



Leadership Capability Profile: Summary of research and design

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Section one: Introduction

1.1 Background to the development of the Leadership Capability Profile project

In July 2001 New Zealand Public Service chief executives met with the State Services Commissioner to discuss current arrangements for senior leadership development. They agreed that the current arrangements, which included the Senior Executive Service and a variety of other initiatives undertaken from 1993 onwards, were not assuring/developing the quantity, quality or diversity of senior managers required in the Public Service. They acknowledged that neither the State Services Commission (SSC) nor departments had the capability, or the resources, to be able to address this matter within their agencies. In addition, there were no resources dedicated to an all-of-government approach to:

- develop transparent standards for future leaders;
- provide development programmes; and
- enable departments to release their best and brightest for development.

The State Services Commissioner and Public Service chief executives agreed that collaboration was required and determined a framework that would improve senior leadership development.

The failure of the Senior Executive Service was also highlighted in the *Report on the Review of the Centre*, delivered in 2001. The Review was an examination and assessment of the public management system and how well it was responding to the needs and expectations of Ministers and citizens. The report concluded that leadership development was needed to enhance the capability of the Public Service. It addressed the issue of senior leadership development in its recommendations for a detailed proposal for collective, centralised, and consistent approaches to developing senior managers¹.

In response to these events, a package of initiatives known as the State Sector Senior Leadership and Management Development strategy was developed. The strategy has three streams aimed at ensuring home grown talent would always be available to fill senior leadership roles. These are:

- 1 Improving our ability to identify the people who can lead the Public Service of tomorrow;
- 2 Ensuring suitable development programmes are available; and
- 3 Developing the pool of leadership talent².

A key component of the Senior Leadership and Management Development strategy is the first stream, which led to the development of the Leadership Capability Profile (LCP). The LCP sets the standard for leadership for the whole of the Public Service.

¹ *Report to the Advisory Group on the Review of the Centre presented to the Ministers of State Services and Finance*. November 2001. <http://www.ssc.govt.nz/roc>.

² Collett, R. (2003). *The Senior Leadership Strategy – Summary* September 9.

1.2 The Leadership Capability Profile project

The objective of the LCP was to establish a transparent standard that would highlight the necessary personal attributes, the relevant abilities, and the experiences and pathways for leadership roles in the Public Service now and into the future³. The research sought primarily to find alternative ways of modelling or framing leadership with a view to providing a standard to define, measure, predict and grow leadership capability across the public sector. The LCP:

- Describes the capabilities required of future leaders in the Public Service;
- Sets the Public Service-wide standard for developing future leaders;
- Informs independent learning plans; and
- Is inextricably linked to the Public Service values and standards⁴.

1.2.1 LCP project context

The development of the LCP took place at a time when the public management system was changing in some significant ways including:

- More emphasis on an all-of-government approach;
- Greater collaboration between departments;
- The introduction of strategic futures thinking; and
- A shift in emphasis towards ‘managing for outcomes’, rather than ‘delivering to outputs’.

This climate of change, and the challenging conceptual base on which it was established, also provided a way of thinking about ‘new paradigm’ leadership and influenced the thinking and decision-making processes that lay behind the research into the design of the LCP.

1.2.2 LCP project aims

The LCP project provided the basis of work and linkages for the related Senior Leadership Management and Development strategy projects. These projects were all concerned with strengthening the Public Service and wider State sector senior leadership development and with supporting human resources across the Public Service infrastructure.

The project team was tasked with designing “an implementation-ready practical and transparent LCP that signals the required competencies, attributes, experiences and pathways for senior leadership roles in the Public Service initially and later the wider State sector⁵”.

³ Renton-Green, D. (2003). (i) *Leadership Capability Profile Prototype: Part One – Overview*. June.

⁴ Renton-Green, D. (2003). (ii) *Leadership Capability Profile for the New Zealand Public Service*. March.

⁵ Jowsey, L. (2002). *Review of the Centre People and Culture Stream – Work Area Overviews*. May 3.

A definition of the purpose, technical requirements and functionality of the LCP had been arrived at through widespread consultation with potential users and resulted in the development of a “product specification⁶”. Specific research was then commissioned to develop the content of the LCP.

1.2.3 LCP project team

The project team was lead by a General Manager from Statistics New Zealand. The project report⁷ details the outputs from various contributors to the research relating to the development of the LCP. All significant decisions concerning the shape and direction of the LCP were referred to stakeholders including:

- the State Services Commissioner;
- the Chief Executive Reference Group established to guide the strategy;
- the Branch Manager Chief Executives Branch;
- senior managers involved in the Senior Leadership Management and Development strategy projects; and
- project leaders.

For ease of reference to this group, the term project leadership will be used throughout this paper. A full list of project members and research contributors is listed in Appendix One.

The LCP project team comprised of senior Public Service human resource managers who represented a cross-section of government departments. One project team member was seconded to the project full-time and the others on a part-time basis over a fixed period of time. Academics, management consultants and contract researchers were also employed to conduct specific pieces of the research and analysis and to contribute to peer reviews and report writing.

Project team members had various roles; these included commissioning research surveys and peer reviews, providing a sounding board for decisions relating to the LCP development to ensure the LCP was relevant to the Public Service, and contributing to research projects as researchers or participants. The project team produced minutes, papers and progress reports on the work of the project and the design of the LCP which formed part of the research data.

1.3 Product specification

The product specification set out what was required to make the LCP operationally successful. It identified the crucial features that the LCP needed to embody. They were:

- A definition of what a Public Service leader is, now and over the next five to ten years.

⁶ Renton-Green, D. (2003). (ii) Op cit.

⁷ Renton-Green, D. (2003). (ii) Op cit.

- Positioning leadership requirements firmly in the context of the current and future role of Public Service leaders, including identification and description of the strategic objectives of the State sector, and performance expectations of senior Public Service leaders.
- A description of the environment that leaders will be operating within and the challenges that leaders will face. These expectations and assumptions of leadership needed to be made explicit and demonstrate linkages to enable the leadership requirements to be modified as things change.
- The encouragement of diversity in leadership - specifically with respect to ethnicity, gender, career experience.
- The leadership standard should not be a 'one size fits all approach'. This supported the notion that people drive success from different strengths and with differing styles.
- An explanation of the values required of individual leaders and a leadership approach with a strong values basis.
- Information to establish the following processes, without requiring further research on aspects of leadership capability. The 'client' for these processes may be the aspirant leader (S) or the organisation (O) and the information types were:
 - a method of self-assessing the motivation and potential that is required to assume a senior leadership role in the public sector (S),
 - a decision process that determines the suitability of aspirants for the leadership development pool (O),
 - a choice of projects or career paths (S and O),
 - leadership development curriculum and a range of 'hard and soft' skill development programmes (O),
 - a selection of relevant individual development activities (S and O),
 - succession planning and management (O),
 - an assessment of individual progress and performance (S and O),
 - a method of reporting on the quality and diversity of the development pool (O).
- An objective and transparent verification system that could be used by individuals to determine if they met, or if they had a reasonable probability of being able to meet, the standard of the new leadership strategy.
- An LCP which was both easily understandable and methodologically robust.
- A need for the profile to be rich and 'tell the story'.

1.4 Methodology

The methodology for developing and testing the conceptual design and content for the LCP comprised a number of related elements. Research was commissioned on new insights into leadership. Questions emerged that required validation, testing, or

more information. The result was a portfolio of research that properly fits within an 'action-research' paradigm and which drew on a range of data collection techniques including literature surveys, analysis of practices both within New Zealand and overseas, interviews and workshops. A summary of each of these research and design components is set out below.

