

THE MANAGER

MANAGEMENT STRATEGIES FOR IMPROVING HEALTH SERVICES

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Editors’ Note

HOW CAN HEALTH PROGRAMS AND ORGANIZATIONS achieve results under increasingly complex and changing conditions? How can health managers focus their organizations on tackling complicated problems, such as HIV/AIDS or organizational restructuring? How can they sustain their organizational systems and processes, or improve the morale and motivation of their frontline health workers despite insufficient resources? These are pressing questions that managers at every level of a health system need to answer. Whether they supervise teams at rural clinics or serve as ministers of health, they need to learn how to lead in the face of such challenges.

Now more than ever, effective leadership, with good management, is critical for health organizations. Decentralization has created widespread change and ambiguity in managers’ responsibilities, with the result that organizations may be unable to achieve their objectives. In some regions, the AIDS pandemic has thrust senior-level responsibilities on lower-level managers much earlier than expected and without support. Leadership development programs can strengthen managers’ abilities to achieve results in these difficult situations.

When organizations invest in leadership development for managers at all levels, they increase their ability to adapt to change. Their managers learn to reinforce leadership values and apply leadership practices that promote sustainable organizational performance. By practicing both leading and managing, managers are able to achieve results and maintain high-quality services despite the obstacles they face.

THIS ISSUE OF *THE MANAGER* shows how managing and leading can be practiced at the same time by managers at all levels. It discusses effective leadership values and practices that exist around the world. It explains how managers can, individually and together, undertake leadership development to become the kind of leaders who “when their work is done...people...all say: ‘We have done it ourselves.’” (Lao Tsu 1997, verse 17) ■

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Leading in Complex and Changing Environments

How can health programs and organizations achieve results under challenging conditions? They achieve results, even in a changing environment, when they develop managers who can effectively lead and manage. Leadership enables work groups, departments, organizations, and programs to adapt to change, produce results that are sustainable, and contribute to the health of the people they serve.

Leadership...

Enabling groups of people to face challenges and achieve results in complex conditions.

Good leadership is more important than ever in the current health care environment. The rise of HIV/AIDS and other infectious diseases; health reform, such as decentralization and social insurance; and uncertainties in donor funding present formidable external challenges to health care organizations. At the same time, organizations confront low staff morale, staff shortages, weak systems and processes, difficulty in sustaining high-quality services, and other internal challenges. To address these challenges, they need managers who can not only manage, but also lead their staff through change.

To meet the external and internal challenges of a changing world, managers need to develop their capacity to lead, whether they work in clinics, district or provincial management teams, or senior levels of nongovernmental organizations or ministries of health. Organizations need to invest in developing leadership capacities at all levels and create an atmosphere in which new leaders can emerge and flourish. When managers throughout an organization effectively lead and manage, they drive organizational performance and contribute to sustainable results.

Many people believe that leadership is an extraordinary quality, a natural gift bestowed upon only a few individuals. We have found, instead, that when people are committed to achieving results and encouraged to take responsibility, they can develop values and learn practices that empower diverse groups to reach their objectives. While not everyone will become a world leader, all people can improve their leadership abilities.

The need for leadership and for developing leaders is universal. Though cultures express leadership differently, all leaders must have technical competence, conceptual abilities, and interpersonal skills. All leaders use a common set of practices to enable groups to make progress. They also share a set of core values, though each emphasizes these values differently according to his or her culture.

Over the past 30 years, Management Sciences for Health (MSH) has worked with managers in public, private, and nongovernmental organizations around the world who are dedicated to improving the health of women, children, and entire communities. In the process, MSH has found that when managers exercise effective management practices *combined with leadership practices*, they and their work groups are more likely to attain desired results, even under challenging conditions.

This issue of *The Manager* is designed to help managers at all organizational levels understand the importance of developing staff who can lead effectively. It is based on MSH's experience working with committed health organizations around the world; a review of the leadership literature; staff experience in developing leadership within the public sector, NGOs, and the private sector; and an MSH leadership study involving interviews of people who work with high-performing health managers around the world. The issue focuses on helping managers to become aware of leadership values and develop effective leadership practices. It highlights key leadership values of integrity, respect for others, commitment to learning, and healthy risk-taking. It explains the critical leadership practices of scanning the environment; focusing on strategic priorities; aligning and mobilizing systems, people, and resources;

and inspiring colleagues and staff to learn and innovate. It discusses how managers can learn to lead through challenge, feedback, and support, and also explains how organizations can implement leadership development programs.

The issue was written by Joan Galer, Melanie Powers, and Judith Seltzer of MSH. Joan Galer is Director of Leadership Development for the Management and Leadership (M&L) Program, Melanie Powers is Deputy Director of the M&L Program, and Judith Seltzer is Principal Associate with MSH's Center for Health Reform and Financing. The USAID-funded M&L Program helps public, private, and nongovernmental organizations and programs to address management and leadership challenges and implement leadership development programs so that they can deliver high-quality, integrated health services, even in times of change.

