from the government. Some might be considered part of the core public administration, while others are likely distinct for classification purposes.

State-owned enterprises (SOEs), also referred to as public enterprises or crown corporations, operate much like private-sector businesses but the government owns them wholly or in part (usually more than 50% of shares). They may have a great deal of day-to-day autonomy but are ultimately accountable to government through a variety of mechanisms, including business plans and annual reports. Governments also maintain control of these entities through the appointment of the administrative heads of SOEs as well as the members of their boards of directors.

As depicted in Figure 1, the APO and its affiliated NPOs are concerned with enhancing the leadership of public servants in all types of public-sector organizations and across all levels of government. Those who are working as part of the "core" public administration, in the various departments at the local, state, and national levels of government, are the most obvious targets for leadership development. These individuals are widely recognized as employees of the state and are responsible for the delivery of critical public services, which consume significant government resources. The benefits associated with building their leadership capacity in order to foster innovation and enhanced productivity are obvious.

**FIGURE 1**

**FOCUS FOR DEVELOPING PUBLIC-SECTOR LEADERSHIP.**



Source: authors.

However, a large and growing number of individuals are employed by a wide range of public service agencies and/or SOEs and are either not technically employees of the state or perhaps perceived of as such by the citizenry but who nonetheless are responsible for delivering important public services. Even in the case of SOEs, which are more akin to private-sector organizations and have a significant degree of autonomy from the government, a clear public purpose is being pursued. Therefore, governments and their citizens should be deeply concerned with the leadership capacity of those who are employed in the various public service agencies and SOEs. For that reason, they are included in this framework.

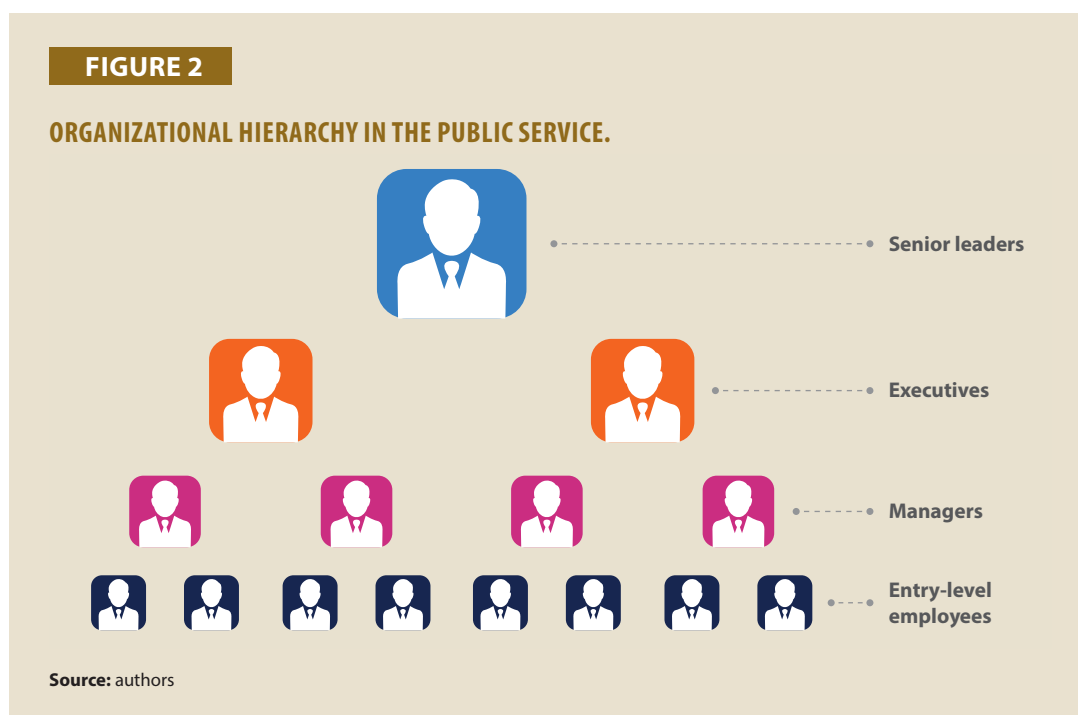
**Organizational Hierarchy**

While the notion of a single, heroic leader guiding an organization through turbulent times still resonates to some degree in the leadership literature, there is growing recognition that in the 21st century leadership has evolved in important ways. First, leadership is no longer perceived as the exclusive domain of middle management and senior executives. Both in the public and private sectors, it is now commonplace to speak of the need to develop leaders at all levels of the organization since leadership can be exhibited at all ranks, even the most junior. If leadership is a dynamic process of interaction whereby an individual influences changes in the thoughts and actions of others, then there is no reason why it should be confined to those at the top of the organizational hierarchy. There may be more obvious opportunities to lead as a senior official, but lower-level employees also have chances to influence others.

Second, leadership has become much more of a group process. In other words, shared or distributed leadership is becoming the norm in a variety of organizations. This is particularly true of the public

sector, where administrative leaders are increasingly relying on partners within, across, and outside of government to accomplish their organizational objectives. This new operational reality of horizontal management and networked governance necessitates collaborative approaches to solving organizational problems and achieving results.

Each APO member country uses different terminology for classifying the various ranks of its public services. This framework therefore does not attempt to use specific positions but relies on a generic classification of the public service hierarchy (Figure 2), letting each APO member equate the levels to its own public-sector organizations.



While the capacity for leadership extends beyond the ranks of senior executives, as shown in Figure 2, the APO Public-sector Leadership Framework primarily targets those appointed as “executives” and “senior leaders”. “Senior leaders” occupy the deputy head role (i.e., deputy minister or equivalent title, such as permanent secretary) or equivalent (e.g., president or chief executive officer of an SOE). “Executives” hold positions a few levels below a deputy minister with significant executive management or executive policymaking responsibility.

The reasons for this focus are threefold: first, there is a paucity of effective leaders at this level; second, financial constraints in the public sector generally necessitate a prioritization of resources that are dedicated to training and development; and third, high-level public officials can potentially have a transformational impact on their organizations.

Focusing on executives and senior leaders throughout all public-sector organizations is merely a pragmatic response to resource scarcity. Over time, as more resources become available, this leadership framework should extend to middle managers and supervisors and then to those appointed below the level of manager. All layers of the public-sector hierarchy are important, but they require different leadership development interventions because of their distinct roles and responsibilities.



## Key Principles Guiding Public-sector Leadership

The aim of this framework is to promote the development of a robust cadre of leaders for the promotion of productivity in the public sector. The key purposes of a public-sector leader and his or her public-sector organization are:

- To create public value. Public value is created when the benefits that accrue to stakeholders, especially citizens, exceed the value of resources expended in the delivery of those benefits. This is essentially about doing more with the same or fewer resources, that is, improved efficiency or productivity.
- KEY PURPOSES OF PUBLIC-SECTOR LEADERS AND ORGANIZATIONS**

  - To create public value with enhanced efficiency and effectiveness
  - To engender trust among citizens in public services and institutions
- To engender trust among the public in public services and institutions. Better outcomes reduce resentment and accord legitimacy to government actions. They increase public confidence in the government's ability to make good decisions. Hence, leaders must ensure that outcomes of government service delivery initiatives are achieved cost-effectively.

Leadership development expands the capacity of individuals to perform in leadership roles in various public-sector organizations. Such leadership should be targeted to promote productivity, including facilitating strategy execution, building alignment within the various components of the organization, and developing the capabilities of others. It is strategically important for leaders to create value by citizen engagement, developing a culture that rewards good performance, managing successful teams, creating strategic alliances, exercising strategic leadership, and training leaders in their organizations. Leadership development can provide the means to handle current and future challenges.

The following 10 fundamental principles should guide public-sector leadership development in enhancing productivity for improved public services.

### Principle 1: Leadership Capacity Can Be Developed through Experience and Training

While the “nature” versus “nurture” debate lingers on in the leadership literature, a key premise of this framework is that most individuals can enhance their leadership skills primarily through experience, but formal training and skill development also play a role. Not everyone who is provided with the same experiential learning opportunities and formal training will become equally effective as a leader; however, all have the ability to improve their leadership potential. This implies a dual responsibility: first, managers should identify and nurture individuals with leadership potential; and second, employees must embrace opportunities to develop and lead in the public sector.

A central component in developing leadership capacity, which many public services around the world including several APO members have already adopted, is the implementation of a leadership competency model that can be incorporated into an overall human resources management (HRM) model. These competency models are used across the entire spectrum of HRM, from recruitment and selection, to promotion, to training and development, and to compensation of public servants.

Part of developing an individual's leadership capacity is the need to evaluate his or her transformational impact on the organization, public sector, and society. The assessment of impact is difficult as policies, values, choices, and actions are generally ambiguous and contested in the

public sphere. Goals are rarely simple, and different stakeholders take different views or positions of the value and effectiveness of a leader's actions. Nonetheless, a before-and-after comparison of the performance of an agency using appropriate key performance indicators (KPIs) can be useful to assess the transformational quality of leaders.