The research data provided a rich picture of what would be required in the LCP and was used to support the design of the LCP. A list of the documented reports and data referred to in this paper is listed in appendix two.

Section two: Key research components that shaped the development of the LCP

This section presents summaries of the following research projects and their main conclusions, and highlights their relevance to the LCP design:

- A cross-jurisdictional (international) scan of practices in senior Public Services, with reference to the implications for developing leadership capability in New Zealand;
- An analysis of Public Service competency frameworks (including the literature and the practice);
- Interviews with Public Service chief executives;
- A survey of recent “leadership” literature;
- Corporate Leadership Council survey research reports;
- A fact finding visit to England and Canada by a member of the project team; and
- Public Service-wide initiatives and frameworks.

2.1 A cross-jurisdictional scan of practices in senior Public Services

2.1.1 Purpose of the study

One of the first steps in establishing a new senior management development strategy was conducting a review of the practice of senior management development in relevant international jurisdictions, with reference to the implications for developing leadership capability in New Zealand. The study entitled “A Cross-Jurisdictional Scan of Practices in Senior Public Services: Implications for New Zealand” was published as a working paper by the SSC⁸.

2.1.2 Methodology

The study involved a review of several international jurisdictions approach to policies and programmes for senior management development in their Public Services, with a focus on whether, and how, these examples could be adapted in the New Zealand Public Service.

The study was based on secondary sources of information including journals, published reports, books and research findings, and several primary sources constituting key officials in several Organisation for Economic Cooperation and Development (OECD) countries and elsewhere.

The main issues studied were:

- The framework for management development in the Public Service;
- Key players and drivers for Senior Management Development;

⁸ Bhatta, G. (2001). *A Cross-Jurisdictional Scan of Practices in Senior Public Services: Implications for New Zealand*. Working Paper No. 13. <http://www.ssc.govt.nz/wp13>.

- Macro characteristics that define the programmes (including political and management domains);
- Key features of the programmes (including how issues of competencies/skills set, diversity, staff development, etc have been dealt with); and
- Results of any evaluations, including the nature of the problems and how they have been addressed, if at all⁹.

2.1.3 Findings

The findings on each of the key issues were fully reported in the working paper and were presented in workshop format to members of the strategy project teams.

For the purpose of this summary, attention is given to the key aspects of the study that set the context for developing an infrastructure for the LCP. Reference is also made to the implications of the findings for the New Zealand State sector environment.

- ***Theoretical review*** – it was acknowledged that the literature on senior management development is vast, but as the emphasis of the study was on practice and experience, a thorough review of theoretical work was not deemed necessary.
- ***Country experience in management of senior public sector*** – the study found that a wide range of countries, including the United States, United Kingdom, Australia and the Netherlands, formally recognise a distinct group of senior civil servants. Others, such as Denmark and Finland, do not formally do so¹⁰.
- ***Use of competencies*** – most jurisdictions rely on specifying the competencies required of managers and on competency frameworks to provide insights to what senior managers should be capable of.
- ***Emergent themes in Public Service senior management*** – the study referred to the most important changes that took place across jurisdictions in the 1990s. These included:
 - a stronger emphasis on management skills and competencies, rather than specialist skills,
 - changes in recruitment and appointment procedures, which largely tended to broaden access to the senior Public Service,
 - greater attention to career management and development of senior public servants,
 - an increased concern on the diversity issue whereby attention was placed on bringing more women and “ethnic minorities” into the upper echelons of the Public Service.
- ***Drivers and ownership for senior management development*** – the study found that in practically all jurisdictions, the driver or locus of impetus for senior

⁹ Bhatta, G. (2001). Op cit.

¹⁰ Bhatta, G. (2001). Op cit.

management development is at the centre in the form of a key government agency.

- ***Technique and content of leadership training*** – the approaches to leadership training were categorised into two groups:
 - The first approach was focused on individual “fast track development”. A group of selected individuals undergo a development programme that includes advanced professional educational experiences, executive mentoring and coaching, skills training, and an accelerated rotation through job assignments. This is the traditional paradigm for management development.
 - The second approach focused development on all managers for the purpose of achieving development of the organisation. The key features of this type of leadership development programme are an ongoing appraisal system, mentoring and coaching, and on-the-job experiences. Formal training and academic courses are not as prominent in this approach, which is considered a new paradigm for leadership training.

2.1.4 Main conclusions and relevance to the LCP

The cross-jurisdictional scan provided an essential backdrop to the experience of senior management development in other countries, from which valuable lessons could be drawn. The study was seen to have several implications for the New Zealand formulation of a new Senior Leadership Management and Development strategy. In summary, it was concluded that there is a need to:

- Develop the conceptual basis and hypothesised relationships that are related to good senior management development. This would include succession planning, leadership, training, and sound human resource management practices. It should also embody the relationship between stakeholders and how departments and the “centre” are structured and relate to one another. This should be based on the international experiences of “best practices” and provide a basis by which the new strategy would be formulated. See appendix three for how this was conceptualised;
- Identify the relevant talent base for strong leadership early on and track the individual’s progress through the development opportunities;
- Use a common competency framework and develop generalist as opposed to specific skills. It was noted that most State sector agencies had some sort of competency framework. However, the use of a common competency framework raised implications for the New Zealand devolved public management system. The report referred to the difficulties associated with developing a Public Service-wide competency framework, in terms of perceived ownership and control and presents a ‘snapshot’ of the discussions that pertained at that time;
- Have the State Services Commissioner adopt a leadership role in facilitating the tone and direction of management development process; and

- Incorporate specific and implementable interventions to improve the diversity of Public Service leaders. This needs to take place at both the conceptual and broad operational level.

The report of the scan also lists some caveats in international senior management development practices. These were:

- Information about appropriate monitoring and evaluation processes for senior management development were not emphasised in the publications or were not available. Given the shortage of models to examine, the report identified this as a major aspect of developing a programme for New Zealand.
- An acknowledgement that the mood in the New Zealand State sector is moving towards the central government bodies; re-asserting itself in matters of staff development, competencies, and senior management development and succession planning. This is seen as enhancing the prospects of a centrally driven strategy for senior management development that sits in contrast to the previous devolved management development approach.

2.2 An analysis of New Zealand State sector competency frameworks

This aspect of the research took place in two parts. One was an examination of the literature on the theory guiding the use of competency frameworks in New Zealand and overseas. The other was an examination of the use of competencies in all levels of the Public Service.

2.2.1 The literature review

Research was commissioned to examine literature on competency frameworks¹¹. The conclusions from this research showed that:

- In recent years competency models have become the norm for defining leadership;
- Typically, competencies encompass or ‘bundle up’ experiences, knowledge, and personal attributes that are considered necessary for effective role performance and focus on identifiable behaviour;
- Well-researched and constructed competencies provide guidance about the ‘best practice’ way of achieving outcomes;
- Competency frameworks are used variously as a method for capability prediction and diagnoses, as well as development and performance measurement;
- There is criticism of how competency frameworks are applied, especially where the behavioural aspects of competency are defined in a prescriptive manner and/or the models are applied rigidly. Criticism about the perceived efficacy of

¹¹ Keall, C. (June 2002). Report on Options for Structuring of a Leadership Capability Framework for the Public Sector. State Services Commission.

competency frameworks may lie in the fact that some models have “better functionality in some of these areas than others¹²”; and

- Best practice models indicate that where competency frameworks are used effectively, they allow for flexibility in style and behaviours. This better reflects the reality of how managers work, how they are aligned to the values and culture of the organisation, and more accurately represents the environment in which they operate.

2.2.2 New Zealand Public Service-wide competency frameworks

The current practice of Public Service-wide competency frameworks and their descriptors were also reviewed.