What Experts Say about Leadership

LEADERSHIP IS ABOUT BEING, AS WELL AS DOING

Effective leaders have a high level of self-awareness. Leadership involves "the discipline of continually clarifying and deepening our personal vision, of focusing our energies, of developing patience, and of seeing reality objectively.... [This discipline] starts with clarifying the things that really matter to us, of living our lives in the service of our highest aspirations." (Senge 1994, pp. 7–8)

LEADERSHIP IS DONE WITH OTHERS

Organizations facing challenges in their environments need to adapt and change. Leaders engage people in facing challenge, changing, and learning. "Solutions to adaptive challenges reside...in the collective intelligence of employees at all levels.... Often the toughest task for leaders in effecting change is mobilizing people throughout the organization to do adaptive work." (Heifetz and Laurie 1997, p. 33)

LEADERSHIP IS ABOUT RESPONSIBILITY

"Leadership is not rank, privileges, titles, or money. It is *responsibility*.... [Leaders] did not start out with the question, 'What do I want?' They started out asking, 'What needs to be done?' Then they asked, 'What can and should I do to make a difference?'" (Drucker in Hesselbein et al., 1996, pp. xii–xiii)

LEADERSHIP HAPPENS AT ALL LEVELS

"I am often asked by management students and middle managers in organizations I work with, 'How can we free up the organization and make the changes you talk about if we are not at the top?' I reply, 'You can begin where you are; whatever your job, you can bring a new insight, new leadership, to your team, or your group.'" (Hesselbein, 1997, p. 83)

BOTH LEADERSHIP AND MANAGEMENT ARE NECESSARY

"Leadership and management are two distinctive and complementary systems of action. Each has its own function and characteristic activities. Both are necessary for success in an increasingly complex and volatile...environment." (Kotter 1990, p. 85)

Why Organizations Need Managers Who Can Both Manage and Lead

Good management and leadership are critical for organizations to function and thrive. When organizations are well managed, they operate effectively and efficiently. They have clear plans and organized structures, systems, and processes. Staff are able to carry out activities efficiently and monitor and evaluate results. When organizations are well led, they adapt to changes in the environment and develop cultures that inspire commitment and innovation. Both good management and good leadership are necessary to sustain organizational performance.

When an organization is managed well, managers effectively perform four essential management functions: planning, organizing, implementing, and monitoring and evaluating. They work with their staff to:

- **plan** how to achieve a set of intentional results in a work group or organization;
- **organize** resources, structures, and processes over time to facilitate operations and actions;
- **implement** plans by carrying out activities and expediting efforts so that everyone can contribute toward results;
- **monitor and evaluate** actions and results against plans and use feedback from the evaluation to adjust plans, structures, and processes for future results.

Good management does not, however, ensure results in all circumstances. When conditions are variable, intricate, and interconnected, managers must do more than apply traditional management functions to a consistent process of delivering services. They must also *lead* their staff through a change process that enables them to face strategic challenges and focus their energy on achieving sustainable results that will satisfy clients. Managers need to support their staff in questioning assumptions, altering beliefs, and changing ways of working to overcome obstacles that would otherwise undermine the quality of the services their organization provides to clients.

This issue presents key elements of effective leadership and discusses ways to develop good leaders. For information on integrating leading with managing, see page 17.

Understanding Effective Leadership

As a manager of a work group at any level, you can lead effectively when you create a positive work culture, characterized by strong relationships with your colleagues and staff, trust, dedication, hard work, and teamwork. You can do this when you:

- model deeply held leadership values;
- apply successful leadership practices.

The quotations used to illustrate the following leadership values and practices in action are drawn from MSH's leadership study, entitled "Managers Who Lead Effectively: Report on the Management and Leadership Program's Leadership Study." These quotations represent voices of people who work with high-performing health managers around the world.

Modeling Leadership Values

Personal values are the basis of leadership. By demonstrating leadership values in your actions, you become a powerful role model for staff. In order to lead well, it is important to model:

- integrity
- respect for others
- commitment to learning
- healthy risk-taking

Integrity. While people can achieve results without integrity, those who are able to build long-term relationships of mutual trust generally value integrity in themselves and others. Other people respect leaders for their ethics in all circumstances. Though no one is perfect, good leaders strive to have their words and actions match their values and aspirations. By taking the time for self-reflection, you can align your actions more closely with your values.

Integrity—in Action

"She is honest. She leads by moral example. She is fiscally honest, which is very important. She is always very clear—there is no question what you are expected to do ...and she is honest about what she wants."

Respect for others. Strong working relationships are the foundation for the best kinds of results. You need to continually nurture existing work relationships and create new ones. When you share mutual respect with your co-workers, you trust them and inspire their trust. Respecting others means respecting their points of view, their values, and their needs.

Respect for Others—in Action

“One of the things she changed is the attention to personal relationships with people at all levels in the department, using first names and inviting people into her office. She always tries to involve people by making personal connections.”

Commitment to learning. Good leaders are committed to continually learning and encouraging others to do the same. To be alert for new opportunities and possible obstacles, you need to constantly seek new knowledge and information. A commitment to learning new things can help you stay prepared for whatever may come.

Commitment to Learning—in Action

“She recognizes that she doesn’t know it all, and often looks for information and advice.”

“He is always finding out by chatting with people, informal networking, figuring out what’s going on, calling people into the office, chatting with people one on one or in groups.”