### **Principle 2: Leadership Development Must Respect Uniqueness and Diversity**

A public-sector leadership framework must be nonprescriptive and flexible so that it can be adapted to the specific needs of APO member countries. Leadership skills and methods for developing them must take into account the cultures, diversity, and political systems of members. There must be diversity in both the leadership cadre specifically and throughout the public sector more broadly. Women and talent from various socioeconomic backgrounds in public-sector leadership positions will allow for the cross-fertilization of ideas from various sources. Such a melting pot of ideas will promote creativity and innovation in public-service delivery.

### **Principle 3: Leaders Must Embody and Promote Core Values**

There are three categories of values in the public sector: ethical; democratic; and professional. Ethical values include fairness, integrity, and equality, while democratic values deal with concerns for democracy and responsiveness, both to politicians and the public. Professional values include excellence, professional competence, continuous improvement, and efficiency and effectiveness.

Public-sector values, especially ethical ones, must remain at the core of every decision and action of every civil servant. Productivity improvement also requires a strong commitment to integrity, ethical values, the rule of law, and openness. In promoting productivity, public-sector leaders must live up to the specific values of impartiality, incorruptibility, and selflessness.

Public value and the values of public organizations are interlinked. The values and culture of an agency determine the extent to which public services create value. For example, obedience to a superior's command in the army ensures that the army functions well, especially in wartime. Similarly, a culture of teamwork is likely to improve coordination throughout an organization for higher productivity. A commitment to quality, strong customer focus, and respect for the customer are also virtues that augur well for the quality of outcomes. Therefore, leaders should ensure that values favorable to productivity improvement are embedded in the culture of the organization. These values should be communicated clearly and understood by all. They should be promoted throughout the organization through such means as codes of conduct, frequent staff consultation and communication, exemplary leadership behavior, performance assessments, and a system of rewards and sanctions.

### **Principle 4: The Public Sector Should Strive to Be a Learning Organization**

The best way to learn and develop is by making decisions and taking action in the workplace. This will occasionally result in mistakes. Politicians and senior public servants need to resist the temptation to censure employees when such mistakes occur; instead, they need to provide strong leadership by fostering a culture in which employees are not afraid to experiment, innovate, and take risks.

Supportive leaders who are tolerant of such behaviors are required to develop the organizational capacity for productivity improvement. That capacity must be built along the following lines:

- Developing the capability of leaders to lead, motivate, and extract accountability from their employees;

- Developing skills in risk and complexity management;
- Recruitment and proper deployment of employees in jobs that optimize their strengths;
- Alignment of structures, systems, and processes, including technology, with the culture, vision, and purpose of the public sector and of the individual agency;
- Knowledge sharing and integrating databases across the public sector; and
- Building a leadership brand by developing a group of leaders who are exceptional in meeting citizens' concerns.

Underpinning all of these factors is the need for continuous learning and improvement to adapt to the ever-changing public service environment and customer trends. At the end of the day, mistakes will be made and failures will occur; when that happens, the public sector, as a learning organization, must learn from those errors and ensure that they are not repeated in future.

#### TEN KEY PRINCIPLES GUIDING PUBLIC-SECTOR LEADERSHIP

1. Leadership capacity can be developed through experience and training.
2. Leadership development must respect the uniqueness of each APO member country and its inherent diversity.
3. Core values characterize the sector; leaders must embody and promote those values.
4. The public sector should strive to be a learning organization.
5. Leaders need to be strategic.
6. Results matter.
7. Focus on citizen engagement.
8. Intra- and interagency collaboration are key drivers of success in the public sector.
9. Leaders should help grow other leaders.
10. Leaders should promote national competitiveness by improving productivity.

#### Principle 5: Leaders Need to Be Strategic

Knowing where a public-sector organization is headed is a key motivating factor for its employees. What the organization stands for and its purpose give meaning to them. A shared understanding of what the organization stands for is an important ingredient in the recipe for productivity improvement. It therefore behooves leaders to set the vision and purpose of their organizations.

The purpose of the organization should be clearly identified, since it is the reason for existence. Also defined as a mission, which can be a broader concept, the purpose offers meaning to employees and shows that they are working for a worthwhile cause. Additionally, as part of the overall vision framework, the core values that guide the behavior of employees must be specified. A vision framework therefore incorporates the long-term goals, purpose, and values of the organization.

Strategies are the actions taken to achieve the long-term goals and to discharge the purpose or mission of the organization. Mission statements usually include a declaration of purpose, core values, and strategies or roadmaps for achieving the purpose and long-term goals.

Leaders should not only take charge in setting the vision, purpose, and values but also turn the vision into realistic, achievable, measurable objectives with a specified timeline for achievement. The vision, mission, values, objectives, and strategies should be communicated and reinforced at every opportunity so that they are always at the forefront of the minds of employees. Such reinforcement can be accomplished by linking recognition and rewards to the demonstration of those values.

### **Principle 6: Results Matter**

A challenging set of performance measures with stretched targets and periodic monitoring of progress in achieving the targets improves productivity. Genuine outcomes are better performance targets than narrower outputs or activity measures, because the latter can be distorted or “gamed.” The use of child mortality rates as a target in developing countries is a good indicator as it captures a range of other factors. It is less prone to exaggeration by agencies than output measures such as the number of vaccinations administered.

Although sometimes difficult to measure, accountability mechanisms need to be put in place to account for outcomes. Mere reliance on process-driven inspections or audits that measure narrow indicators of efficiency may not be appropriate to gauge productivity improvement. An accountability mechanism that holds a leader responsible for the achievement of the outcomes of the organization in the form of performance contracts or scorecards is ultimately required. This makes it possible to nurture a culture of high performance, which values productivity.

### **Principle 7: Focus on Citizen Engagement**

Leaders should know how to engage citizens since they determine what is valued and whether value has been created. The days of a government knowing what is best for its citizens are over. In a consumerist, globalized world, citizens have better access to knowledge of what is happening in public services worldwide. They value better outcomes in the form of higher-quality public services provided quickly and affordably. Voluntary and community associations, as well as business, professional, and citizens’ groups, now play a central role in achieving public policy goals.

To create value, therefore, public-sector leaders must engage citizens through a variety of methods in decisions relating to the delivery of public services. For example, if crime is a concern, citizens can be empowered to institute programs such as neighborhood watches, citizen patrols, and regular meetings with the police. Additionally, leaders must be alert to emerging patterns of citizen preferences and respond to them for better outcomes in public-service delivery.

### **Principle 8: Intra- and Interagency Collaboration Are Key Drivers of Success**

Intraagency collaboration refers to the need to establish high-performing teams in the public sector. In doing so, public-sector leaders are able to create value for their organizations by achieving better results in less time using fewer resources because there is greater synergy from working in teams in pursuit of productivity improvement. Public-sector leaders should set up small but effective teams to pursue different organizational goals. Ideally, team members should come from across the agency. They must be carefully chosen for their ability to be team players and contribute to the team’s work. Team-building skills should be nurtured among the members.

Interagency collaboration is important because few, if any, public-sector agencies can achieve their intended outcomes solely through their own efforts. Relationships with other entities are particularly important if they serve the same users or communities or if they provide complementary or related services. Public-sector agencies must therefore work with other institutions to improve services and outcomes. The command-and-control mode, hierarchy, and silo thinking are no longer applicable in the age of “connect and collaborate.”

This whole-of-government approach, or horizontal government, requires developing formal and informal partnerships with related agencies in the public and private sectors. Crime prevention, for example, may require the joint collaboration of the armed forces, police, and prison and immigration

authorities. Such collaboration allows for agencies to share their resources more efficiently and achieve their common outcomes more effectively. In Malaysia, the police use the training facilities of the armed forces and undertake joint street patrols.

Collaborations should go beyond their traditional scope of formal control. The changing environment challenges communities and governments with complex new problems. Leaders should therefore work with all sectors of society, business, and levels of government to overcome those new challenges.

#### **Principle 9: Leaders Should Help Grow Other Leaders**

Building on the first principle, growing leaders is an important investment for the future of the public sector. Growing leaders at all levels prepares public servants to face the uncertain future environment of public-service delivery. It is incumbent on current public-sector leaders to invest time, energy, and effort in developing the next generation of public leaders.

Public-sector leaders must be exemplars, demonstrating character and capability in word and deed to those they lead. They must also act as mentors, developing deep, lasting relationships with protégés. Related to the mentorship role, leaders need to be coaches, providing employees with a range of on-the-job experience, such as job rotation, reassignments, or team projects, to learn leadership. Finally, leaders must be teachers. They should reflect upon their own experiences and impart their wisdom by developing a “teachable point of view.” Moreover, rather than hiring outside consultants or leaving leadership development to the human resources professionals, leaders should take a hands-on approach in serving as trainers for in-house experiential leadership development programs.