- **Chief executive competency framework**

A chief executive competency framework was established in 1994 by the SSC, for the purpose of recruiting chief executives to the Public Service. These competencies were based on the results of a rigorous Public Service research exercise¹³. The framework describes the challenges of the Public Service and the standards expected of chief executives.

It was determined by the State Services Commissioner that the LCP should set the standard for leaders to ensure they are capable of demonstrating the competencies reflected in the chief executive competency framework. The chief executive competencies are therefore included in the data set used to develop the contents of the LCP. It was also recognised that there have been changes in the strategic direction and operating environment in which a Public Service chief executive operates. The degree of fit and alignment between the LCP and the Public Service chief executive competencies needed to reflect these changed requirements of Public Service leadership abilities. A matrix that maps and demonstrates the degree of fit between aspects of the LCP and the Public Service chief executive competency framework is included in appendix four.

- **The New Zealand senior official**

This unpublished paper details expectations of senior public servants and provides a valuable guide to ethical behaviour and working at the political interface. Understanding and adhering to this is fundamental to leading others in the Public Service, whether in a formal managerial role or through mentoring and example. As well as being good public servants, senior managers in the Public Service need to be effective leaders of organisations. These elements were incorporated in the LCP to ensure it describes the standard for good public servants who are both leaders and managers in Public Service departments.

- **New Zealand Public Service senior manager competencies framework**

The Management Development Centre published the Public Service Senior Executive (Manager) Competencies framework in 1995. These competencies

¹² Renton-Green, D. (2003). (ii) Op cit.

¹³ Research work carried out by external consultants based in Wellington.

were constructed to provide a focus for management development that reflected the core role of senior management across the Public Service. Chief executives were able to use these competencies as an information base for selection, recruitment and performance assessment. The framework was designed to assist chief executives in identifying managers with potential, assist managers in career planning and development, and provide a guide for coaching and long-term development. It was also designed to provide a tool for developing Public Service-wide capabilities¹⁴.

- **Public Sector Training Organisation (PSTO) qualifications unit standards**

The PSTO¹⁵ unit standards and qualifications for first line and middle management and leadership have been set within a competency framework. The PSTO objective is to develop learning and qualification pathways “that reflect the leadership and management competencies needed in the sector from initial team leader positions, up to the point where people’s competencies reflect those identified for the LCP¹⁶”. Whilst the research and development of these has been the subject of a separate research process¹⁷, the qualifications and standards that are used by PSTO have been developed in conjunction with the LCP. The intention of this is to provide a seamless standard from entry in the Public Service up to senior management level.

The linkage between the national diploma at levels five and six and the LCP was seen to be an area that required further investigation. The introduction of a Leadership Endorsement for approved tertiary education and training programmes that meet the LCP criteria at level six and seven is being considered.

2.2.3 Competency frameworks: Current practice in New Zealand Public Service departments

The SSC commissioned a project to “take stock” of the use of competencies and frameworks for management development in the Public Service, and to develop a picture of how competencies are applied in leadership development¹⁸.

A structured questionnaire was issued to the human resources sections of all Public Service agencies. This was used as a basis for a telephone or person-to-person discussion. The questions covered the issues of the use of competencies and their content, as well as the perceived strengths and weaknesses of the use of competency models. Copies of competency models were provided to the researcher as part of the data collection exercise.

¹⁴ Management Development Centre. (1997). *New Zealand Public Service Senior Executive (Management) Competencies*. March.

¹⁵ Refer to www.psto.govt.nz.

¹⁶ Lamburn, J. (September 2002). *Leadership Development Project: PSTO Overview and Update*.

¹⁷ This was managed under the normal New Zealand Qualifications Authority development processes that govern qualifications and unit standards development, and was managed by the chief executive of PSTO.

¹⁸ The findings are contained in the detailed report, *Current Practices on Competencies in Public Service Departments in New Zealand: Feedback Report to Departments*, State Services Commission, Wellington, New Zealand, July 2002. <http://www.ssc.govt.nz/op25>.

The research established that:

- There was widespread application of competency-based approaches to identifying and developing leaders across the Public Service, with 90 per cent of departments using some form of competency system. The designs of the competency systems were found to be “fairly” consistent, although the content, definitions, and number of competencies used varied across agencies.
- Public Service agencies placed the most value on the use of competencies in providing a common and transparent behavioural standard for recruitment, performance measurement, development, and organisational development.
- The use of the competency framework seemed to highlight the duality for the role of manager, that is, working both as adjudicator and coach, and managing by prescription and facilitation.
- The competencies process was effective in selection and identifying talent, but not in following through development where the practice was variable. It was concluded that there “is an opportunity for a more rigorous process for identification of emerging and potential talent...¹⁹”.

2.2.4 Main conclusions and relevance to the LCP

The key results of the review and analysis of all competency frameworks were that:

- A traditional ‘one size fits all approach’ to developing competency models may work against the aims which grew out of the *Review of the Centre*, which aimed to foster “a dynamic, diverse and innovative workforce with a clearer regional focus”.
- The LCP design should go beyond a typical competency framework and be structured so it is “fit for purpose” over the period of development of a Public Service leader.
- The capabilities that are typically bundled together into competencies should be identified separately in the LCP. The LCP should categorise capability requirements, such as personal characteristics, attitudes, skills, and behaviours separately.
- The different elements that comprise the LCP and the distinct functions that pertain to each part of the structure should be clear and transparent to the user. This includes the:
 - definitions and indications of the capability factors (composite of skills, attributes, knowledge behaviours, how they are applied),
 - prediction and measurement processes,
 - development initiatives.

¹⁹ State Services Commission. (2002). *Current Practices on Competencies in Public Service Departments in New Zealand: Feedback Report to Departments*, State Services Commission, Wellington, New Zealand, July. <http://www.ssc.govt.nz/op25>.

- The LCP should provide an ‘all-of-government’ approach, address the ‘developmental’ aspects of leadership and provide a basis for generating the ‘technical’ as well as the generic aspects of the leadership role.
- In designing the LCP structure, the project team aimed to create a seamless Public Service-wide standard. The LCP should complement and be compatible with the competency frameworks that have proven value and which contribute to a Public Service-wide standard. In particular:
 - the LCP should complement rather than replace competency frameworks currently used by departments,
 - the LCP should be aligned with the Public Service chief executive competencies, which continue to be used by the State Services Commissioner to assist in recruitment and selection as well as providing a framework for chief executives to plan their own personal and career development,
 - the LCP should complement the description of the New Zealand senior official,
 - the LCP should replace the Public Service Senior Manager (Executive) competencies formerly used by the Management Development Centre for manager development,
 - the PSTO unit standards and qualifications should be informed by and lead into the LCP,
 - the LCP should provide guidance on the breadth and depth of experiences and pathways relevant to developing senior leadership abilities.

2.3 Interviews of New Zealand Public Service chief executives

Project team members interviewed Public Service chief executives on a confidential basis. The interviews included a series of structured questions concerning personal development, challenges faced by senior management now and in the future, and knowledge and skill requirements of senior managers. The insights of chief executives and the data collected made this a valuable exercise²⁰.

2.3.1 Profile of the sample

A total of 35 chief executives out of a possible 36 departments listed in the First Schedule of the State Sector Act 1988, were interviewed. The average length of service in their current position was five years, with an average six-year term as a chief executive.

With respect to the chief executives Public Service experience, 21 chief executives could be said to have a policy-oriented background and 14 had an operations-oriented background. Four of the chief executives held specialist positions, as defined by legislation or job description²¹.

²⁰ This data is not publicly available.

²¹ This includes the Serious Fraud Office, Inland Revenue Department, Statistics and Libraries.

