

NZAID PACIFIC LEADERSHIP DEVELOPMENT STRATEGY

CONTEXT AND BACKGROUND

NZAID's mission is the elimination of poverty through development partnerships and we have a core geographical focus on the Pacific region. NZAID recognises good governance, including effective leadership, is a critical precondition for the elimination of poverty. Poverty elimination can only be achieved through communal action that enables and supports positive change, and is underpinned by a clear vision of the future. Leaders can be thought of as those who set the vision and direction for communities and who mobilise and support communal action. While leaders are often the decision makers, they are just as often individuals without formal leadership or decision-making positions, but who leads by empowering and supporting others to take action. Effective leadership is therefore central to poverty elimination and consistent with NZAID's strategic vision.

Pacific communities have repeatedly voiced their dissatisfaction with the state of leadership in the region. Pacific communities want more effective and accountable leaders at all levels of society. Pacific communities want to be better able to hold their leaders to account, and to support and foster good leadership in their current and future leaders. Pacific communities also want greater access to opportunities for sustainable, relevant leadership development at all levels and for all people. There is a growing demand from Pacific Island communities for more effective leadership and greater access to opportunities for leadership development at all levels. Strengthening leadership has been identified as a key priority at a regional, national and local level amongst government and non-government actors, as reflected in documents such as the Pacific Plan.

In 2004, in response to the increasing focus on leadership development in the Pacific, NZAID examined its current efforts in leadership development a review relevant literature and other pacific leadership development programmes. Based on the findings of this, NZAID established the Pacific Leadership Development Programme and began work on a Pacific leadership development strategy with objective to enhancing NZAID's contribution to leadership development in the Pacific.

An interim strategy was developed for the 2004/05 financial years, during which NZAID undertook some pilot initiatives and further developed existing initiatives. NZAID convened a Pacific regional workshop, that brought together people from across the region to share ideas and experiences about leadership and leadership development, and to provide guidance to NZAID and other donors for enhancing donor contributions to leadership development. The statement prepared by the participants is attached as Annex Three.

This strategy paper builds on the work done under the interim strategy and draws heavily on the learnings gained from the workshop. It is set within the context of NZAID's overarching policy and strategy framework, and the Pacific regional strategy. The strategy has been developed in the knowledge that a number of Pacific regional organisations and donors, as well as other New Zealand government agencies and bodies, are also active in the area of leadership development. It is designed to minimise duplication and maximise coordination and complementarity of leadership development initiatives in the Pacific. The strategy has also been developed in the knowledge that there is a paucity of appropriate; Pacific-led research and information available on leadership in the Pacific. Encouraging and increasing Pacific research and the development of collective understandings on leadership will therefore be an element of the Strategy.

GOAL

Good leadership at all levels of society that enhances Pacific peoples' capacity to address poverty elimination.

OBJECTIVES

- Increased awareness of leadership roles and responsibilities at various levels of society, with people holding leaders to account and demanding good leadership
- Organisational and institutional culture and structures that support and foster good leadership values and practice
- Pacific people have increased access to high quality and sustainable Pacific leadership development initiatives.
- Pacific leaders, who maintain, promote and actively practice the qualities and values of good leadership.

STRATEGIES

NZAID's support for leadership development will be through four key strategies:

- Building expectations/demand for good leadership
- Strengthening the structures and context that support good leadership
- Increasing access to information/knowledge about Pacific-based initiatives for leadership development
- Enhancing leadership qualities of those in (or likely to be in) leadership positions

FOCAL AREAS

NZAID's support for leadership development activities will focus specifically on the following communities:

- "Change agents" – local individuals recognised by their communities as drivers of change, in the community, public or private sector.
- Civil society and community based organisations; in particular women, youth, religious and traditional based organisations.
- NZAID Scholarship and short term training awards holders
- Youth
- Women

These have been identified based on assessment of the support already provided to other sectors through NZAID's bilateral programmes and programmes of other donors, as well as the priorities identified by participants at the workshop, regional and national forum and literature. As a small donor with limited people and financial resources, it is essential for NZAID to be strategic in where we focus our resources in order to have most impact. While the Pacific leadership development strategy focuses primarily on these sectors, support for leadership development in other sectors will continue to be a part of NZAID's bilateral and other thematic programmes.