Healthy risk-taking. It is the job of leaders to help people learn how to take “healthy risks”—calculated risks that do not endanger their organization and its mission. As you learn about the challenges your organization or work group faces, you need to take risks to address some of these challenges and make needed changes. With support, you can find courage to take necessary chances, make tough decisions, and face criticism or personal failure. In leading others, you need to recognize their courage to take needed risks as well.

Healthy Risk-Taking—in Action

“He helps them to push the envelope...not exactly according to the rules, but not wrong.... He understands where the line is and where it’s stepping over that line. He encourages them to put one foot over, maybe two.”

Applying Successful Leadership Practices

In addition to the values they express, effective leaders at all levels also perform four essential leadership functions:

- scanning
- focusing
- aligning and mobilizing
- inspiring

Whether you are a nurse at a rural clinic with a staff of five or a minister of health, you need to **scan**, or continually look over the internal and external environment, so that you recognize emerging customer needs, strategic challenges, and options available to you to address those challenges. Your scan needs to consider the needs, abilities, and commitments of your staff and yourself.

You need to **focus** your work group’s attention on addressing the critical challenges with a strategy and goals. By focusing, you establish priorities that enable the work group to make progress.

You need to **align**, or coordinate, available resources, structures, and processes under your responsibility with organizational goals and strategy, to ensure the effectiveness of your staff’s activities. You need to **mobilize** your work group and, when necessary, additional resources, so that all your efforts contribute to addressing the work group’s strategic challenges.

You need to **inspire** others by creating a climate in which others will want to use their potential, learn, and innovate in order to produce desired results.

The following framework summarizes the four key leadership functions that help managers achieve results in their work groups and organizations, the leading practices associated with them, and the key outcome of these practices.

Leading Work Groups and Organizations to Achieve Results: Key Leadership Practices for Managers

Functions	Practices	Main Outcome
Scanning	<ul style="list-style-type: none"> ■ Know yourself, your values, your strengths, and your weaknesses. ■ Know the aspirations and interests of others in your work group. ■ Identify customer needs, partners and competitors, and organizational challenges. ■ Be aware of government regulations and social, political, and field conditions. ■ Recognize the key trends in your environment. 	The work group gains an overview of the trends in its external and internal environment, based on continually updated knowledge.
Focusing	<ul style="list-style-type: none"> ■ Focus the work group's attention on the critical challenges. ■ Collectively define the work group's purpose/mission in relation to the organizational mission. ■ Engage the work group in strategic thinking. ■ Identify priorities. 	The work group has a mission, strategy, and priorities, which are clearly understood and used to direct work.
Aligning/ Mobilizing	<ul style="list-style-type: none"> ■ Ensure congruence of the mission, strategy, structure, systems, and daily actions. ■ Coordinate organizational goals with those of the work group and individuals. ■ Create and facilitate teams where needed. ■ Link rewards and recognition with goals. ■ Mobilize external and internal resources. 	Members of the work group have plans that are aligned to support the work group's strategy and have sufficient motivation and resources to them carry out.
Inspiring	<ul style="list-style-type: none"> ■ Demonstrate integrity in interactions. ■ Show trust and confidence in all staff. ■ Provide staff with clear challenges, feedback, and support. ■ Support creativity, innovation, and learning. 	Members of the work group are committed to the work group's mission, and to continuously learning and innovating. They are using their abilities to the fullest.

Scanning. To be aware of the challenges you face and conditions in which you operate, you need to purposefully scan the organization and external environment to understand patterns and trends. You need to figure out current and future effects of new developments on the organization.

Scanning practices involve scanning sources of information about new trends in the external and internal environment. By scanning the environment, you can spot developments in and connections among:

- client needs and expectations;
- local, national, and international social and political conditions;
- government regulations;
- potential partners and competitors;
- staff in the field;
- staff in your work group and work place;
- yourself.

As a main outcome of your scanning, you can provide your work group with observations on key patterns and trends in internal and external conditions so that the group can be more proactive.

Scanning—in Action

“He is like radar. His head turns all the time, beaming in different ways. He always has the information. He always knows more than I do. He always has all of the elements and threads.”

“She is always willing to look for connections to seemingly isolated problems and ask how they impact on other things in the organization. She sees the overview.”

Focusing. Using your overview of the environment and information gained by scanning, you can focus on an organizational response. Without focus, you and your work group can lose direction and misallocate resources. Focusing is especially critical when resources are limited.

Focusing practices involve communicating challenges to your staff and helping your staff think strategically about a response. These practices help your work group to focus on:

- strategic challenges they face;
- a vision of the future, long-term directions, purpose, clear objectives, and strategies;
- strategic priorities and goals for work;
- the ways in which their work contributes to the goals of the organization.

For more information about scanning and focusing, please refer to *The Family Planning Manager*, Volume III, Number 1, “Learning to Think Strategically.” (This issue is also available online at <http://erc.msh.org/> under “Planning for Your Organization.”)

A main outcome of focusing is that your work group achieves long-term direction and priorities that can guide the group and its strategic partners in their efforts.

Focusing—in Action

“She is a good spokesperson. She takes the importance of the mission and puts it into the context of helping poor women take control of their lives. She is able to connect what people are doing so that they understand the importance of it. She reminds people of women’s issues, couples’ problems and the importance of the organization. She emphasizes how the organization’s work can and does have an impact on society.”