Looking to their experience immediately prior to taking up their current Public Service position, 29 of the chief executives came from a Public Service career path; six held a mix of New Zealand and overseas Public Service experience; two had Māori organisational experience; and one chief executive came from private industry.

2.3.2 Methodology

Using a structured questionnaire the researchers asked chief executives to speak from their personal experience about:

- Leadership development and knowledge and skill requirements in their organisation;
- How they assess successful leadership;
- Their role in developing and managing second tier leaders;
- Stakeholder management;
- Examples of tough management challenges and how they were dealt with;
- The difficulties experienced in becoming a chief executive and how to overcome them; and
- The biggest future challenges that face State sector leaders²².

2.3.3 Main conclusions and relevance to the LCP

The data provided an experiential check against the literature survey results and in particular, informed the framework and content for the initial conceptual design of the LCP. The key themes that emerged from the interview data were that:

- Both depth and breadth of skills and experience were required for leader development.
- There is an array of relevant pathways to becoming a leader.
- The chief executive leadership role and organisational performance were difficult to separate therefore, leadership capability must allow for individual and organisational capability development.
- Stakeholder identification and management was a complex aspect of leadership and consumed up to 50 per cent of chief executives time. This aspect is therefore seen as a priority for leadership development.
- Chief executives identified a number of personal attributes as being important in helping them to deal with the tough aspects of the role. This included a balanced work-life role and personal strength and courage.
- Taking up development opportunities that were presented early in their career, and the support and presence of a role model or mentor were important formative experiences for chief executives leadership development.
- The biggest future challenges for the public sector leadership were seen as:
 - increasing complexity,

²² A summary of the findings can be found in Renton-Green, D. (2003). (ii) Op cit.

- changing balance of the executive, stakeholders and the Public Service,
- increased focus on the community,
- diversity issues,
- Treaty issues,
- increased expectations for delivery of service and advice,
- maintaining capability,
- the requirement for increased transparency,
- enhanced expectations for public participation in public sector processes and decision-making,
- a three-year election cycle that militates against long-term planning,
- cross-department collaborative working and the impact of technology.

2.4 A survey of literature

Key leadership literature and other sources of leadership research e.g. government websites were reviewed. The aim of this work was to provide a picture of the leading-edge thinking on leadership appropriate to the New Zealand context.

2.4.1 Methodology and scope of the leadership literature survey

The survey was limited to recent research on leadership, published between the years 1996 to 2003. It included primary and secondary sources, journal articles, research reports, and relevant websites were also reviewed. Scholarly work provided a critical appraisal of classical leadership models and critical management perspectives. Research that emphasised a new or emerging paradigm that proved influential in the discourses of leadership, change and organisational development in the contemporary context was considered. A variety of literature was also reviewed to develop a view on the future direction of the Public Service in New Zealand and the environment within which Public Service leaders will be operating.

The specific area of enquiry was an examination of the theory and practice of leadership, with particular reference to alternative ways of modelling or framing leadership and new ways of thinking beyond competency models.

This material was then related to the New Zealand context of leadership and leadership research, and the Public Service experience and models of competency. The goal was to establish robust research data that would inform the theoretical development of the LCP.

2.4.2 Key sources for research on personal attributes

- **Cognitive capability**

The overall themes of the literature include the need for leaders to be able to manage complexity, and to do so with speed. This requires the right balance of both conceptual and analytical thinking, and the ability to use them effectively in complex situations.

In Jaques and Clement's *Executive Leadership: A Practical Guide to Managing Complexity*²³, the authors argue that leaders need sufficient cognitive power to deal with the complexity of the role. Complexity is determined by the number of elements, the extent to which they are entangled, how much information is incompletely known, how quickly factors shift and change, and the time horizon involved. The authors detail four types of cognitive processing and postulate that cognitive power matures through life in a predictable path.

Mant's *Intelligent Leadership*²⁴ provides an Australian perspective that has become popular with senior public servants in New Zealand and Australia. He proposes two aspects of intelligence that are crucial for successful leadership. These are:

- **Broadband intelligence** – this refers to having facility in a range of different intellectual capabilities that helps the leader make connections; and
- **Systems thinking** – this is the ability to focus on the particular whilst holding the context in mind; understanding not only what you are doing but why.

- **Personal strength and courage**

The literature highlights the need for leaders to have, and demonstrate, personal strength and courage. This attribute describes the ability to know and manage one's own emotional response and is manifest in an individual's sense of self-worth and efficacy. Courage is seen as a valuable aspect of leadership, as leaders need courage to take up challenges, take a contrary view, tackle unpleasant tasks, or take personal responsibility when things go wrong.

Cammock's *The Dance of Leadership: the Call for Soul in 21st Century Leadership*²⁵ is an account of the dark side, or pathology, of leadership that reinforces the importance of the capabilities described in this section. This work was the result of a study on management effectiveness in a public sector organisation in early 1990s, and has formed the basis of Cammock's lectures and consultative advice on leadership.

Collins conducted extensive research²⁶ into the factors that helped turn 'good' companies into 'great' companies, and helped sustain this leap in performance over a fifteen year period. He describes the executives who achieve this as having "a paradoxical blend of personal humility and professional will".

²³ Jaques, E., and Clement, S. D. (1994). *Executive Leadership: A Practical Guide to Managing Complexity*. Blackwell, USA.

²⁴ Mant, A. (1997). *Intelligent Leadership*. Allen and Unwin, Australia.

²⁵ Cammock, P. (2001). *The Dance of Leadership: the Call for Soul in 21st Century Leadership*. Pearson Education Ltd. Auckland.

²⁶ Collins, J. (2001 a). *Good to Great*. Random House, UK and Collins, J. (2001 b). "Level 5 Leadership" *Harvard Business Review*. January 2001.

Goleman²⁷ accounts the capabilities involved in personal strength, and provides many examples and international research on leadership that reinforces the importance of this attribute.

Sarros, Densten and Santors' study of executives in Australia confirms the importance of personal strength "When a leader's self concept is robust, decision making and behaviour are generally constructive²⁸".

- **Relationship skills**

The literature indicates that relationship skills are important attributes of leadership because leaders must have an ability to read and interpret emotional cues (interpersonal perceptiveness), and must be able to read social and political currents in order to mobilise others (social perceptiveness).

Bass²⁹ and Hogan³⁰ provide descriptions of the sophisticated social skills that are needed by leaders.

- **Committed to work with people to make a difference**

There is a general consensus in the literature that leaders need a strong desire to achieve, but need to moderate that drive to achieve through others. This is necessary to reduce the likelihood of burnout and loss of perspective. In this field, McClelland's work on motivation has been one of the most important³¹.

- **Public Service values**

This aspect of leadership refers to understanding Public Service values, the concept of service, and the appropriate channelling of concern for people. Leaders need to set values for an organisation so they must embody them. In this respect, leaders must value ability and performance directed to achieve results. The sources for this section are information on values expected of New Zealand public servants, and Sarros' work that has been mentioned previously.

2.4.3 Key sources for research on senior official ability

The key sources used in the research were a review of government websites and the confidential chief executive interviews cited in 2.3. These sources provided the LCP project team with a picture of the abilities that a senior official should have to inform and guide their actions as a Public Service leader. Key elements of a person's knowledge and understanding of the context within which Public Service leaders operate were determined to be:

²⁷ Goleman, D. (1998). *Working with Emotional Intelligence*. Bantam. Goleman's definitions have been used extensively in this section.

²⁸ Sarros, J. C., Densten, I. L., Santors, J. C. (1999). *Leadership and Values: Australian executives and the balance of Power, Profits and People*. Harper Business, Australia.