CORE GUIDING PRINCIPLES

The Strategy will be implemented in accordance with NZAID's operating principles of protecting and promoting human rights, strategic approach to poverty elimination, sustainability, equity, partnerships, participation, coordination, access and accountability.

It will also be strategic; outcomes focused; relevant to local needs and the local context; and recognise the value of local knowledge and local models.

The Strategy will respect partner country priorities in terms of their national planning objectives, in keeping with NZAID's partnership approach.

The Strategy seeks to minimise duplication and maximise coordination and complementarity between NZAID activities and those of other donors and Pacific agencies. The priorities of the Strategy have therefore been identified taking into account existing programmes and priorities of other donors and Pacific partners.

What Will NZAID Do and Why?

The following section explains the four strategies NZAID will implement in order to achieve the above objectives.

Building expectations/demand for good leadership

In trying to strengthen leadership, it is important to take into account the political and social context for the exercise of individual leadership, including the effectiveness and accountability of local institutions. If the culture is antithetical to good leadership, individuals - however responsible - will make limited headway. It is therefore important to build community and institutional expectations and demand for good leadership. This area of need was identified strongly by participants at the Pacific regional workshop on leadership development; and is consistent with NZAID's commitment to participatory processes. NZAID has comparative advantages in working with civil society, at community/grassroots level, awareness/sensitivity to issues of tradition, culture, indigenous peoples rights, and this is an area that few other donors are currently targeting for leadership support.

The type of initiatives NZAID will support under this strategy include civic education programmes, which raise awareness of roles and responsibilities within society; or which create opportunities and mechanisms to bring people and their leaders together for dialogue, and for input into policies and decision making.

Indicators:

Increased dialogue between communities and leaders

Increased understanding of roles evidenced by, for example, effective participation in electoral processes

Strengthening the structures and context that support good leadership

Organisational and institutional culture and structures can act as obstacles to good leadership. NZAID will look for opportunities to support initiatives that focus on strengthening these elements to act as enablers for, not obstacles to, good leadership values and practice.

NZAID will support initiatives that target underlying values, and seek to bring about value/attitude change, as well as organisational change, in structures and institutions. For NZAID as an external agency, this will mean identifying and supporting local change agents within organisations and institutions, who are committed to bringing about the cultural and attitude change required.

Indicators:

NZAID's Pacific bilateral and regional programmes identify and address opportunities to support the development of good leadership principles and processes.

Institutional strengthening projects supported by NZAID, address value/attitude change as well as organisational change.

NZAID is proactive in identifying possibilities, and is responsive to partner-initiated efforts, for change.

Increasing access to information/knowledge about Pacific-based initiatives for leadership development

This is an area identified strongly by participants at the Pacific regional workshop on leadership development. While there are a number of initiatives, there is a need for an "inventory" or similar to be developed which is easily accessible and updated at regular intervals.

There is also a desire for a mechanism for networking, applied research and discussion on leadership issues, and a strong demand for more evaluation of existing approaches, comparison/sharing of best practice, and mechanisms to facilitate partnerships and 'south to south' exchanges.

Ensuring more people know about and are accessing initiatives will enhance the sustainability of these initiatives and also encourage ongoing improvement, especially if accompanied by increased comparison and awareness of best practice.

NZAID will be proactive in identifying and supporting relevant networking and information exchange mechanisms; and encourage evaluation of existing or new initiatives for leadership development. NZAID will also consider instigating or supporting Pacific-led applied research into leadership in the Pacific.

Indicators:

Pacific-based initiatives for leadership development are widely known and accessible to a wide range of people

Increase in high quality and sustainable Pacific-based leadership initiatives.

Evidence of information exchange and resource pooling.

Enhancing leadership qualities of those in (or likely to be in) leadership positions

Under this strategy, NZAID will support initiatives that assist those in leadership positions to develop, maintain and actively practice the necessary qualities and values for leadership; and to provide opportunities to those working towards positions of leadership to develop appropriate qualities, values and understandings for good leadership.