#### **Principle 10: Leaders Should Promote National Competitiveness by Improving Productivity**

Public-sector leaders should promote the competitiveness of the nation as one of the key features of creating value. Such value creation takes the form of a business-friendly environment for the promotion of national competitiveness. A public sector that is devoid of red tape with simplified rules and regulations augurs well for the ease of doing business. Such an environment will attract both domestic and foreign investment and promote exports.

Productivity can also be enhanced by effectively managing costs while simultaneously improving outcomes. A leader should implement lean management to remove clutter in the management and service-delivery processes in the public sector.

### **Developing Public-sector Leadership for Innovation and Productivity**

A significant percentage of organizations do not succeed because of a lack of effective leadership. The absence of leadership can also negatively affect an organization’s productivity, which is an area where some APO member countries lag behind their counterparts elsewhere. Unlocking the potential for productivity in APO members will help to narrow that gap. Leadership, therefore, is important to orchestrate the operations of an organization so that it can achieve its goals and purposes efficiently and effectively. Leaders do so by building capacity and a culture of high performance, founded on a set of core values.

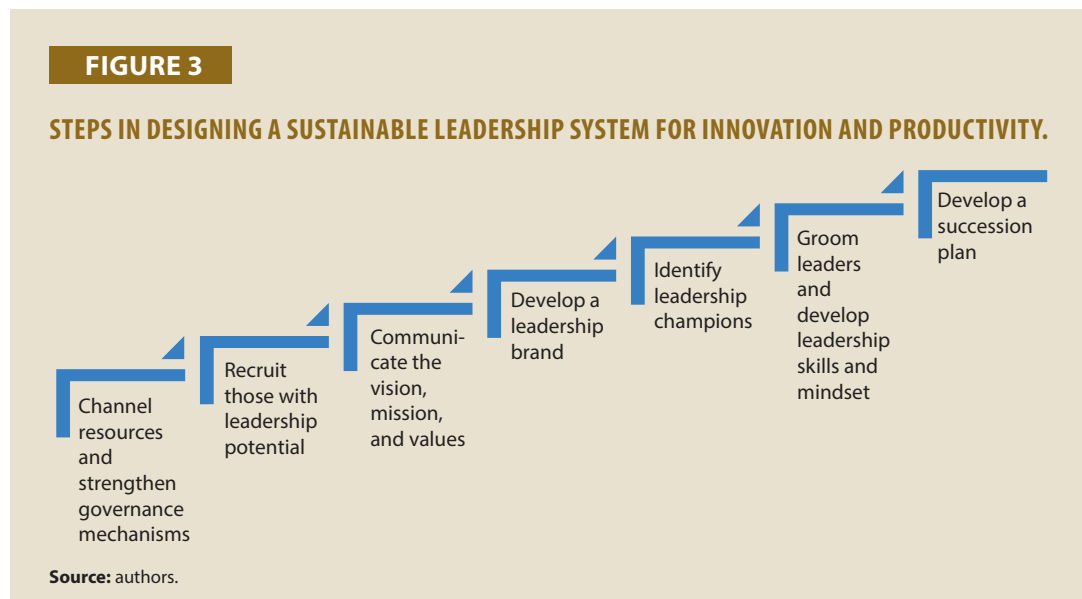
In the public sector, administrative leaders ensure that their organizations create value for their stakeholders, i.e., politicians, employees, and citizens. They ensure proper governance so that citizens continue to place trust and confidence in the public sector to deliver the quality services that they want. Therefore, APO member countries should give special attention to developing

sustainable public-sector leadership if they want to increase citizen satisfaction, promote greater public trust, and improve the quality of life.

Sustainability has two dimensions. First, leadership is not a one-off feature in the delivery of public services. The ideals, skills, and efforts of current leaders in creating value and good governance are usually inherited from past leaders. As current leaders mentor and coach others, they collectively pass on their accumulated skills and experience to their successors. This accretion and entrenchment of leadership principles in the public sector, which will not unravel or erode upon the departure of one cohort of leaders, is the hallmark of sustainable leadership.

Second, leadership sustainability also refers to the simultaneous pursuit of both short-term and long-term goals by leaders in a variety of public-sector organizations. Sustainable leadership is not about producing improved public services over the short term alone; it is also about achieving the long-term goals that matter to people, i.e., economic growth, prosperity, and well-being. Sustainable leadership is concerned with effecting lasting changes in the ways public services are delivered by transforming the culture of the public sector so that it manifests the values of good governance, which, in turn, are a prerequisite to promoting long-term productivity improvements.

Sustainable leadership development should be a key strategy of any public sector. A sustainable leadership system can be built following the steps shown in Figure 3, which are expanded on below. The public sector's future success in delivering services depends on its ability to identify and develop the next generation of leaders. A well-designed system that recruits and develops leaders on the basis of the strategic direction of the public sector is the foundation for a sustainable leadership system. This in turn will enable public servants to resolve citizens' concerns and national challenges now and in the future.



### **Step 1: Channel Resources and Strengthen Governance Mechanisms**

To be truly embedded in the fabric of the public sector, a sustainable leadership system requires heavy investment in leadership development. The Powell Doctrine, first enunciated by former Chief of Staff of the US Armed Forces and Secretary of State Colin Powell, states that a disproportionate amount of resources should be allocated to overwhelming and permanently disabling an enemy. Similarly, to embed a sustainable leadership system permanently, a

disproportionate amount of resources (financial, time, and human capital) should be expended across a spectrum of leadership-related activities. These activities range from recruitment and retention, training and development, and coaching and mentoring to succession planning.

While all APO member countries have institutional mechanisms for the promotion of productivity improvement in the private sector, equal emphasis should be given to efforts in the public sector. The skewed focus on private-sector productivity is understandable since it is more easily measured. Nevertheless, public-sector productivity improvement should be given greater focus. To some extent, this is currently being addressed by the APO and various NPOs, but a more specialized, dedicated focus on the public sector will serve to expedite this agenda.

#### Action Plan for Step 1

1. Ensure that there is support from both political and administrative leaders for enhancing productivity in the public sector.
2. Conduct productivity audits to identify specific issues that affect productivity growth and assess current operational capabilities of departments and agencies.
3. Develop a three-to-five-year blueprint for public-sector productivity enhancement, including an action plan for productivity growth, using KPIs, timelines, a performance-based reward system founded on productivity improvement, and a mechanism to reduce overlapping functions and redundancies.
4. Develop a dedicated public-sector productivity portal enabling the dissemination of productivity-related information, including best practices, initiatives, and programs of public-sector organizations, both locally and internationally. The portal should also provide adequate information for public-sector organizations to undertake self-assessment of their productivity levels relative to other agencies in the sector.
5. Appoint productivity champions for a cluster of related public-sector organizations in a particular area of service delivery, for example, crime control, rural development, or urban transportation. These productivity champions will spearhead productivity initiatives in their clusters. Productivity champions can be the chief executives of public-sector organizations considered the lead agencies in their clusters. These productivity champions will help prepare the productivity blueprint and cluster-specific productivity roadmaps. The latter will include strategies, action plans, and targets for the clusters. The roadmaps will also specify the detailed initiatives to achieve the targets. The achievement of productivity targets will be a key criterion for performance rewards.

#### Step 2: Recruit Employees with Leadership Potential

Sustainable leadership starts with recruiting public-sector employees with leadership potential. A sustainable leadership system should provide intrinsic rewards and extrinsic incentives to attract and retain the best and brightest talent relevant to the public service.

#### Action Plan for Step 2

Develop a recruitment strategy for attracting and retaining leadership talent. This should be done both at the departmental level by working with HRM personnel and centrally (if a centralized hiring function exists) with the public service commission or central personnel agency. Talented

employees are attracted to public service based on a number of factors, including competitive wages and benefits, being able to utilize their education and experience to make a difference, challenging job assignments, training and development opportunities, commitment to work–life balance in the organization, career mobility, etc. The challenge is to determine which factors are important to the human talent in a specific country. Recruitment can take place at career fairs, on campuses at postsecondary institutions, and online as part of a government recruitment website.

### **Step 3: Communicate the Vision, Purpose, and Values of the Public Sector**

A sustainable leadership system exists to fulfill the purpose of the public sector and that of its various organizations, which is essentially to create public value. The purpose offers a “true north” to align all leadership development efforts. The public sector should clarify its purpose, vision, and core values throughout the bureaucracy. If possible, it should involve public employees, citizens, and other stakeholders in setting or refining its vision, purpose, and core values. This gives employees a shared sense of purpose.

#### **Action Plan for Step 3**

1. Determine the vision (long-term goals), mission (purpose), and core values (tenets of good governance) of the organization. They should be developed in reference to the broader vision, mission, and values of the public sector as a whole. If these already exist, revisit them to ensure that they are attuned to the current internal and external environments of the organization.
2. Establish the strategic direction of the organization. Once it has been determined, specify the expected program outcomes, strategies that must be initiated, time-bound milestones, and resources to be mobilized to achieve the desired outcomes.
3. Assess the actions and behaviors of administrative leaders against the strategic direction of the organization. Ensure that all leadership actions are aligned with the vision, purpose, and strategic direction of the organization.