²⁹ Bass, B. M. (2002). Cognitive, Social and Emotional Intelligence of Transformational Leaders in R. E. Riggio, S. E. Murphey, and F. J. Pirozzolo. (Eds.). *Multiple Intelligences and Leadership*. Lawrence Erlbaum, New Jersey.

³⁰ Hogan, J. R. (2002). Leadership and Sociopolitical Intelligence. In R. E. Riggio, S. E. Murphey, and F. J. Pirozzolo. (Eds.). *Multiple Intelligences and Leadership*. Lawrence Erlbaum, New Jersey.

³¹ McClelland, D., and Burnham, D. C. (1995). "Power is the Great Motivator". *Harvard Business Review* January – February.

- An understanding and commitment to the Treaty of Waitangi, sufficient knowledge of Te Reo and protocols, and a capacity to create an environment for staff that will enable Māori to effectively participate in decision-making;
- An understanding of the machinery of government, such as the roles and expectations of central agencies and Crown entities, the convention of political neutrality, and the rules and conventions of government;
- A working knowledge of key acts and legislation, a commitment to work within the law and provide advice under the legislative framework;
- An understanding of the policy development process;
- An understanding of the Government of the day's intentions and strategic objectives; and
- An understanding of the international environment that includes New Zealand's place in the world and international trends relevant to particular sectors.

2.4.4 Key sources for research on general management ability

The literature highlighted a theme that to be effective in their roles, senior leaders must have sound general management ability. These abilities refer both to the generic management skills in which a leader should demonstrate competence and the key skills that help an organisation assimilate change and take advantage of opportunities. General management abilities were drawn from K.W. Parry's *Leadership in the Antipodes*, the chief executive interviews, and from the following competency models:

- Australian Public Service Commission;
- United States Office of Personnel Management;
- United Kingdom Cabinet Office;
- Public Service Commission of Canada;
- New Zealand Public Service chief executive competencies; and
- New Zealand Public Service competencies for senior managers and leaders.

The key findings on general management abilities drawn from these sources were:

- **Financial management** – this includes the ability to contribute to departmental budgeting and forecasting, to make links between strategic and business plans, to act consistently with the Treasury guidelines, and a good understanding of commercial acumen;
- **Risk management** – this involves risk identification and management, and being well versed in ensuing legislative compliance, drafting, and testing of disaster recovery and risk mitigation plans;
- **People management** – able people managers develop and adhere to standards and build morale in their workplace, encourage and coach people to achieve, monitor and evaluate staff, and develop constructive solutions confidently;

- **Process and service management** – this involves understanding processes and how they contribute to outcomes, how to re-engineer and implement technology to improve processes, and have an understanding of what processes are required for internal audit and accountability purposes;
- Programme and project management, including planning, organising and communicating the goals of a project, and understanding the impacts of the outcome;
- An awareness of the potential and legislation concerning the use of technology in the public sector;
- **Innovation management** – this refers to creating a learning and participative environment; and
- **Management of diversity** – this involves creating an environment where people from different cultures can contribute effectively, and establishing policies to attract a diverse range of recruits, while maintaining Public Service ethics and values.

2.4.5 Sources for research on strategic leadership ability

The leadership team highlighted the main challenges for leaders of the future³². Their research indicated that the Public Service environment is undergoing change and challenges that make the political, organisational, and service delivery environments increasingly complex³³. Public Service leaders must adapt and respond to this.

The research indicated that the nature and sheer difficulty of issues that leaders are facing today, and in the future, means that leadership cannot be the sole prerogative of senior management. An approach of cultivated and coordinated leadership, rather than command and control should be fostered. “Distributed leadership” was found to be particularly relevant for knowledge based work, as much of the Public Service is³⁴. Leaders should create conditions that enable people at all levels to exercise leadership in their activities and provide a focus and a vision for the organisation. Engaging the aspirations and energies of all members of the department is necessary for successful leadership³⁵.

The survey indicated key leadership capabilities that are required to obtain strategic leadership abilities. They are:

- **Leading strategy.** According to De Kluyver (2002)³⁶ the ultimate goal of strategy is sustaining superior performance over the long-term. In the public

³² Renton-Green, D. (2003). (ii) Op cit. Section 3.

³³ See: New Zealand Institute of Economic Research. (2002). *The Future of the New Zealand Public Management System. Report to the State Services Commission.* August. KPMG. (2000). *Managing the Public Sector – Global Challenges.* T. Kochan, W. Orlikowski, and J. Cutcher-Gerschenfeld. *Beyond McGregor’s Theory Y – Human Capital and Knowledge Based Work in the 21st Century Organisation.*

³⁴ Kochan, T., Orlikowski, W., and Cutcher-Gerschenfeld, J. (2002). *Beyond McGregor’s Theory Y – Human Capital and Knowledge Based Work in the 21st Century Organisation.* For Sloan School 50th Anniversary Session October 11, 2002.

³⁵ Avolio, B. J., Jung, D. I., Murry, W., Sivasubramaniam, N. (2002). “A longitudinal model of the effect of team leadership and group potency on group performance.” *Group and Organisational Management*, 27.

³⁶ De Kluyver, Cornelius, A. (2000). *Strategic thinking: an executive perspective.* Upper Saddle River, New Jersey: Prentice Hall.

sector, this means achieving the Government's "outcomes" by developing a flexible strategic niche for the department, with an all-of-government approach, and embedding that strategy into the department's business and performance management processes;

- **Leading change.** "Leadership and leading change are virtually inseparable³⁷". This means that the ability to lead and manage change is a crucial leadership skill;
- **Leading capability.** This ability describes the leader's role in managing risk through developing and maintaining organisational capability;
- **Leading stakeholder and relationship management.** This ability involves building networks and understanding the value of relationships; and
- **Leading culture.** This involves setting the culture through encouraging change and valuing diversity.

2.4.6 Main conclusions of the literature survey, and relevance to the LCP

The following conclusions represent a synthesis of the analysis presented in the LCP (2003) project report and the connections that the research has with the LCP. A complete map of this part of the research is included in appendix five.

- New paradigms on leadership research tend towards a multi-disciplinary approach and encompass perspectives from more than one era or theoretical approach. The research that underpins the LCP represents a theoretical synthesis of approaches to leadership development, often based on decades of analysis. In addition, the research has been applied and tested in real work situations in either the public or private sector.
- The theories that are drawn on to support the LCP development fall within the category of new paradigm research.
- The LCP is not based on one single theoretical model. The LCP was formed on the basis of research on the capabilities that are required for effective leadership, and how these capabilities are best identified, developed and measured. The data from the research has provided the intellectual foundation for the design of the LCP and the selection of the characteristics that the LCP describes.
- A distinction was made between attributes that could be learnt and therefore could be incorporated within a learning and development programme and those characteristics that may be regarded as associated with deeper psychological or personality construct that, while not impossible, usually require considerable time, effort, and expense to develop.
- Leaders need depth and breadth of experience and there is a huge range of pathways that are relevant to developing leadership ability. The LCP needs to serve as both a standard for identifying and assessing leadership potential as well as a tool for guiding leadership development.

³⁷ Renton-Green, D. (2003). (ii) Op cit.

- In a more demanding, rapidly changing world, leaders need to look to the future. The Public Service needs to consult with and engage with the community, to understand their needs, and to focus more on achieving results.
- Moving forward, Public Service leaders need to bring about change in the Public Service by:
 - working more with people and communities to do its business,
 - working together better, through better cooperation, collaboration, learning and, where appropriate, integration of processes and structures,
 - maintaining high values and standards (to maintain integrity and consistency in volatile and complicated circumstances).
- Within this demanding environment the Public Service needs to be led and managed by good, well-rounded people. Then over time, New Zealanders, Ministers, and staff in the Public Service can, and should, expect to see a more responsive and effective operation of public services.