Aligning and Mobilizing. Even when your work group has direction, the organizational complexities and obstacles, both internal and external, can prevent the group from advancing in the agreed-upon direction. When your work group is aligned, or coordinated, with the rest of the organization, your staff resist going their own way and work together to support the whole organization. When your staff members are mobilized, or activated, to support the organization’s strategy, your work group maintains momentum.

Aligning and mobilizing practices will help you create an environment in which others can succeed, where, as Lao Tsu says, people will say, “we did it ourselves.” To align your work group with the organization’s strategic direction, you need to continually coordinate:

- individual staff members’ work
- organizational structures
- organizational systems and processes

To mobilize staff and resources, you need to:

- motivate individuals and your work group to take responsibility for addressing the challenges;
- consistently recognize and reward those who help the organization advance;
- mobilize needed funds and supplies through internal allies, external partners, community contacts, and donors.

A main outcome of aligning and mobilizing is that your staff have the plans, motivation, and resources to support the organization's strategy.

Aligning and Mobilizing—in Action

“Before he took over...people did the minimum they could and escaped whenever they could. There was carelessness and things were not well done.... After he arrived, he made lots of big changes without needing a budget increase. He moved services around to make them function better. He managed resources well. His staff became more responsible.”

“He holds people responsible. When they take on initiatives, they have the means, time, and money to help them get things done.”

Inspiring. Organizations whose managers inspire staff face challenges in creative ways. Without inspiration, organizations become stagnant and lacking in spirit. Managers who lead well inspire their staff through their own behavior, ethics, and values. They demonstrate their values through their actions and serve as role models for others. In other words, they “walk the talk.”

Inspiring practices involve modeling desired behaviors and supporting staff and colleagues. To inspire, you need to:

- demonstrate integrity in interactions with others;
- show through your actions your own commitment to the organization's goals;
- demonstrate trust and confidence in your work group;
- create an environment of open communication, free from fear;

- be aware of the impact your behavior has on others;
- challenge others to take responsibility, develop their talents, and think creatively;
- invest in staff's professional development and learning, so they can become skilled at leading throughout their careers.

A main outcome of inspiring is a staff committed to the mission. They take responsibility for the work, exceed minimum requirements, and become creative, even entrepreneurial, in their approaches. They continuously learn to do their work better.

Inspiring—in Action

“It is not authority; it is power, because he has spiritual leadership. He creates an atmosphere of trust, transparency, and hard work and sacrifices himself first and foremost. People don't perform because they have to, but because they want to perform as well as he does.”

“He knows how to ask people to do things well, even things they don't know they can do, and gives them support to do it. He throws people into something they think they cannot do, but he never throws people into something they would fail at—this gives them the confidence to try.”

Understanding leadership values and practices can help you view leadership as something that can be developed in yourself and others. When you are committed to meeting the strategic challenges that your organization faces and achieving results with other people, you can also learn to lead.

Learning to Lead

Throughout history, people have developed leadership abilities when they have:

- faced difficult challenges and mobilized themselves and others to address them;
- received feedback about their performance from the environment and from other people about their results, or lack of results;

- received support from others, either mentors or partners, that enabled them to continue to grow and develop.

People learn to lead effectively by a variety of informal and formal means throughout life—through family, friends, school, and professional training and experiences. When you choose to lead others in taking up the challenges that organizations face, you begin a continuous process of personal development. In this process, you:

- face your leadership challenges;
- become aware of the values that influence your actions;
- reflect on your leadership practices;
- improve your leadership abilities.

Facing Leadership Challenges with Feedback and Support

The place to start leadership development is by providing staff with opportunities to face the strategic challenges affecting the organization, work group, and individual.

Leadership Development...

Expanding a person's capacity to be effective in leading groups to produce results through:

- challenge
- feedback
- support

(McCauley et al. 1998, p. 6)

Facing challenges. In developing as a leader, you will learn to meet and overcome significant challenges. You may face organizational challenges, such as declining donor funding, complex decentralization efforts, or other health reform strategies; and group challenges, such as learning to produce results with incompatible teams. Your challenges will also include personal ones, such as achieving results when promoted to a more responsible position; overcoming difficult conditions that often undermine performance, such as scarce resources; and handling personal crises.

Faced with these challenges, you may need to take chances, make tough decisions, and face criticism or

personal failure, to improve conditions. You need to gain confidence in your ability to make the best possible decision at the time. If things go wrong, you need to recognize your small successes and learn as much as you can from your failures, so that you can better handle future situations.

Seeking feedback. Once you respond to a challenge, you must learn whether your response was appropriate and effective by receiving feedback. Whether given during meetings or in the hallway, personal feedback can be a valuable guide for decisions to maintain or correct your course. Seek out staff, friends, colleagues, coaches, and mentors, both in and outside of your workplace, whose opinions you trust. Establish a network of these people and talk with them about your activities and difficulties. Listen to feedback from your network and your staff. Evaluate the outcomes of your decisions using data. Then make changes in your approaches when necessary.

Gaining support. Finally, you need the support of people, both in and outside of your workplace, who are committed to your development. Support can help you translate feedback into new possibilities and opportunities for action. Formal meetings, meetings over lunch, or informal get-togethers offer occasions to nurture relationships with individuals. Rely on them for support, especially at the beginning of a new effort and when a situation becomes difficult. Seeking support when needed is a sign of personal strength. You will not develop fully as a leader if you handle everything alone.