### **Step 4: Develop a Leadership Brand**

A sustainable leadership system is predicated on public servants exhibiting a set of leadership qualities as reflected in the leadership competency model. It is ultimately the collective leadership capacity across all levels of public-sector organizations, which will constitute its leadership brand.

The mission and core values of the public sector are the starting points to inspire the development of the leadership brand. The brand should engender trust in leaders to deliver high-quality public services quickly and affordably. The leadership brand should form part of the culture of the public sector, as it will determine the competencies of leaders at all levels across a range of organizations. Moreover, the leadership brand should become a benchmark for the development of leadership across generations.

#### **Action Plan for Step 4**

Develop a public-sector leadership brand. A strong leadership brand is created with the establishment of a high level of leadership capacity across all organizational functions and hierarchical levels of public service. When leaders at all levels of public service are in agreement about which results are important, develop a consistent approach for delivering those results, and marshal the necessary resources to ensure success, then a leadership brand has been



developed. This will facilitate recruitment to the public sector and help drive employee commitment, ensuring greater retention of talented human capital.

### **Step 5: Identify Leadership Champions**

Leaders must be cognizant of the important role that they have in terms of raising the productivity of their organizations through leadership development and innovation. Most importantly, this means that existing senior public-sector officials must support and nurture an organizational culture where opportunities to grow as leaders and take risks are provided to employees. Moreover, they must be willing to serve as coaches and mentors to emerging leaders within their public-sector organizations and the broader public service.

Therefore, a main task of senior leaders is to develop line managers, who are central to the leadership development process, into “leadership champions.” These are managers who consider it important to develop a team of potential leaders and take responsibility for developing them. These champions should be immersed in the mission and values of the public sector. They should also be knowledgeable about the public-sector leadership brand so that they can develop like-minded leaders.

#### **Action Plan for Step 5**

1. Develop a list of potential leadership champions in the organization. The first challenge is to identify individuals who already possess the requisite competencies to lead in the public sector or have the ability to develop those competencies in a timely fashion. Once the future leadership cadre has been identified, begin to provide those individuals with targeted leadership training and development.
2. Amend the performance appraisal system so that senior leaders, executives, and managers are assessed regularly on their ability to identify and groom other organizational leaders.
3. Establish a formal leadership mentorship program. This will ensure that senior leaders and executives assume responsibility for developing leadership talent. Work with the APO/ NPO to create a mentorship program that spans member countries to provide public servants with a more regional and global perspective on leading in the public sector.

### **Step 6: Groom Leaders and Develop Leadership Skills and Mindsets**

To revisit the first principle of this framework, every public servant has the potential to improve his or her effectiveness as a leader. Therefore, the central question is not whether leadership capacity can be developed in the public sector, but rather the extent to which it can be improved and the methods employed to do so. In the short term, priority must be given to developing the leadership capacity of the most senior public servants; however, in time and as resources permit, targeted interventions will enable a much broader range of civil servants to become more effective leaders. Eventually, it is envisioned that public servants across all levels of the bureaucracy will be targeted for leadership skill development.

Based on the leadership brand, with special emphasis on the public-sector leadership competency model, the sector should seek and develop people with the potential to assume higher leadership positions in the future. This can be accomplished through a variety of both formal and informal methods, including leadership workshops, training courses, and certification programs. However, studies consistently reveal that the most effective methods for developing leadership ability involve informal or experiential learning such as stretch projects that push employees out of their comfort

zones into challenging jobs, assigning difficult or unusual tasks, providing employees with rotational job assignments, coaching and mentoring, etc.

Public-sector employees can enhance their leadership ability by enrolling in education and training initiatives offered by private training institutes, the postsecondary educational sector, and other organizations like the APO; however, the most effective leadership training and development derive from in-house initiatives. These may be offered at the departmental or agency level, but there is also a need to coordinate these efforts centrally by a public-sector organization dedicated to the training and development of its employees.

Part of grooming managers to be effective leaders involves fostering six key mindsets. If the public sector is to be relevant in the future, the public services of APO member countries should seek to develop a balance of the following mindsets in their leaders whenever their public servants are undergoing formal training:

- A mind for service to stakeholders, i.e., the public, political masters, various public interest groups, and employees, is crucial.
- A respectful mind allows for empowerment and the airing of ideas by all employees in the organization. The respectful mind is empathetic to differences among individuals and groups. In managing such diversity, a leader with a respectful mind seeks to understand and work with those who are different and with differing ideas. Research suggests that leaders are effective when they seek to understand and help one another reach common goals. Teamwork success depends on leaders possessing a respectful mind. Team members respond favorably when their suggestions are considered seriously and they are encouraged to ask questions and challenge the views of others. Such an approach promotes buy-in once a decision has been made.
- A synthesizing mind is able to combine the views of all relevant parties into a coherent set of policies and strategies to enhance the quality, efficiency, and impact of public services. Such an attitude can help create a shared meaning of what productivity improvement in the public sector involves. The synthesizing mind is also able to select crucial information from the vast array of knowledge that is available and integrate that information in ways that make sense to service-delivery improvement. Such a mindset adds to a leader's emotional intelligence.
- A disciplined mind has mastered a single discipline of knowledge. Becoming an expert in one area of public-sector operations is important to survive in a demanding workspace. This is because the public sector carries out myriad functions, including planning and budgeting, reforming public administration, trade and investment promotion, science and technology development, rural development and urban well-being, local government, health, education, socioeconomic development, execution, and monitoring and evaluation.

#### **SIX MINDSETS OF EFFECTIVE PUBLIC-SECTOR LEADERS**

1. A mind for service
2. A respectful mind
3. A synthesizing mind
4. A disciplined mind
5. A creating mind
6. An ethical mind

Therefore, it is important in the early stages of the career of a leader that he or she gains mastery of a skill or a body of knowledge in one area of public-sector service delivery.

- In promoting productivity, leaders should possess a creating mind. Such a mind goes beyond synthesizing existing knowledge to pose new questions and offer new solutions or reconfigure existing ones. Any leadership development program should be designed to develop such thinking to promote innovation in service delivery.
- An ethical mind should be cultivated for the promotion of good governance and integrity. It will also ensure increased accountability and transparency in public expenditure and service improvements.

#### Action Plan for Step 6

1. Determine if the department and/or broader public service has a leadership competency model. If so, then ensure that it is being incorporated into all facets of the talent management process (recruitment, acquisition, promotion, training and development, and compensation). If not, then begin a conversation with the public service commission or central personnel agency to develop and introduce one. Identify or update the desired leadership competencies at all levels of the organization. These competencies should ensure the achievement of the organization's vision and fulfillment of its purpose. Benchmark those competencies against those of other successful public-sector organizations within and outside the country.
2. Identify the key internal and external challenges to the organization. Leadership development should ensure that leaders have the competencies to respond to these environmental challenges.
3. Determine competency gaps of prospective leaders and ensure that leadership development efforts (i.e., coaching and training) are designed to narrow or eliminate the gaps.
4. Empower employees with greater managerial flexibility. This will motivate them to fulfill their responsibilities, unleashing their potential for higher productivity and creativity.
5. Establish an effective risk management system. Leadership development should seek to foster leaders who are prepared to take and manage risks. A risk management system should be established to weed out those initiatives that are hopeless at the outset. When risks are taken in good faith, leaders should not be punished for any failures.
6. Promote a public-sector culture that is conducive to innovation. If public-sector leaders are going to be able to deliver public services more efficiently and effectively, then they must support experimentation and failure. Employees must be empowered to use their creativity to come up with innovative solutions to the challenges they face. This will also require leaders to maximize the use of ICT to enhance the delivery of public services to citizens. Public-sector leaders must see how technological developments such as big data, informatics, and artificial intelligence can be applied to promote e-governance and bring new efficiencies to the functioning of government.
7. Establish a central government agency responsible for leadership and managerial training and development. This organization can provide a range of generic leadership

and management training courses and programs as well as more targeted development opportunities for so-called high fliers who have been identified as the next generation of public-sector leaders.

8. Ensure that all public servants have a learning plan. These plans serve as a tool for managing and planning each employee's learning development by identifying the skills that need to be enhanced and the various courses, specialized programs, and learning experiences that they intend to complete to develop competencies.
9. Work with academia and the APO to support the development of cutting-edge leadership research and the identification of best practices, particularly those specific to the Asia-Pacific region. This includes case studies of public-sector leadership issues and challenges specific to the region that can be used in both national and APO/NPO training programs.

### **Step 7: Develop a Succession Plan**

A sustainable leadership system requires systematic planning for succession to replace impending retirements in the senior executive service. Once high-potential employees have been identified as future leaders, a skill roadmap should be developed for them. This can avoid the “quiet crisis” experienced in countries like Canada and the USA, where a huge percentage of the senior executive service retired in a fairly short period of time without adequately understanding the impact that this would have and ensuring that the next generation of public-sector leaders was prepared to assume the reins of power.