In particular, NZAID will look for opportunities to support experiential based learning opportunities, mentoring, peer support, action learning etc. Such approaches have been proven more effective in achieving sustainable, fundamental value/attitude and behaviour change, than formal/institutional learning programmes or skills training courses. This is consistent with the priorities identified by NZAID's national and regional partners, and recognises the relatively large number of skills and competency based formal training programmes already available for leaders in the Pacific. Participants in the workshop also indicated that, in their experience, these types of initiatives are the most effective; and pressed for more ongoing, sustained and flexible mechanisms for personal leadership development.

A number of other donors are working in this area, and based on an assessment of our comparative advantage and resource availability, NZAID will also consider ways in which we could supplement or complement what other donors are offering. There is potential for MFAT or other NZ government agencies to play a key role in this area. NZAID will look at ways in which we might support and compliment such initiatives.

Indicator:

Enhanced level of satisfaction and confidence expressed by Pacific people, in the leadership demonstrated at various sectors of society

Who We Will Support

NZAID have identified change agents, civil society/community based organisations, women and youth as the priority communities for support under this strategy. The rationale for the selection is based on analysis of which sectors are most relevant to these objectives; an assessment of where other donors are already active, where government/business support is already available and/or more appropriate, where New Zealand whole-of-government engagement would be more appropriate and where NZAID has existing relationships and knowledge base/experience and therefore likely to have more impact. However, NZAID will continue to address leadership development through out all its existing programmes in all sectors.

The following describes how the Strategy will be implemented in the different communities and sectors of the Pacific.

“Change agents” who may come from any sector. These are local people who may not have or want a recognised leadership role, but want to bring about change, which will result in better leadership.

Civil society in particular not-for-profit organisations, media, church and community based organisations. NZAID will prioritise initiatives involving women, youth, traditional/community/religious based organisations and leaders. NZAID will proactively seek initiatives from, or target, these groups.

NZAID Scholarship and Short Term Training Award holders. NZAID scholarships have the potential to contribute effectively to the Pacific Leadership Strategy. NZAID will look at ways to maximise the potential for the Scholarship and Short Term Training Awards to be used for leadership development; for example, work-based attachments could be a way of supporting ‘experiential-based learning opportunities’, and inclusion of leadership or governance-related courses or activities in the programmes of scholarship students.

Politicians, parliamentarians, government. NZAID will continue to support some existing initiatives, in particular those involving the national integrity institutions such as judiciary and ombudsmen. NZAID will respond to proposals rather than seek initiatives from this group.

This is an area where other NZ government agencies, or parliamentarians’ groups may wish to be more actively involved in working with their counterparts, and where other donors are already active, such as ADB, AusAID, USP, Commonwealth Secretariat. NZAID will look at ways in which we might support such initiatives from other agencies.

Private sector. NZAID will respond to proposals rather than seek initiatives from this group; with a key focus on how leadership is specifically being addressed, incorporated or developed within the proposed initiative.

Public Sector (including public management/administration, law & justice, law enforcement, health, education sectors.) NZAID will continue some existing initiatives that are consistent with the above strategies and will also maximise the leadership development potential in existing Public Sector and institutional strengthening programmes.

This is an area where other NZ government agencies may wish to be more actively involved in working with their counterparts, and where other donors are already active. NZAID will look at ways in which we might complement initiatives from other agencies.

IMPLEMENTING THE STRATEGY

Implementation of the Pacific Leadership Development strategy will focus on three key approaches: providing direct support for specific leadership development initiatives under a Pacific Leadership Development Programme, identifying opportunities to enhance leadership development through NZAID bilateral and regional programme strategies and initiatives, and identifying ways to enhance leadership development through agency practices. An Implementation plan will be developed for the strategy, which will include a comprehensive monitoring and evaluation framework, to allow on going learning, improvement and measurement of impact.

1. The Regional Pacific Leadership Development Programme

Under the PLDP NZAID will identify and seek proposals for initiatives specifically targeting leadership development that are consistent with the Pacific Leadership development strategy. As a number of other donors are working in this area, NZAID will focus on supporting leadership development through relevant existing initiatives and consider ways in which we could supplement or complement what other donors are offering. This could be done through: maximising what is being done, or is available, before developing new initiatives; adding a leadership element where relevant in existing programme activities (see below); or using existing programmes as an entry point for leadership development. NZAID will also identify new initiatives, where gaps are apparent and where NZAID has a comparative advantage.