2.5 Corporate Leadership Council research reports

Corporate Leadership Council is a United States based organisation of considerable international corporate membership. Corporate Leadership Council members include many of the most reputable large organisations. The Corporate Leadership Council published a survey in 2001, based on a one-year review of the academic and professional literature and a survey of 8000 leader/managers in their member organisations. The research report provides a sound review of best practice in leadership, but has minimal Public Service input.

2.5.1 Methodology

The Corporate Leadership Council had conducted a web-based research study with mainly private sector, organisations. Included in the study was a quantitative analysis of the views of 8000 leaders, representing 31 organisations in six industries and eight countries.

The study focused on:

- The pre-conditions to developing leaders;
- An attempt to profile effective leadership;
- The strengths and weaknesses of leadership bench;
- Decisions about optimising resources for leadership development; and
- The development of an empirical research base on which to base the resourcing and development of leadership.

2.5.2 Summary of the findings

The report made several findings:

- More than 8000 leaders reported that people-management skills are the most important attributes of effective leadership, and that this outranks skills such as

strategic management, personal characteristics or day-to-day business management.

- Many leadership teams are weakest in the skill areas that matter most, which has led companies to look for solutions to the leadership development challenge.
- Feedback and relationship programmes are the most effective leadership development strategy.
- Many organisations struggle to effectively implement the most important leadership development programmes and would benefit by reallocating their development resources to meet leaders' needs³⁸.

2.5.3 Main conclusions and relevance to LCP

The Corporate Leadership Council summary of key findings on leadership was useful in the context that it provided a good comparison with other research conducted for the LCP. However, its applicability to New Zealand State sector was limited given that the Corporate Leadership Council report focused on private sector management. Setting the development of the LCP within a Public Service context became a focus for further research.

2.6 Fact finding visit to the United Kingdom and Canada

In September and October 2002 a member of the LCP project team travelled to the United Kingdom and Canada to investigate leadership development initiatives and practices in countries with larger Public Services. Senior public servants in both countries were contacted with a view to sharing leadership material and learnings from similar initiatives.

The visits confirmed that the LCP being developed in New Zealand reflected international trends in senior leadership profiling and was based on sound theory and practice. The material offered by the Canadian Centre for Management Development was particularly useful.

2.6.1 Main conclusions and relevance to the LCP

Both the Canadians and the British had developed descriptors of leaders. The Canadian material used a competency model and outlined five key competencies. The United Kingdom used a set of five principles to outline their leadership expectations. Despite the different approaches there were clear similarities in the descriptors:

³⁸ Corporate Leadership Council. (2001). *Voice of the Leader: A Quantitative Analysis of Leadership Bench Strength and Development Strategies*.

Canadian: Five themes of competence	UK: Principles of a leaders profile
Intellectual competencies	Provides strategic vision
Future building competencies	Champions development
Management competencies	Drives for results
Relationship competencies	Builds collaborative relationships
Personal competencies	Communicates with impact

The material from the trip was presented to the project team in November 2002. It confirmed that in order for the profile to be widely accepted and implemented it could not be simply competency or principles based but had to be as broad as possible. The language used in the Canadian model was extensively used to develop the New Zealand profile.

2.7 New Zealand Public Service-wide initiatives and frameworks

There are several initiatives currently under way to improve overall public management performance. Some of these are system-wide, such as in managing for outcomes and in ensuring the development of ethics, values and standards. Others are targeted at specific areas such as regional coordination and integrated service delivery, where groupings of agencies can achieve better results through working out ways to coordinate and collaborate. A review of these initiatives and their associated key stakeholders was undertaken to ensure the LCP would be closely linked to, and is consistent with, the strategic intent and values of the Public Service. A summary of the major initiatives and their relevance to the LCP follows.

2.7.1 Ethics values and standards

Government and citizens base their judgements of State sector performance on actions and observed behaviours of public servants. For the State sector to be seen as trustworthy, and acting in a spirit of service, the actions of public servants must visibly reflect the values of political neutrality, honesty, integrity and professionalism.

Effective leadership in the New Zealand Public Service requires high personal integrity. This includes understanding and behaving consistent with Public Service values and standards, leading in a way that reflects these values and standards, and leading others to maintain those standards as they strive for results.

In order to meet the challenges of tomorrow we must develop current and future leaders of the State sector who can model and maintain high ethical standards. Based on the premise that leadership is about both promoting integrity and countering wrong-doing the Ethics, Values and Standards programme is designed to support the Commissioner's leadership on values and standards and provide thoughtful and sound

advice and support to Public Service chief executives and senior managers. Through continuing interaction with departments and chief executives the programme will encourage leadership in ethics and, over time, help departments maintain high ethical standards and minimise instances of corrupt unethical behaviour.

The LCP is inextricably linked to Public Service values and standards and is aligned to the Public Service-wide promotion of ethics, values and standards.

2.7.2 Diversity

A key element of the Senior Leadership Management and Development strategy was to improve the diversity of leadership in the Public Service. This goal was attended to in several ways:

- The SSC contracted research by a human resource consultant, to improve its capacity to promote diversity in leadership profiling, selection and development³⁹.
- Independent advice for incorporating diversity into the LCP was sought and received. In outlining the issues of diversity in the senior management development, it also addressed the implications for diversity in the LCP, the concepts and strategies for encouraging diversity, the guidelines that could be followed, and the key issues in managing the implementation of diversity strategies.
- Methods and strategies to increase diversity were widely discussed by groups of current senior public servants.
- There were informal discussions with Māori and Pacific Island public servants throughout the design and development of the strategy.
- Focus groups were held between the SSC and senior Māori and Pacific public servants to test the final design of the LCP prior to its launch in July.

2.7.3 Futures

The Futures Programme work is intended to build a high performing State sector, which plans and manages well for the future. There are long lead times around policy development, decision-making, and implementation, and a constantly changing external environment. At individual, agency, and all-of-government levels an understanding of the future can ensure the best decisions are made in the present. This can be achieved by making future thinking an integral part of business and work programmes.

While the implementation of the Futures Programme was delayed until after the LCP was underway, informal discussions took place in the LCP development stage with Futures Programme participants to ensure LCP would be aligned with the Futures Programme.

³⁹ Keall, C. (2002). *Promoting diversity through leadership profiling, selection, and development in the Public Service*. August.

2.7.4 Managing for outcomes

The *managing for outcomes* initiative requires chief executives and their senior staff to adopt a more strategic and outcomes focused approach to planning, budgeting, operations and reporting, while still remaining accountable for delivery outputs. From 2003, all departments must document their outcomes, outputs and forecast budgets in a Statement of Intent. An important part of managing for outcomes is building the right capability mix – that is, what a department needs now and in the future to deliver its planned outputs in order to achieve its outcomes. The right capability mix includes people, resources, systems, structures, culture, leadership, and relationships. These are reflected in the design of the LCP.

2.7.5 Human Resources Framework

Another *Review of the Centre* initiative, the Human Resources Framework for the Public Service, has been designed to develop the Public Service as an employer that competes in the broader labour market for its share of good people. Some of the ways this is being achieved is by ensuring the Public Service provides:

- a diversity of rewarding work,
- planned development opportunities,
- reduced barriers to career mobility.

This is being accomplished within a cost efficient and effective framework where commonality of issues and practice is recognised and capitalised upon. The people capability projects within the Human Resources Framework compliment the work in the Senior Leadership Management Development project and developmental initiatives are aligned with the LCP⁴⁰.

⁴⁰ Office of the Minister of State Services. (2003). *Review of the Centre – Senior Leadership and Management Development. Report to the Chair of the Cabinet Committee on Government Expenditure and Administration.* March 24.