#### **Action Plan for Step 7**

Develop a leadership succession plan as part of the HRM process. This will help to identify where there are existing and future leadership gaps within the organization and identify the next generation of leaders for the department or agency and the broader public sector.

## PART 2

# RESOURCES AND TOOLS FOR PUBLIC-SECTOR LEADERSHIP

### Developing a Public-sector Leadership Competency Model

A critical component of this framework is the creation of a public-sector leadership competency model. There may be the potential to develop such a model under the auspices of the APO which would be applicable for public servants across the Asia-Pacific region. However, the more likely strategy is that each APO member will develop its own unique leadership competency model to reflect the specific needs and culture of its public sector. One of the first tasks is to determine the various competencies that should comprise this public-sector leadership competency model.

Some guidance on the appropriate public-sector leadership competencies can be gleaned from two sources. First, it may be helpful to examine the established leadership competency models used in other countries. A number of these models are summarized in the Appendix and, as noted previously in this document, there is a significant degree of overlap in the types of public-sector leadership competencies identified in those countries. Second, it is possible to look to APO member countries themselves. They identify the attributes of a good public-sector leader in terms of character, knowledge, and skills to function successfully, raise productivity, and stimulate innovation. Table 1 identifies a wide range of characteristics and specific knowledge, skills, and abilities (KSAs) required to lead in the public sector as identified by the participants in the Workshop on Developing the APO Public-sector Leadership Framework held in Manila, the Philippines, in November 2016.

**TABLE 1**

#### DESIRABLE CHARACTERISTICS AND KNOWLEDGE, SKILLS, AND ABILITIES (KSAS) OF PUBLIC LEADERS.

Characteristics		KSAs	
Accessible	Self-sacrificing	Analytical skills	Performance management
Accountable	Sharing	Ability to execute plans	Problem solving
Action-oriented	Spiritual	Ability to implement rules	Productivity management
Approachable	Strategic thinker	Business acumen	Risk management
Authentic	Optimistic	Change management	Setting directions
Charismatic	Passionate	Citizen satisfaction management	Smart technologies
Credible	People-oriented	Communication skills	Sound decision-making

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Characteristics		KSAs	
Customer-oriented	Predictable	Continuous improvement	Spotting opportunity
Dedicated	Professional	Cross-cultural	Strategic thinking/ planning
Decisive	Proactive	Delegation	Strategic analytics
Dynamic	Reputable	Digital governance	
Emotionally stable	Resilient	e-Government	
Ethical	Respectful	Financial management	
Good organizer	Result-oriented	Good governance	
Green	Risk taker	Horizontal governance	
Innovative	Role model	Innovation management	
Integrity	Transparent	Knowledge-based management	
Inspiring	Trustworthy	Motivational skills	
Knowledge-based	Values people	Negotiation skills	
Listens to feedback	Visible	Meta-research	
Magnanimous	Visionary	Managing uncertainties	
Participative	Walks the talk	Organizing skills	
Principle-centered	Willing to listen		
	Wise		

**Source:** Participants at the APO Workshop on Developing the APO Public-sector Leadership Framework, Manila, the Philippines, November 2016.

Clearly, it is untenable to expect public servants to demonstrate a mastery of the entire list. The challenge is to crystalize those characteristics and KSAs into a manageable number of core competencies to guide the behavior of public servants across the full spectrum of the bureaucracy from entry-level employees to members of the senior executive service. A number of critical elements must be incorporated into any public-sector leadership competency model:

- It must reflect the public sector’s current strategy as well as its core capabilities and values (in other words, it must reveal the distinctiveness of the public-sector leadership brand).
- It should be sufficiently short (roughly six to eight core competencies) to be effective.
- It must distinguish effective behaviors at different levels of the organizational hierarchy.
- The competencies must reflect where the public service is headed, not what was required for past success.
- It must be periodically evaluated to ensure that it is actually achieving the intended outcomes.
- Finally, it should be incorporated in all HRM functions, from recruitment and selection, to training and development, to compensation and promotion.

## Public-sector Leadership Development Agencies and Training

The APO, in conjunction with NPOs, will continue to provide ongoing professional development opportunities for public servants in member countries to develop their leadership capacity through conferences, workshops, and observational study missions on a variety of themes related to effective public-sector leadership for productivity and innovation. While such programs are important, particularly in terms of providing participants with networking opportunities and a more regional and global perspective on the challenges associated with leadership in the public sector, each APO member country should strive to enhance its own capacity for leadership training and development. That will involve offering its own leadership seminars, courses, and training and development programs as well as establishing the machinery of government for coordinating and delivering this critical HRM function.

### The Canadian Case

It is often useful to examine other jurisdictions for guidance. Canada, for example, has established a departmental corporation, the Canada School of Public Service (<http://www.cspc-efpc.gc.ca/index-eng.aspx>), as part of the Treasury Board Secretariat to provide a range of support and training and development programs for all federal public servants. This includes management and leadership development training as well as interactive online tools to augment the written and oral comprehension and fluency of public servants in their second official language (English and French are the country's two official languages). Specifically, the Canada School of Public Service is mandated to undertake the following:

- encourage pride and excellence in the public service;
- foster a common sense of the purposes, values, and traditions of the public service;
- support the growth and development of public servants;
- help ensure that public servants have the knowledge, skills, and competencies they need to do their jobs effectively;
- assist deputy heads in meeting the learning needs of their organizations; and
- pursue excellence in public management.

In addition to the GCCampus, which is a repository of “online resources, videos, courses, seminars, and events to support the Government of Canada's enterprise-wide approach to learning, accessible anytime and from anywhere all at no cost to learners,” the Canada School of Public Service provides a variety of more specialized programs to develop public-sector employees:

- Public service orientation is a half-day learning event to ensure that new employees understand their role within the broader public service. It complements a number of required training courses and other online resources available through GCCampus.
- Foundational development consists of a series of learning opportunities enabling employees to understand the basic functions that make the public service work, such as information management, ICT, finance, human resources, and communications.

- Specialized development involves courses dedicated to the various functional specializations across the public service, including regulators, internal auditors, communications specialists, human resource professionals, financial officers, and others.
- Supervisor and manager development programs are designed to develop both public-sector supervisors and managers.
- Executive development programs target aspiring directors, new directors, new directors general, and a number of executive leadership development programs.

In many instances, the programs offered by the Canada School of Public Service are intensive to develop leadership capacity over a longer period of time (i.e., months or years). They also involve a range of activities, including mentorship, 360-degree feedback, and experiential learning (for example, study tours to best practice sites), active learning (for example, preparing a report related to a workplace issue), and action learning (where participants are exposed to a real work-based problem and must generate and apply a solution to it).

The Federal Government of Canada has three programs to recruit talented new employees to the public service. Two of the programs, the Management Trainee Program and the Advanced Economist Trainee Program, target high-potential entry-level employees (recent university graduates), who are placed in management positions upon completion of the program. In the case of the Recruitment of Policy Leaders Program, candidates must possess a postgraduate degree and have a demonstrated record of academic excellence (either through attendance at the world's most elite postsecondary institutions or as recipients of prestigious scholarships). The intention is to place these exceptional professionals in mid- and high-level policy positions throughout the federal government.

At the middle-management level, Canada has developed the Career Assignment Program for high-potential individuals; at the executive level there are the Accelerated Executive Development Program and Advanced Leadership Program. These are designed for those identified as potential deputy ministers or assistant deputy ministers. Moreover, all public servants are eligible to participate in Interchange Canada, which facilitates temporary assignments of individuals both in and outside the core public administration. This program serves to ensure a transfer of knowledge and expertise, fosters improved networks and better understanding between the public sector and other business sectors, and contributes to the professional development of participants.

The Canada School of Public Service also works to establish strategic linkages between the federal public service and Canada's postsecondary institutions. There are a couple of notable programs for that. The first is the Deputy Minister University Champions initiative, under which a deputy minister is assigned to a specific university in Canada to strengthen ties between the government and that institution in terms of public lectures, student recruitment, and research. The second is the Public Servant-in-Residence Program, where a public servant is assigned to spend anywhere from five months to two years (either full or part time) in residence at a Canadian university to share substantive policy knowledge and expertise with faculty and students. In addition, the Canada School of Public Service often commissions esteemed academics to conduct research and produce reports that contribute to management excellence in the federal public service.

Each APO member country should contemplate the creation of a similar public-sector organization and range of leadership development programs to enhance the managerial and leadership abilities



of its public servants. It is envisioned that over time the APO will develop more specialized leadership training programs for the entry, managerial, executive, and senior leadership levels of the public service (see Figure 2) as well as for politicians from APO members. This latter program will be designed to explore the all-important relationship between politicians and public servants so that they better understand the role that leadership plays in the public service and how public servants can support politicians' efforts to lead. This includes promoting the public service as a learning organization so that the efforts of public servants to innovate and take risks will be both tolerated and encouraged.