Initiatives supported under the PLDP must have leadership development as the primary objective. Initiatives will be consistent with the objectives and focal areas of the PLDP strategy. They may be short or long term initiatives, and at a regional, national, or local level, and within any sector of society. Civil society organisations (including community based organisations, religious groups, NGO's, professional associations) private sector organisations, governments, and intergovernmental bodies/institutions will all be eligible for funding under the PLDP.

NZAID will give priority to initiatives that seek integrated approaches to leadership development and focus on culture and attitude change. Support for people in their own work/social context, and opportunities to share experiences of putting leadership development principles into practice, will be important elements of the programme. As indicated in the Strategy, NZAID will prioritise support for initiatives that target civil society, in particular women, youth, media and community/traditional/religious governance structures. The decision to focus NZAID's efforts in this area is based on an assessment of NZAID's comparative advantage in the sector, of existing programmes in the region, and the priorities identified by Pacific research and regional forum in leadership development.

Leadership development is a long-term process. In implementing the PLDP, NZAID will seek clear deliverables within the short/medium term while also looking at ways to provide longer-term support. This may require a proactive approach to identifying and funding of projects. NZAID will also emphasise monitoring and evaluation of programmes to maximise learning from successes and failures.

The PLDP will look for ways to enhance NZ whole of government coherence in support for leadership development. This will include working closely with MFAT-PAC and Pacific Posts.

The programme implementation will also take account of relevant developments in international best practice (including DFID's Drivers of Change and the DAC's principles for engagement in fragile states); donor harmonisation; regional coordination and cooperation.

2 Enhancing Leadership Development in all NZAID Pacific Programmes:

Through NZAID's bilateral, regional and thematic programmes, including scholarships, NZAID will encourage a greater focus on leadership development by raising awareness of programme staff as well as using the PLDP to provide supplementary funds to enhance the leadership development focus of existing bilateral/regional interventions. Initiatives considered for supplementary funding will meet the following conditions:

- partner country or multilateral/regional organisation prioritises leadership development
- consistent with national/regional development strategies and within NZAID's bilateral or regional programme strategy
- leadership development can be incorporated within programme activity eg in institutional strengthening programmes, scholarships/STTA
- encourage national or sector specific dialogue on leadership development e.g. Pacific Educators leadership dialogue

Identifying and addressing opportunities to support leadership development is a key component of NZAID's scholarships direction in the Pacific. Scholarships for Pacific candidates currently provide opportunities to include a leadership element; and NZAID is developing scholarship agreements that identify priority study sectors, including Leadership and Governance. NZAID is also proactively targeting civil society and private sector participation in scholarships and STTAs.

3. Enhancing Agency Practices

NZAID will consider how its own practices might be used to support the Pacific Leadership Development Programme. For example:

- integrating leadership development in our programmes (as outlined above)
- enhancing programme managers' awareness of/understanding of leadership in the Pacific
- identifying key issues/questions about leadership which might be raised in programme talks to give increased focus to leadership development
- using participatory approaches which encourage leadership by partners eg needs analysis teams, design teams, review/evaluations
- integrating leadership development in our operations eg including less experienced contractors in teams, provide feedback to consultants, employing local expertise and paying local consultants appropriately, giving staff (especially local staff) opportunities to develop their own leadership qualities
- looking at how our practices might avoid encouraging corruption and weak leadership in our partners eg inappropriate salary rates for consultants, insufficient and/or excessive funding for project implementation or management, encouraging dependency, taking an excessively controlling approach
- being responsive to local, perhaps small-scale, initiatives
- harmonising and/or collaborating with relevant programmes of other donors

ANNEX ONE

BACKGROUND

Effective, accountable and inclusive leadership has a significant role to play in creating and sustaining prosperous, equitable and stable societies. Poverty is linked directly, though not exclusively, to poor governance including weak leadership and corruption. Development assistance has greater impact and is more effective in the presence of good governance including good leadership.