Section three: Design and ongoing development of the LCP

The LCP design methodology included both research and setting the findings of that research within the context of the Public Service.

3.1 Conceptual design and initial content of the LCP

A number of issues were drawn from all strands of research outlined in the previous section.

The theoretical and practitioner insights that emerged from the research were brought together and provided working principles for the initial conceptual design and content of the LCP. A visual map of the initial conceptual design of the LCP is included in Appendix Five, and includes the following LCP design assumptions:

- Leadership must align to the strategic direction, values base and operating environment of the organisation.
- Effective leadership in the Public Service requires high personal integrity. This includes understanding and behaviour consistent with Public Service values and standards, leading in a way that reflects these values and standards, and leading others to maintain those standards.
- Leaders have demonstrable capabilities, which are defined for the Public Service.
- Leaders develop through a depth and diversity of experience and pathways.
- Leaders develop and apply their abilities in particular ways: through "senior official" savvy; management of people; business acumen, strategy, culture, external stakeholders, and their technical credibility.
- Leaders deliver results expected now and in the future, by drawing on all their attributes, abilities, and experiences.

3.2 Peer review

A peer review was commissioned from an external field expert. The review was conducted using two lenses: a 'selector of talent' and of a potential aspirant. Content and presentational aspects of the LCP were considered. The major observations were:

- It was acknowledged that the LCP was at an initial developmental stage. No assumptions were made about what has been excluded or is waiting to be included.
- Specific 'leadership behaviours' were identified as missing, overstated or under-emphasised.
- Recommendations were made regarding the presentation of the LCP, the clearer demarcation between descriptions of capability, development methods and clearer acknowledgement of concepts and constructs used to support the LCP

and full literature referencing. This paper in part aims to address these recommendations.

3.3 Development of the LCP prototype

In October 2002 the combined results of the research process and the project team feedback resulted in the development of an LCP prototype, which clearly outlined the personal attributes, leadership abilities, relevant experiences, and pathways required in a senior leadership role.

The mechanism for dissemination of information at project meetings, through e-mails, workshops and briefings was the basis on which decisions were made about the progressive development of the LCP.

The data must also be considered to be part of the 'action research' component of the portfolio of research that comprised the background thinking, theoretical framing and practitioner testing for the development of the LCP prototype.

The prototype has been the subject of further external quality assurance and review processes⁴¹ and the document has been incrementally revised in light of this consultation, review and feedback. A visual map of the initial prototype is included in appendix six.

3.4 Field test

The LCP prototype was circulated for feedback and comment at various stages of its development to project team members, chief executives and senior managers within the Public Service, external academics and consultant researchers. Research was also conducted with stakeholder groups including Māori and Pacific people. This research was incorporated into the development work of the project team and reflected in the project report.

The feedback from all sources suggested that additional research was required to contextualise the findings from the generic literature search to the particular needs of New Zealand society: to reflect Māori perspectives on leadership and build an LCP that reflected Public Service as a diverse, futures oriented, and values based service. An assessment of the additional research to cover the perceived gaps in the LCP theoretical underpinning and capability profile content was carried out and the additional work that was required to meet the theoretical, LCP content and stakeholder gaps was conducted during May and June 2003. The sixth and seventh LCP revisions and the final version, demonstrate the progressive development and input.

3.4.1 Feedback from Māori

Although a chief executive Māori perspective was captured within the chief executive interview data, the numbers were small given the under-representation of Māori in senior positions.

⁴¹ This includes research outlined in Renton-Green, D. (2002). (ii) Project Team and Project Team Leader Consultation within the State Services Commission, and the CERG.

Consultation processes with Māori were undertaken with an expressed aim of seeking feedback on how well the Senior Leadership Management and Development strategy reflected the future needs of the Public Service, and the extent to which Māori values and experience was sufficiently evident to engage Māori in leadership development.

Two workshops were conducted with senior Public Service Māori and Māori public servants representing several levels of management. In total 17 government departments were represented.

Follow-up telephone conversations were also conducted with a small sample of workshop participants to further clarify some of the data that had emerged during workshop discussions.

The following represents a summary of the messages from both workshops:

- The LCP model and Senior Leadership Management and Development approach were seen to be mono-cultural;
- There was general agreement that the profile of attributes more or less captured the elements of leadership but not the journey and that more Māori input was necessary;
- Specific additions to the LCP were suggested:
 - "Walking in two worlds" (Māori and Pakeha) and valuing each other,
 - a statement of principles and intent of leadership with respect to bi-culturalism and Treaty obligations,
 - suggestion to partner with a Māori assessor to ensure Māori learning and experience is validated by credible assessors,
 - capture the New Zealand special factors of geography, history and environment in the national context of leadership,
 - suggestions were made regarding the detail of particular personal and cognitive attributes.
- Much was said about creating the right environment, valuing different world views, providing manager support, avoid 'ghettoising' Māori jobs and leaders, investigate why people leave the service, and remove known barriers to development of leadership potential;
- The over-riding sentiment expressed at the workshops was that success rested on management to provide the appropriate environment, and to resource the development.

3.4.2 *Incorporation of Māori feedback into LCP*

Where appropriate the work and concepts outlined above were reflected in subsequent revisions of the LCP. Versions 1.6 and 1.7 refer. Other issues such as measurement and validation of capability and potential belonged to the domain of the assessment and the comments were relayed for consideration by relevant project teams and stakeholders.

3.4.3 Feedback from Pacific people

A workshop was also convened with a small group of Pacific public servants representing government departments and several levels of management. The consensus of the group confirmed the overall structure and content of LCP version 7 as representing an effective profile for launching the new initiatives. The main issues raised were about process and ensuring that barriers for Pacific people are identified and addressed. It was also accepted that it was a document and process that would be changed in light of further feedback. A few minor changes were suggested and these were included in the final version of the LCP.

3.5 Ongoing development of LCP

The hallmark of the LCP is that it is a dynamic model. It is a model that is informed by a wide array of research from credible sources. It has been subject to open discussion with users and stakeholders and enjoyed wide consultation and feedback processes, throughout the 14-month development period. The incremental revisions of the LCP prototype during the period from November 2002 to July 2003 tell the story.

The Minister for State Services launched the Senior Leadership Management and Development strategy on 3 July 2003. A visual map of the LCP prototype is included in appendix eight. However, the launch of the LCP does not complete the project. Any profile of leadership capability, will inevitably change as needs vary, with time, priorities and the ever-changing environment. The evidenced-based research approach, combined with consultation and feedback mechanisms that were used to create the LCP, will also ensure its ongoing development and that it remains dynamic and fit for purpose.