### **Public-sector Leader Certification**

The APO and network of NPOs may want to explore the demand for and feasibility of providing a program that would designate "APO-Certified Public-sector Leaders." This would be a multiple-year program offering a range of formal courses essential for effective leadership in the public sector. Such courses could include, but not be limited to: financial management; managing people; theories of leadership; coaching and mentoring others; governance, i.e., the machinery of government, collaboration, and partnerships; communication; public-sector values and ethics; strategic management/leadership; and organizational change. Participants in the certification program would be expected to acquire a predetermined number of hands-on hours in demonstrated leadership; this might be achieved through volunteer experiences with various nonprofit organizations or through work experience like short-term assignments, major projects, promotions, or foreign postings. This program would be designed for newer employees to the public sector and could be expanded later as more resources become available to begin training a much wider range of public servants.

### **APO Leadership Awards and Recognition Program**

An important component of fostering a leadership culture within APO member countries will be the establishment of an annual public-sector leadership award and recognition program. Each NPO would sponsor an annual public-sector leader award, recognizing an outstanding, ethical, effective leader for other public servants to emulate. One of the 20 extraordinary leaders would receive the honor of being named the APO Public-sector Leader of the Year. In addition, the APO could recognize three individuals and/or teams for exhibiting innovative leadership in the delivery of public services. The recognition of such examples of innovative leadership within the public services of various APO member countries would have a demonstration effect, building the confidence and pride of all public servants in the Asia-Pacific region and showing that they could also succeed as innovative, risk-taking leaders who foster increased productivity.

### **Research and Best Practices**

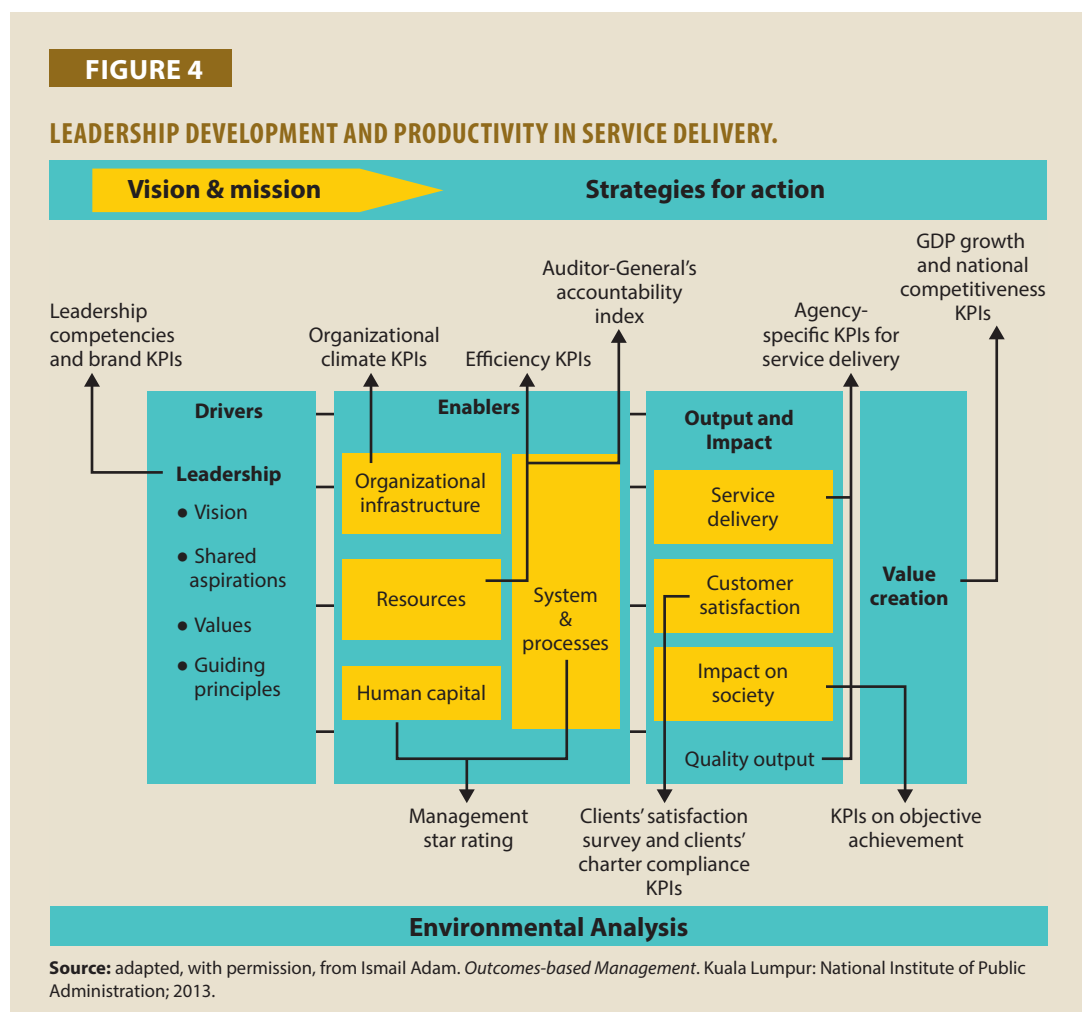
To be as effective as possible, all of the programs and interventions proposed in this framework must be underpinned by current, cutting-edge research, particularly that which is relevant to the Asia-Pacific region. The APO and NPOs could either undertake or commission research studies exploring the theory and practice of public-sector leadership in member countries. This should include case studies of public-sector leadership issues and challenges specific to the region to be used in APO and NPO training courses as well as the identification of best practices to be shared among the membership. The exact complement of case studies will depend on the specific needs of member countries; however, it is envisioned that the series would include cases dedicated to an examination of ethical dilemmas, dealing with problem employees, calculated risk-taking, the challenge of prioritizing tasks, providing administrative leadership in the face of ambiguous political direction, transformational public-sector leadership, etc.

## APO Public-sector Leader Mentorship Program

Given the importance of existing leaders helping to develop the next generation of organizational leaders, the public services of APO members should foster both informal and formal mentorship programs. There is a role for the APO and NPOs to play in that regard by coordinating a formal public-sector leader mentorship program. NPOs could help create mentorship programs for public servants within their countries, while the APO could spearhead a mentorship program for public servants interested in acquiring mentors from another country to develop more regional and global perspectives on leading in the public sector.

## Expected Outcomes of the Leadership Framework

Public-sector leadership development for innovation and productivity should provide better, higher-quality services including timely delivery. The model in Figure 4 shows the components that ensure productivity in public-service delivery.



Drivers and enablers produce the outputs and impact of a public-sector organization in terms of improved public-service delivery and value creation. The main drivers are leadership and the vision framework of the various public-sector organizations, such as long-term goals, purpose, and core values. Since the vision framework is the handiwork of organizational leaders, the driver of productivity improvement is leadership.

Enablers are the structure, systems, processes, and resources, including both financial and human capital. One of the central functions of leaders is to ensure that these are aligned with the vision frameworks of public-sector organizations. The performance of these enablers indirectly reflects the quality and effectiveness of organizational leaders. On the basis of the productivity improvement model summarized in Figure 4, a number of outputs and outcomes of leadership development can be expected.

### Direct Outputs

Outputs are a measure of what is produced by a person or thing, in this case, outputs resulting from the Public-sector Leadership Framework. Outputs are relatively easy to calculate but are not the best way to determine the impact of this framework. Nonetheless, the direct annual outputs of leadership development encompassed in the framework include:

- Number of public-sector leadership workshops, observational study missions, conferences, etc.;
- Number of specialized public leadership development programs created;
- Number of public-sector employees trained to be more effective leaders, i.e., number of participants in all programs and activities organized under this framework as well as certified public-sector leaders; and
- Number of new research studies (including case studies) on public-sector leadership in the Asia-Pacific region conducted.

### Outcomes

Outcomes, as the consequences or end results of a program, are much more difficult to measure but are far more meaningful. Outcomes represent the changes in behavior that the introduction of new programs is intended to produce, such as more efficient, effective public servants who exhibit leadership in fulfilling their duties. The outcomes that are expected from the adoption of this framework in both the short and long terms are:

- More innovative public service. This can be measured by determining the number of public-sector innovations that emerge and calculations of the percentage increase in innovations compared with previous years.
- Increased public-sector productivity. This can be assessed through surveys of client satisfaction, timeliness, and quality of services.
- Decreased service delivery costs. As public servants become more efficient and innovate, the cost of delivering public services should decrease in comparison with previous years.
- Development of a leadership brand. The leadership brand will emerge when a consensus develops on the nature and importance of leadership in the public sector. When there is

#### EXPECTED OUTCOMES FROM THE ADOPTION OF THE PUBLIC-SECTOR LEADERSHIP FRAMEWORK

- More innovative public service
- Increased public-sector productivity
- Decreased service delivery costs
- Development of a leadership brand
- Enhanced skills of public-sector employees
- Improved management
- Improved financial management
- Increased GDP growth
- Improved national competitiveness
- Improved national productivity

strong leadership capacity in terms of effective leadership behaviors across all organizational functions and levels of the bureaucracy, then the public service will have a strong leadership brand. This outcome can be measured through a survey on the extent of consensus over the various elements constituting the leadership brand across the public sector or in a specific public-sector organization.