The political and social culture of a society and its institutions sets the context for the exercise of individual leadership. If the culture is antithetical to good leadership, individuals - however responsible - will make limited headway. While development of leadership capacity is an issue of concern to many countries, it tends to be relegated to the background due to financial, institutional, organisational and cultural constraints or the vested interests of current stakeholders.

Leadership and leadership development can be viewed as having five key elements: integrity, strategic capability, knowledge, vision, and authority. Leadership is a collective responsibility. It is context-specific and values based, and can be found at all levels in society not just in recognised leadership positions. Leadership is contextual; qualities and standards of good leadership are determined by the values and demands of the specific contexts and culture in which leadership is being practiced. As the situation changes, the style, behaviours and strategies of leadership must change. For these reasons, definitions and understandings of “good leadership” are many and varied. Recognising the contextual nature of leadership, NZAID’s approach to leadership development is based on the broader concept of leadership as a sub-set of communal purpose, and of leadership development as the development of people, processes and institutions towards alignment of commitment, vision and roles (Sanga, 2005).

Across all its programmes, NZAID places emphasis on supporting partners to provide and sustain good governance, especially through strengthening the effectiveness and accountability of institutions and sectoral leadership. This is consistent with NZAID’s central focus on addressing underlying causes of poverty and recognition that challenges of governance and leadership can benefit from external assistance. The current state of leadership in the Pacific and the aspirations of Pacific people to address their leadership issues suggests a need for greater investment in leadership development in the region. A more systemic approach towards leadership support is warranted.

In the Pacific, the importance and challenges of good leadership are increasingly prominent. While there are many instances of remarkable strength in Pacific leadership, there are equally many instances where leadership is lacking, ineffective or even harmful. Pacific political and public service leadership and management is variable in quality, as is the effectiveness and accountability of institutions of governance. Rapid cultural and social change is also placing pressure on Pacific traditional structures of governance, with community, traditional and religious leaders having to deal with new challenges on a daily basis.

The benefits of having good leadership are gaining increasing attention from Pacific governments and communities alike. Indicators of this increased attention include:

- Recognition by Forum leaders of the need to strengthen leadership (including development of leadership codes), increase accountability and reduce corruption; and increased interest in establishing institutions such as Ombudsmen, Attorney Generals, human rights institutions
- Widespread expressions of concern amongst civil society organisations about the quality of political leaders and indicators of lack of faith/belief in leaders (illustrated by low voter turn outs, lack of knowledge about political parties and their policies, limited engagement with local/provincial government),
- indicators of lack of leadership and good governance in private and public sector (illustrated by lack of economic growth, corruption, inefficient service delivery)
- increasing tensions within communities between the people and their traditional and religious leaders.
- Increasing divide and distance between leaders and the people – lack of understanding and knowledge about each others needs/wants/constraints

As the Pacific is NZAID's primary region of focus and poverty elimination the ultimate goal, a more systemic and more 'explicit' approach towards support for leadership development is warranted.

ANNEX TWO

THE SUVA STATEMENT

We the delegates of the **Pacific Regional Workshop on Leadership Development** held July 7-9, 2005 in Suva, have listened to the many *'Voices from the Pacific'* and discussed many leadership issues in various sectors.

We acknowledge and applaud many good leaders who seek to serve the people in all aspects of our societies. Equally, the detrimental effects of poor leadership are of concern to all of us.

Recalling the *'Pacific Vision'* adopted by the Pacific Leaders in Auckland on 6th April 2004, we firmly believe :

that good leadership is vital in all of our sectors and will greatly impact the lives of our people and the well being of our nations;

that investing in and developing leaders is vital for our survival and future happiness;

that leadership development opportunities must be widely and equally available to all irrespective of race, colour, creed, political beliefs or gender; and,

we the delegates personally accept the challenge to support leadership development activities in our own countries.

Further, we respectfully ask the Pacific Forum Leaders to hear our support for the *'Pacific Vision'* and our call for their endorsement by supporting and investing in culturally appropriate leadership development initiatives that will help make the *'Pacific Vision'* a reality.

Kiribati, FSM, Samoa, Nauru, PNG, Fiji, Solomons, Tonga, Vanuatu, Palau, Marshall Islands, Cook Islands, Tuvalu, Niue, Tokelau