Becoming Aware of Values That Influence Your Actions

To lead, you need to reflect on yourself and identify the values that influence your actions. Are you behaving in ways that enable groups to face their challenges and make progress? Are you as focused on building and sustaining relationships as on accomplishing tasks?

"If you look to lead, invest at least 40% of your time managing yourself—your ethics, character, principles, purpose, motivation, and conduct."

(Dee Hock in Waldrop 1996, p. 79)

Reflecting on your behaviors and the beliefs that underlie them can help you become more aware of your values and their impact on your leadership capabilities.

Discovering Your Values

To lead effectively, you need to know your own values. You need to think about what you will stand up for, even in difficult situations. Your values are based on deep beliefs, often learned early and reinforced in turning points throughout life. This exercise can help you begin to identify your values and those of the people you work with.

Exercise. Think of a time when you needed to act in a situation where you had a different viewpoint from others in your workplace. Ask yourself:

- *What was important to me in the situation?*
- *What values did I hold that made it so important to me?*
- *What did the other people value?*
- *How could all these values have affected my actions?*

Often your actions can fulfill some of your values, but not other values. You may have to consider which values are most important to you in the particular situation.

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Example. *A district manager worked in an organization that recently adopted a policy of offering reproductive health care for unmarried adolescents. Some of the midwives in the clinics, who had been there a long time, were reluctant to counsel these young people about family planning because they thought unmarried adolescents should not be sexually active. These midwives had played a significant role in establishing the organization's reputation for high-quality services in the community. The manager faced a conflict over what she should do. She reflected on her values and those of the midwives.*

- *What was important to her in this situation? What values made it important to her?*
Providing services to a population that needs them. Value: **equal access, fairness**
Listening to the views of her staff. Value: **respect**
Maximizing the use of resources. Value: **productivity**
- *What did the midwives value?*
Withholding family planning information from youth. Value: **sexual abstinence outside of marriage**

Through this reflection, the manager grew more aware of her own values: equal access, respect for her staff, and productivity. She also became aware of how her staff's values influenced the way they reacted to new policies.

- *How might the manager's and midwives' values have affected the manager's actions?*
- *How could she have resolved this conflict without sacrificing deeply held values?*

As a leader, her role was to help the group find new solutions that affirmed her and their values, rather than trying to impose her values on them. One possible solution could be to let the midwives counsel the married population, while recruiting a volunteer peer group to begin adolescent counseling, even though it would mean compromising some productivity.

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When you become aware of your values, you begin to act more consistently with those values. You understand how to take your and others' values into account, especially during situations where your views conflict with theirs.

Reflecting on Your Leadership Practices

Many of the strategic challenges you face will require you to use leadership practices in order to achieve results. In order to lead more effectively, consider which leadership practices you currently use and which you could improve. To find out, you can fill out the follow-

ing quiz by yourself or with a group. A group of managers can publicly commit to one another that they will improve their practices. Members of a work group can commit themselves to taking on different practices so that the group performs all practices.

Applying Leadership Practices: How Do *You* Do It?

What are your strengths and areas to improve in leadership? Use this survey to identify which leadership practices you already use in your daily work, and which practices you could develop further.

- Assign each practice a score on a scale from 1 to 5 as indicated below.
- Then add up your scores and divide by five to find an average score for each function, (Scanning, Focusing, Aligning/Mobilizing, and Inspiring). Remember that the scores are only rough estimates of your level of practice.

Rating Scale

1 — — — — — 2 — — — — — 3 — — — — — 4 — — — — — 5

I rarely do this

I sometimes do this

I often do this

Scanning

_____ I seek information from reliable sources to identify trends in the organization and the external environment, especially trends in client needs.

_____ I talk with colleagues in other organizations about what they are doing.

_____ I visit the field to seek first-hand knowledge about work conditions and local client needs.

_____ I talk to people in my work group about their capabilities, motivations, and challenges.

_____ I reflect on my own capabilities, motivations, and challenges.

_____ **Scanning Score**

Focusing

_____ I know and communicate my organization's mission, key goals, strategies, and critical challenges.

_____ I work with others in my work group to use the organization's strategy to define our goals and challenges.

_____ I create a positive picture of the future for the work group.

_____ I engage my work group in setting clear priorities for meeting client needs.

_____ I communicate with my work group and each member about how their actions fit with the organization's strategic priorities and goals.

_____ **Focusing Score**

Aligning/ Mobilizing

_____ I make sure systems, structures, tasks, and teamwork are all in line with organizational goals and strategies.

_____ I clearly communicate expectations to staff and hold them accountable for results.

_____ I provide staff with the resources they need for their work, as much as possible.

_____ I learn what is important to my staff and how to motivate them to use their abilities.

_____ I recognize and reward staff for their achievement of goals.

_____ **Aligning/ Mobilizing Score**

Inspiring

_____ I listen to others carefully, even when they disagree with me, and encourage new ideas and innovations.

_____ I provide clear challenges to my work group.

_____ I provide people with feedback from my and others' observations, so that they can grow in self-awareness.

_____ I support others by recognizing their contributions and expressing trust and confidence in their abilities.

_____ I maintain integrity and demonstrate transparency in the information I share and the decisions I make.

_____ **Inspiring Score**

After completing the survey, review your scores. Congratulate yourself on your high scores and identify from the low scores the leadership practices you need to work on. As a way of getting feedback from others, consider asking your staff to fill out this survey on *your* practices.