- Enhanced skills of public-sector employees. This outcome can be measured by before-and-after surveys on the level of skills that are critical for effective leaders, including skills in promoting innovation and productivity in a public-sector organization.
- Improved management. This can be done through management rating of the public-sector organization by a reform agency such as the Ministry of Finance. The rating instrument can measure, among other things, transformational leadership capacity; efficiency in the use of resources, including human capital; and the extent to which systems and processes help achieve the organizational objectives. The rating can be compared with those of other public-sector organizations or in other years of the same organization.
- Improved financial management. The auditor-general’s rating of the financial management of the public-sector organization can provide a proxy measure of its leadership development. Collectively, such ratings can measure the impact of leadership development on public expenditure efficiency. The rating instrument should contain elements relating to economical, efficient spending, including mismanagement and waste of public expenditure.
- Increased GDP growth. This is a collective outcome of leadership in the public sector premised on the assumption that leadership determines the efficiency and effectiveness of the public sector. That in turn influences the efficiency and effectiveness of the private sector. The competitiveness of the private sector will ensure the prosperity and welfare of society. Figure 5 illustrates the relationship between leadership excellence and national prosperity.
- Improved national competitiveness. International agencies such as the World Bank and World Economic Forum issue competitiveness indices. The relative year-by-year ranking of a country can be a proxy for leadership development.
- Improved national productivity. A private-sector productivity index can be a proxy for public-sector productivity. This is based on the previous reasoning that public-sector productivity contributes to productivity in the private sector (Figure 5).



## Ensuring Results

### Monitoring and Evaluation

If the results identified in the previous section are to be achieved, monitoring and evaluation of the efforts of both the APO and NPOs are needed to develop leadership capacity in member countries. Monitoring is the ongoing tracking and assessment of the progress of leadership development implementation. Program monitoring usually tracks key inputs, activities, and outputs on a regular basis. Key outputs are the immediate results of leadership development activities, such as the number of leaders trained. Every leadership development program should use monitoring data to ensure that the efforts are on track to achieve the outcomes intended.

Program evaluation is a longer-term, systematic, in-depth assessment of whether leadership development, as a program, has achieved its objectives and whether unintended outcomes have also occurred. This assessment provides insights into whether leadership development works and whether its scope, including resources, should be adjusted in the future.

The decision about when and how to evaluate is a strategic one. There are two types of evaluation that can be undertaken: outcome evaluation; and process evaluation. Outcome evaluation is useful for ascertaining whether the results of leadership development are in accordance with the planned outcomes embodied in the objectives and strategies of the program. Process evaluation determines whether the processes to achieve the outcomes are in fact contributing to the outputs and outcomes or whether they should be modified or strengthened.

### Why Are Monitoring and Evaluation Important in Leadership Development?

This question is broader than the issue of determining success in developing leadership for innovation and productivity in the public sector. Promoting innovation and productivity in the public sector is so general in scope that it can include most leadership development initiatives because leadership is about better service provision with the same or fewer resources expended. This efficiency is simply a reflection of productivity improvement. Apart from the fundamental task of promoting innovation and productivity, the monitoring and evaluation of leadership development will yield the following benefits:

- Identify opportunities for leadership improvement in other areas besides specifically promoting innovation and productivity;
- Determine whether value has been created for both public-sector leaders as well as other stakeholders, including citizens;
- Generate information for decision-making on future leadership development programs;
- Enable leaders to assess the real impact of their collective leadership;
- Determine gaps in skill development and knowledge sharing; and
- Motivate leaders based on positive feedback.

### How Can Monitoring of Leadership Development Be Conducted?

The following are the steps that can be taken to monitor progress in leadership development over the short term (typically a year).

First, each department or agency needs to have a base to start the monitoring process. A set of clear, well-defined public-sector leadership competencies in innovation and productivity improvement must be established. These skills and behaviors include a drive to excel, creativity, a desire for continuous learning, and an entrepreneurial spirit, coupled with the ability to manage risk.

Second, create a system to measure performance against those competencies deemed essential for promoting innovation and productivity. It will necessarily include the development of KPIs. The KPIs can be direct or proxy measures but must be well defined so that they mean the same thing to all stakeholders when it comes to measurement and interpretation.

Third, for each KPI, performance targets to be achieved in the course of the year need to be determined. These targets will be the basis for monitoring in terms of progress in their achievement. As with the KPIs, performance targets should be clearly defined to prevent any subsequent misinterpretation of their meaning. Data collection and the manner of interpretation of the results should also be specified. These definitions can be appended to the leadership development scorecard, which would detail the KPIs and their performance targets.

Among the KPIs that can be considered for monitoring the success of leadership in spearheading innovation and productivity in the public sector are:

- Value added per employee: This proxy ratio indicates the amount of wealth created by the public sector or a public-sector organization relative to the number of its employees. Value addition is influenced by leadership, management efficiency, work output, and demand for public services. A high ratio indicates the favorable effects of leadership and labor factors in the wealth creation process. A low ratio means unfavorable working procedures that negatively reflect on leadership performance. Value addition is difficult to compute. However, a fair computation can be the government's contribution to GDP in one year compared with that in the previous year(s).
- Economic growth rate: This proxy measure reflects how well public-sector leaders have contributed to creating a business-friendly ecosystem that makes the private sector competitive while attracting local and foreign direct investments that propel economic growth.
- Number of innovations developed or ideas for service improvement suggested.
- Number of innovative solutions for better productivity and service quality, such as business deregulatory actions or simplification of government procedures, structures, and systems as well as adapting or introducing new practices, new services, or existing service improvements.
- Amount of public expenditure on R&D.
- Improved working conditions for employees.
- Number of improvements fostering interagency collaboration or a whole-of-government approach to service delivery.
- Percentage of public-sector organizations that produce various types of innovation.

- Number of new services compared to the number of service innovations.
- Number of leadership development programs.

Other productivity indicators could be proposed, which should have the following characteristics:

- KPIs should be measurable so that they can be reported by agencies and employees in a consistent manner.
- KPIs should be informative, i.e., simple yet provide useful information on innovation performance and capability within organizations.
- KPIs should be developmental to help improve innovation performance and build capacity for innovation. They should point to possible changes needed in current practices in leadership development for innovation and productivity.
- KPIs should be comparable to facilitate cross-organizational and time-based comparisons.
- Finally, KPIs should be cost-effective, so that the costs of developing and measuring KPIs do not exceed the potential benefits of monitoring.

Fourth, based on the data collected periodically, performance can be compared, showing whether it is on target, below target, or exceeding target performance. Reasons should be determined for the surplus or deficit in performance. The feedback will enable mid-course corrections to ensure that performance is on track. Such feedback can also help develop improved KPIs and targets in future.

#### How Can Evaluation of Leadership Development Be Conducted?

Most KPIs for monitoring progress in leadership development are inevitably output and efficiency measures, including cost, quality, and timeliness of service delivery. This is because monitoring occurs over the shorter term compared with a thorough evaluation. An evaluation can be conducted over a longer term to assess the achievement of outcomes. Specifically, leadership development outcome is the fostering of a culture of creativity and productivity improvement among leaders.

To evaluate the extent to which leadership development spurs innovation and productivity, either a qualitative or a quantitative approach can be used. In the former, structured or semi-structured interviews with relevant stakeholders on the outcomes of a leadership program are required. Alternatively, the quantitative approach requires a statistical analysis of data from leadership surveys among stakeholders. It may involve the development of hypotheses on whether leadership development has impacted innovation and productivity in a public-sector organization specifically and in the public sector generally.

The choice of approach to outcome evaluation usually depends on whether quantitative data can be obtained. However, it is difficult to collect quantitative data on leadership impact. There are many reasons for this. First, there can be a lack of adequate data (static as well as over time). Second, there can be problems related to output measurement. Third, leadership may not be the only variable that produced the outcomes. These make it difficult to establish a causal relationship between leadership development and productivity improvement. Expert opinion based on focus-group discussions is preferable for such outcome-based evaluations.

Interview and survey questions can focus on the following topics to determine the success of leadership development in the promotion of innovation and productivity:

- How has leadership development fostered a culture of innovation and performance, influencing employee behavior and attitudes, new ways of doing things, or entrepreneurship?
- Have governance and institutional capacity for innovation and productivity been enhanced by public-sector leadership?
- Has leadership contributed to creating a business-friendly climate?
- To what extent has leadership overcome barriers to innovation?
- To what extent have citizens' needs been fulfilled through public-sector innovations?
- Have public-sector and/or organizational objectives been achieved?
- How have public-sector leaders focused on fostering innovation and productivity?
- To what extent have resources been expended (minimally, economically, without wastage) to achieve leadership development in innovation and productivity?