Appendix one: LCP Project team members

Rex Collett, Branch Manager, Chief Executives Branch
Project Sponsor

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Barbara McIntyre, Chief Executives Branch
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Julie Craig Department of Conservation

Janice Calvert Department of Internal Affairs

Julie McDougall New Zealand Customs Service

Lynley Gould Chief Executives Branch, Field Expert

Gambhir Bhatta Strategic Development Branch

Beth Arboleda Programme Administrator

Appendix two: Research reports and data

- Advisory Group on the Review of the Centre. *Report presented to the Ministers of State Services and Finance*. November 2001. <http://www.ssc.govt.nz/roc>.
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Appendix three: Conceptual bases and hypothesised relationships related to senior management development

In looking at the conceptual bases and hypothesised relationships related to senior management development, we need to keep in mind that this is structured around themes of succession planning, leadership training, good human resource management practices including training and development, etc. In the case of the New Zealand public management system, this can be expressed notationally as:

$$\text{Good SMD} = f(L_d, L_c, D_{exp}, IS, HRM_{pr}, e)$$

where: SMD = Senior Management Development (dependent variable)

L_d = Leadership in departments (Ho :+ive)

L_c = Leadership from the Centre (Ho :+ive)

D_{exp} = Expression of demand (Ho :+ive) (*Demand function*)

IS = Institutional Strength (Ho :+ive) (*Supply function*)

HRM_{pr} = Human Resource Management practices in departments (Ho :+ive)

e = residual

Of the exogenous variables, it goes without saying that the level and quality of leadership exercised by those at the top is one of the key determinants of success in organisations. We can bifurcate that to include leadership exercised in agencies by departmental leaders (chief executives, for example,) and in the Public Service as a whole by the Centre. In both cases, the hypothesised relationships with good SMD are positive (i.e. the stronger the leadership role, the more positive we would expect SMD to be). The expression of demand is an important concern in the enhancement of SMD in the Public Service. It is necessary that civil servants come forward with their career plans so that the authorities are in a position to assess the requirements for planning purposes. This expression of interest has been shown to be an important consideration in SMD in the Netherlands. On the other hand, institutional strength refers to what institutions can offer to meet the demands of civil servants that are demanding development opportunities. Finally, human resources management practices refer not only to recruitment, promotion, performance management and other practices but also training and development, particularly on career mobility, job stretch, etc. We can hypothesise that the more the organisation puts emphasis on these practices, the better the SMD result is expected to be.

Appendix four: Mapping of LCP⁴² to Public Service chief executive competency framework

Leadership capability profile	Public Service chief executive competencies	Degree of fit	Comment ⁴³
<i>Personal attributes</i>			
Agile mind	Intellectual capability	High	
Personal strength and courage	Honesty and integrity	High	The term 'Emotional Intelligence' has been used by several writers to cover these elements.
Integrity			
Connects with people	Effective communication		
Energy and drive	Commitment to achievement	Good	Added emphasis in LCP on "team" and achieving through others.
<i>Lead with integrity</i>			
Strategy forming	Strategic leadership	Good	More emphasis in LCP on the leadership role in building organisational culture.
Culture building			
"Senior official" nous	Managing in the political-cultural context		
<i>Manage with prudence</i>			
Management of people	Management of people	High	Similar.
Business acumen	Managerial expertise	High	Similar.
<i>Walk with respect in diverse worlds</i>			
Stakeholder engagement	Building and sustaining effective relationships	High	There is more emphasis placed on diversity and responsiveness to Māori in the LCP.
Cultural respect		Low	
Responsive to Māori		Low	
Technical credibility		Low	Technical credibility is given added weight in the LCP to reinforce the need for both depth and breadth of experience.

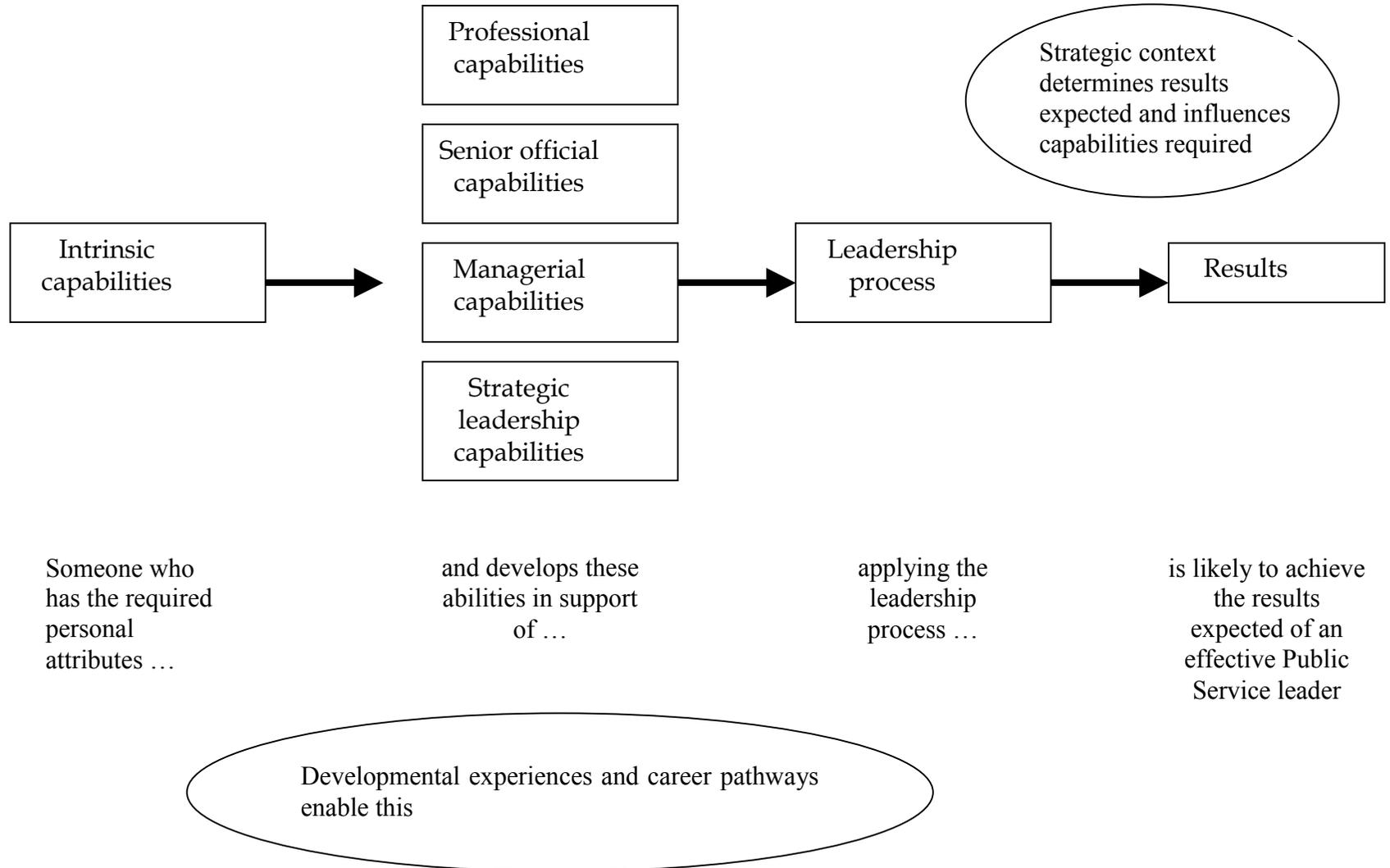
⁴² The mapping is limited to the *Personal Attributes and Leadership Abilities as Pathways and Experiences* and *Results* are not described in the NZPS chief executive model.

⁴³ The gaps between the LCP and NZPS chief executive competencies highlighted in the above matrix reflect the change in the operating environment and strategic direction within which NZPS now operate, as opposed to a decade ago when the chief executive competencies were developed. All elements of the LCP are considered to be important for twenty first century NZPS chief executives.

Appendix five: Initial conceptual design and content of the LCP

Leading change Personal learning and development and leading culture building	Intellectual capability	Learning and improving		Shaping strategic thinking	Creativity
Strategic leadership	Strategic leadership	Thinking strategically	Leading change	Shaping strategic thinking	Creativity and future building
Leading change	Management of people	Giving purpose and direction	Links to leading change	Achieving results	
Leading capability building	Building and sustaining relationships	Getting the best from people	Results driven		Future building
Leading political/ stakeholder interface and alignment	Building and sustaining relationships	Getting the best from people	Building coalitions and communications	Cultivating productive working relationships	Relationship building Partnering and relationship

Appendix six: Visual map of first draft of LCP prototype



Appendix seven: Visual map of LCP prototype