Improving Your Leadership Abilities

Focusing on your leadership challenges, values, practices, and personal networks can help you improve your abilities as a leader. To maintain focus, keep asking yourself these questions:

Challenges

- What are the strategic challenges that my work group and I are facing?
- What do we want to accomplish?
- What are we willing to commit to doing in order to accomplish our objectives?
- Whom else can we mobilize to assist us?

Leadership Values and Practices

- Which values and practices do I need to improve?

Feedback and Support

- Whom could I ask to give me feedback on how my work group and I are doing in addressing the strategic challenges?
- Where can we get data to measure our results?
- From whom might I seek support for my professional development?

Building Leadership Development into Your Organization

To develop the abilities of other managers to lead, you need to encourage your organization to conduct leadership development activities in a conscious and organized way. A well-designed leadership development program will institutionalize processes for the continual development of leaders at all organizational levels.

How do organizations develop leaders? While leadership training programs can be helpful, these programs are often aimed at people about to assume significant

positions of leadership. To be more effective, leadership development should be aimed at managers early in their careers. A significant part of leadership development needs to take place inside organizations during the course of daily work, as people try to achieve results through others. Leadership development needs to be owned and championed by a group of people in the organization who are committed to seeing new leaders emerge. To be successful, the group needs to focus their leadership development program on providing challenges, feedback, and support to managers; developing managers' self-awareness; and measuring program impact.

Use real issues. Leadership development programs should use real organizational issues to provide challenges, feedback, and support. Often people are promoted to positions of authority (a new challenge), but not given the feedback and support they need to be successful. Challenge without feedback and support overwhelms rather than encourages emerging leaders. Leadership development programs should avoid this "sink or swim" approach.

Encourage self-awareness. Leadership development programs also need to encourage self-awareness and empathy, since these are linked to leaders' performance. Researchers have found that when leaders demonstrate emotional maturity, they create work climates in which information sharing, trust, healthy risk-taking, and learning flourish. When leaders lack emotional maturity, they create environments where their staff feel anxiety and produce only short-term, rather than sustainable, results. (Goleman et al. 2001, p. 46) Feedback helps receptive managers increase their awareness about themselves and their impact on others. When they realize that there is a gap between their own perceptions of their behaviors and those of others, they often face the need to change their practices and grow more open to management and leadership development activities.

The following box provides an example of how you can establish a leadership development program in your organization that includes processes for challenge, feedback, and support.

Establish a Leadership Development Program in Your Organization

Leadership development programs generally pass through four phases. Phases 1 and 2 are often done simultaneously or in either order.

PHASE 1: SCAN THE ENVIRONMENT TO IDENTIFY THE KEY CHALLENGES

Form a small core group of committed stakeholders, including motivated managers from different levels of the organization, and representatives from the board and the community, to develop a leadership development program. This group will gather managers and staff from different levels to scan the environment and identify strategic challenges. Discuss goals and priorities for addressing these challenges.

PHASE 2: FOCUS ON FILLING THE GAP IN MANAGEMENT AND LEADERSHIP CAPABILITY

Define the leadership and management capabilities needed to address the strategic challenges. Assess the current level of leadership capability and support required. This can be done through discussion groups of managers and staff who identify what they generally expect from leaders in their organization, what they like about the current leaders, what they would want to keep, and what they would want to see developed in current and new leaders.

PHASE 3: SELECT AND MOBILIZE EMERGING LEADERS

Select a group of interested, promising managers for leadership development. This group should include managers and other staff who have shown commitment to producing results in the past and who demonstrate enthusiasm for taking on new challenges. Mobilize this group to develop action plans to address challenges. Identify mentors within the organization who will work with this group to establish expectations and accountability and to provide support.

PHASE 4: INSPIRE THROUGH EDUCATION AND DEVELOPMENT

Provide ongoing development, including education, challenge, feedback, and support. Educate the emerging leaders about leadership, the importance of self-awareness, and leadership values and practices within the context of addressing the strategic challenges. Use skilled people within the organization, outside consultants, or a partnership of internal and external facilitators to carry out the education throughout the program.

It is important to ensure that the mentors support the development of the emerging leaders and offer them the resources and on-the-job education to be successful. See that the mentors and supervisors also offer them strategic challenges to address so that they keep developing as leaders.