The interviews and surveys can seek information to make a before-and-after leadership development comparison. Additionally, before-and-after measurements of leadership development impact on innovation and productivity can be conducted with a target or treatment group and control group of leaders. Leadership development impact can also be assessed over time or compared with that in other countries. The key features and relative merits of the evaluation options suggested above are summarized in Table 2.

**TABLE 2**

**KEY FEATURES AND RELATIVE MERITS OF EVALUATION OPTIONS.**

Design	Cost	Reliability	Technical expertise required	Ability to capture causality	Criterion for comparison
Simple "after" leadership development study	Low	Very low	Low	Very poor	Actual with target
"After" measurement between target and control group	Medium	Low	Low	Poor	Actual with control group
Before-and-after study between target and control group	High	High	High	Very good	Actual with control group
Before-and-after study between randomly chosen target and control groups	High	High	High	Very good	Actual with a random control group
Before-and-after study without a control group	Medium	Low	Low	Good	Actual with projected
Time-series analysis	Low	Medium	Medium	Very good	Actual with projected

**Source:** adapted, with permission, from Australian Department of Finance and Australian Public Service Board. *Evaluating Government Programs: A Handbook*. Canberra: Australian Public Service Board; 1989.



## Evaluation Plan

After determining the questions and issues to be evaluated, the choice of the method of evaluation, i.e., interviews or surveys, evaluation design, and evaluation infrastructure should be specified. This structure can be elaborated in an evaluation plan. The evaluation plan should contain:

- **Background to the evaluation:** The APO or NPO spearheading the evaluation will indicate the reasons for the evaluation.
- **Purpose of the evaluation:** The purpose is to determine whether the leadership development effort has been successful in promoting innovation and productivity. The purpose of the evaluation should be crafted to help decide the future scope of leadership development.
- **Major users of the evaluation report:** The stakeholders who will profit from the findings of the evaluation need to be identified. This will enable the crafting of an appropriate evaluation design. If used by policymakers and HRM staff in public-sector organizations, the evaluation would have greater rigor than if it were for internal management use.
- **Team to conduct the evaluation:** Usually the APO and/or NPO managing the leadership effort will appoint an evaluation team. An evaluation manager and members of the team must also be appointed.
- **Steering committee to supervise the evaluation:** This committee will be responsible for guiding the evaluation effort and controlling its quality and should comprise members drawn from a cross-section of the public sector.
- **Stakeholders who decide the evaluation findings:** Here the APO and/or NPO undertaking the evaluation should indicate who will receive the evaluation findings. These stakeholders may include cabinet ministers, management boards of the APO/NPOs undertaking the evaluation, or executive heads of public-sector organizations.
- **Agency or party responsible for implementing decisions on evaluation findings:** The posts of the persons responsible for ensuring the implementation of the evaluation findings must be specified.
- **Expected costs and benefits of the evaluation:** An indication of the budget for the evaluation as well as the expected benefits should give the APO and/or NPO an estimate of the resources to be set aside for the evaluation.

# APPENDIX

## SELECTED PUBLIC-SECTOR LEADERSHIP COMPETENCY MODELS.

Australia Senior Executive Leadership Capability Framework (2001) & Integrated Leadership System (2004)	USA Executive Core Qualifications (2006)	Canada Key Leadership Competencies Model (2015)	UK Civil Service Competency Framework (2012)	South Africa SMS Competency Framework (2011)	New Zealand Chief Executive Competency Profile (2009)	Netherlands Competencies for Senior Managers (2000)	ROC
Shapes Strategic Thinking (Inspires a Sense of Purpose & Direction; Focuses Strategically; Harnesses Information & Opportunities; Shows Judgment, Intelligence & Common Sense)	Leading Change (Creativity & Innovation; External Awareness; Flexibility; Resilience; Strategic Thinking; Vision) + Fundamental Competencies	Create Vision & Strategy	Setting Direction (Strategic Cluster) (Seeing the Big Picture; Changing & Improving; Making Effective Decisions) + Civil Service Values	Strategic Capability & Leadership + Process Competencies	Strategic Leadership (Develop Long-range Strategies & Plans)	Coherent Governance (Vision of the Future; Target Orientation; Network Skills; Binding Leadership)	Leading the Vision & Values; Environmental Awareness; Facilitating Change; Policy Management; Cross-boundary Management; Public Communication; Risk Management (Senior Executives)
Cultivates Productive Working Relationships (Nurtures Internal & External Relationships; Facilitates Cooperation & Partnerships; Values Individual Differences & Diversity; Guides, Mentors & Develops People)	Building Coalitions (Partnering; Political Savvy; Influencing/ Negotiating) + Fundamental Competencies	Mobilize People	Engaging People (People Cluster) (Leading & Communicating; Collaborating & Partnering; Building Capability for All) + Civil Service Values	People Management & Empowerment + Process Competencies	Personal & Interpersonal Skills (Highly Developed Personal & Interpersonal Skills)	Interpersonal Behavior (Listening; Interpersonal Sensitivity; Flexible Behavior; Development of Collaborators)	Problem Analysis; Planning & Organizing; Performance Management; Information Management; Communication & Negotiation; Building a Successful Team (Senior & Junior Executives)
Achieves Results (Builds Organizational Capacity & Responsiveness; Marshals Professional Expertise; Steers & Implements Change & Deals with Uncertainty; Ensures Closure & Delivers on Intended Results)	Result Driven (Accountability; Customer Service; Decisiveness; Entrepreneurship; Problem-Solving; Technical Credibility) + Fundamental Competencies	Achieve Results	Delivering Results (Performance Cluster) (Achieving Commercial Outcomes; Delivering Value for Money; Managing a Quality Service; Delivering at Pace) + Civil Service Values	Program & Project Management + Process Competencies	Operating Skills (Create Focus & Get Things Done)	Operational Effectiveness (Initiative; Control; Delegation; Fast Interplay)	

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Australia Senior Executive Leadership Capability Framework (2001) & Integrated Leadership System (2004)	USA Executive Core Qualifications (2006)	Canada Key Leadership Competencies Model (2015)	UK Civil Service Competency Framework (2012)	South Africa SMS Competency Framework (2011)	New Zealand Chief Executive Competency Profile (2009)	Netherlands Competencies for Senior Managers (2000)	ROC
Exemplifies Personal Drive & Integrity (Demonstrates Public Service, Professionalism & Probity; Engages with Risk & Shows Personal Courage; Commits to Action; Displays Resilience; Demonstrates Self-awareness & Commitment to Personal Development)	Leading People (Conflict Management; Leveraging Diversity; Developing Others; Team Building) + Fundamental Competencies	Uphold Integrity & Respect	Acting with Honor & Integrity (Role Model the Ethics, Standards & Behaviors Set out in the Standards of Integrity & Conduct)	Governance Sensitivity (Environmental Awareness; Governance Affinity; Integrity; Dedication)			
Communicates with Influence (Communicates Clearly; Listens, Understands & Adapts to Audience; Negotiates Persuasively)	Business Acumen (Financial Management; Human Capital Management; Technology Management) + Fundamental Competencies			Organizational Positioning Skills (Understand the Political & Organizational Context of Work)	Problem Solving (Information Analysis; Judgment; Conceptual Flexibility; Resoluteness)		
	Collaborate with Partners & Stakeholders		Change Management + Process Competencies				
		Promote Innovation & Guide Change			Courage (Do Not Shirk Responsibility & Take the Lead on Contentious Issues)	Impact (Oral Presentation; Self-confidence; Convincing Power; Tenacity)	
					Energy & Drive (Demonstrate Energy & Drive for Better Results)	Resilience (Energy; Stress Resistance; Performance Motivation; Learning Capacity)	

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Australia Senior Executive Leadership Capability Framework (2001) & Integrated Leadership System (2004)	USA Executive Core Qualifications (2006)	Canada Key Leadership Competencies Model (2015)	UK Civil Service Competency Framework (2012)	South Africa SMS Competency Framework (2011)	New Zealand Chief Executive Competency Profile (2009)	Netherlands Competencies for Senior Managers (2000)	ROC
5 core capability clusters with 20 overall competencies	5 executive core qualifications with 28 overall competencies, 6 of which are fundamental competencies (interpersonal skills, oral communication, integrity/honesty, written communication, continual learning & public service motivation)	6 competencies	3 clusters with 10 overall competencies, with civil service values (honesty, integrity, impartiality & objectivity) underpinning all competencies	5 core competencies with 5 distinct process competencies (knowledge management, service delivery innovation, problem solving & analysis, client orientation & customer focus & communication), all of which are applied against each core competency	7 competencies	7 clusters with 4 competencies for each cluster (28 overall competencies)	13 competencies for senior executives; only 6 apply to junior executives

Source: Adapted and updated, with permission, from Mau T.A. Leadership competencies for a global public service. *International Review of Administrative Sciences* 2017; 83(1): 13–15.

# SUSTAINABLE PRODUCTIVITY

THE NEW FRONTIER FOR PRODUCTIVITY

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