Measuring the Impact of Leadership Development

Early in the establishment of a leadership program, a core leadership group needs to determine how the success of the program will be measured. Then it needs to go about collecting data at the beginning, after key stages, and at the end of the program. When you evaluate a leadership development program, consider measuring different aspects of program impact, such as:

- individual leader's development
- organizational climate
- organizational indicators of leadership
- achievement of organizational results

Individual leaders. You can measure the progress of individual leaders in facing challenges through 360-degree feedback surveys. These written surveys systematically collect opinions about a manager's performance from a wide range of co-workers, including peers, subordinates, higher-level managers, and people outside the organization, especially clients. The names of individual respondents are not revealed. The survey results are compiled into a report on the manager's strengths and challenges in management and leadership practices and given to the manager. These 360-degree feedback surveys help an emerging leader grow in self-awareness and also accurately predict a leader's effectiveness two, four, or even seven years later. (Research by McEnvoy and Beatty as cited in Goleman et al. 2001, p. 48)

Organizational climate. Organizational climate is how people in the organization collectively feel. Do people feel more motivated, productive, respected, valued, and able to use their talents and serve clients after a leadership development program than before? Measures of organizational climate are important indicators of improving leadership and correlate directly with im-

proved service indicators. The organizational climate instrument of the Pan American Health Organization (PAHO) is an example of a useful instrument for measuring changes in organizational climate (see Working Solutions—Nicaragua, page 15 and References, page 19).

Organizational leadership indicators. Another organizational measure is the degree to which managers throughout an organization are practicing scanning, focusing, aligning/mobilizing, and inspiring. If they are doing these effectively, there will be indications in the organization that these leadership functions are being carried out. Examples of indicators for this could include:

- **Aligning and Mobilizing:** Work groups throughout the organization have plans that are aligned to support the organization's strategy and have sufficient resources to carry them out.
- **Sustaining Leadership:** Systematic procedures exist for the development of leadership within the staff.

Achievement of organizational results. Consistent leadership development over time must contribute to the achievement of the organization's planned results. Emerging leaders try to address strategic challenges and achieve results. This progress is the most important indicator of the effectiveness in leadership development. Examples of progress are increases in the percentage of clients who say their needs were met and increases in the percentage of organizational or program objectives achieved.

The following programs in Nicaragua and Brazil illustrate a range of approaches to leadership development. The Nicaraguan program illustrates bringing leadership development to municipal managers and enabling them to become the developers of leaders among their own staff. The Brazilian program creates a "bank" of trained leaders who can be moved to different areas.

DEVELOPING MUNICIPAL HEALTH LEADERS THROUGH A SELF-REPLICATING PROGRAM

Officials from the central level of the Nicaragua Ministry of Health (MOH) and MOH managers from the departments of Matagalpa, Boaco, and Jinotega committed themselves to a leadership development program that would achieve results with managers in a decentralized health system. The MOH is implementing the program in cooperation with MSH's Prosalud Project and Management and Leadership Program. Together they are producing leaders who can improve institutional results in priority areas.

Identifying challenges and leadership practices. The developers of this program conducted a two-day dialogue with selected MOH central and departmental officials. Participants identified the greatest strategic challenges they faced as increasing access to and quality of health services, implementing decentralized management and service delivery, and addressing low employee morale at different institutional levels. They also discussed examples of leaders they know and new concepts of leadership. They realized that the good leaders they know scan, focus, align, mobilize, inspire, and demonstrate related values. This discussion helped them realize that with improved leadership, they might better address their organizational challenges. It motivated them to request a year of intensive leadership development for managers and staff in the three departments.

Focusing on one institutional challenge.

Following the dialogue, the department managers, together with Prosalud, decided to focus on one challenge: poor organizational climate at the municipal level, and, in particular, low staff morale. To better understand this challenge, Prosalud staff

gathered data on indicators of workplace morale, participation, and communication from MOH staff and managers in 12 municipalities using PAHO's tool to evaluate organizational climate.

Training emerging leaders in workshops and on the job. The core group used the survey data to identify leadership needs that would improve the work climate at the municipal level and ultimately improve local managers' ability to carry out their health responsibilities. They developed half-day learning units on key leadership skills, such as communication, team building, negotiation, and problem solving. To achieve organization-wide change without the costs of large, centralized workshops, the MOH used regional workshops to train a small group of managers, two from each of the three departments and 12 municipalities, then had the trained managers train all their staff. For this, they used participant and facilitator manuals.

Each manager developed a performance improvement plan to improve organizational climate and continues to implement stages of this plan. At the beginning of each learning unit, the managers analyze progress in their municipality's performance and their experience in applying leadership skills developed in the previous workshop. Throughout the program, they receive ongoing feedback and support from Prosalud staff.

Measuring program impact. Each learning unit includes performance and learning objectives, which are monitored and evaluated. At the program's end, the PAHO survey will be conducted again to determine change in the organizational climate. Results from implementing the performance plans will also be analyzed and shared.

DEVELOPING A “BANK” OF LEADERS AT THE STATE LEVEL

In Brazil’s resource-poor northeastern state of Ceará, rapid decentralization has created an urgent need to expand the number of managers who can lead. Ceará’s seven million citizens increasingly depend on municipal secretariats of health for their health services, while the State Secretariat of Health (SESA) regulates and coordinates services.

Identifying the organizational challenges and forming a core leadership group. The Secretary and Deputy Secretary of Health of Ceará recognized the challenge of developing more managers in the state who would take on the responsibility of ensuring the delivery of high-quality health services. They mobilized SESA to address it.

Defining the leadership and management gap. Working with MSH and a leadership development consultant, SESA identified the management and leadership practices needed for this new type of manager and initiated a leadership development program.

Selecting emerging leaders. A massive public information campaign solicited training applications from employees all over the Secretariat and at different levels of the health system. By the enrollment deadline, 440 employees had applied, and 125 were selected to enter the program in five groups of 25 each. Trainees became part of a Management Resources Bank, and available for placement throughout the state. Requirements for selection to the bank included:

- motivation to seek career development;

- information and feedback from current and previous supervisors about the candidate’s management and leadership skills and abilities;
- successful completion of the leadership development program.

Inspiring through ongoing education, challenge, feedback, and support. The emerging leaders received management training and priority for promotions to management positions. Their initial training included three modules focusing on personal, management, and interpersonal competencies. The training program required participants to scan their management and interpersonal work styles, identify their leadership challenges, and focus on areas where they and their organization needed strengthening.

The emerging leaders received ongoing feedback and support. One and two months after training, they came to a one-day event to report on progress in their professional and personal lives. During these sessions, their action plans were monitored and new directions set. SESA is exploring electronic ways to keep the learning ongoing through “Leadernet,” a product that will combine distance learning, face-to-face exchange, electronic exchange, and self-study.

Measuring program impact. From a preliminary evaluation, SESA reports that staff are being promoted on merit, rather than patronage; the organization evaluates itself and is working to improve services; and projects have been initiated to improve motivation and morale. Emerging leaders report improved teamwork, greater ability to inspire others, improved interpersonal skills, and an increased sense of responsibility for developing themselves as leaders.

Integrating Leading with Managing to Achieve Results

Managers who wish to lead should address one key question: “What are the strategic challenges that my organization is facing and what do I need to do to mobilize others to take on those challenges as their own?”

Organizations that recognize they must develop managers who can lead effectively need to make a long-term commitment in resources, not try a “quick fix” for specific problems. Leadership development is a way of working and building an organization. It

must be owned and championed inside the organization or program. If you care about your organization and its future, commit yourself and your organization to developing leaders at all levels. It is the path to real sustainability, improved organizational performance, better health services, and improved health outcomes.

The following framework offers a helpful guide of the organizational outcomes that managers at all levels will achieve when they lead and manage well. Within each leading and managing function, they need to apply a dynamic range of practices at different times to handle change and stabilize their organizations.

The Manager’s Framework of Leading and Managing Outcomes: Enabling Organizations and Programs to Achieve Sustainable Results under Complex Conditions

LEADING

Aligns the internal organization with external conditions, and personal interests with the organizational mission

Scanning

Organizational outcome: The organization gains an overview of trends in its external and internal environment, based on continually updated knowledge.

Focusing

Organizational outcome: The organization has a mission, strategy, and priorities, which are clearly understood and used to direct work throughout the organization.

Aligning/Mobilizing

Organizational outcome: Work groups throughout the organization have plans that are aligned to support the organization’s strategy and have sufficient resources to carry them out.

Inspiring

Organizational outcome: Staff at all levels are committed to the organization’s mission and to continuously learning and innovating.

MANAGING

Aligns the internal parts of the organization

Planning

Organizational outcome: The organization has defined results, assigned resources, and an operational plan.

Organizing

Organizational outcome: The organization has functional structures, systems, and processes for efficient operations. Staff are organized and aware of job responsibilities and expectations.

Implementing

Organizational outcome: Organizational activities are carried out in an efficient, effective way.

Monitoring & Evaluating

Organizational outcome: The organization gains information about the status of achievements and results, and applies ongoing learning and knowledge.

On creating an enabling environment...

One reviewer explains, "At the most fundamental level, leadership is creating an environment in which people are willing and able to carry out the vision and strategy of an organization. The primary measure of a leader is whether he or she can achieve results individually and with others. This is measured through reports from colleagues and others over whom the leader has no direct control. In the area of public health, this measure takes on even more significance because of the conditions described—complexity, rapid changes, huge problems that require lots of different groups/people to solve, etc.

It might also be helpful to highlight the consequences of ineffective leadership to underscore the waste of resources and the big impact on health/lives when projects and people are not led effectively."

On delegating authority as well as responsibility...

A reviewer adds, "Frequently, leaders delegate responsibility without corresponding authority. The best way of showing trust in a work group, however, is to also delegate to group members the authority to achieve results."

On openly communicating...

A reviewer indicates, "Open communication by itself is not enough. To maintain open communication, a group has to realize that its comments are taken into account and its efforts are worthwhile."

On being a role model...

A reviewer emphasizes, "A true leader teaches by example. He does what he asks others to do."

On taking the mystery out of leadership...

One emerging leader in the Brazil leadership development program said, "I didn't want to take on any position of responsibility.... In the course, the mystery was taken away. I saw the other side of a leader, one who pulls the team, but might not necessarily have a position. I would never be where I am today." Another reported, "If each person improves, then the environment improves."

On facilitating change...

One participant in the Nicaragua leadership development program commented, "[The leadership program] is excellent...because it contributes to strengthening the Ministry of Health's modernization process. It provides the fundamental elements to develop leaders who can contribute at all levels in this process of change."

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Leading to Achieve Results

Good leaders are found everywhere. When asked to tell a story of producing results with others, a district health manager in of South Africa's Eastern Cape Province tells how she mobilized others in her clinic to address the challenge of creating a clinic garden.

- People in her district suffered from vitamin deficiencies. The district manager looked around and realized that growing a vegetable garden would help her rural clinic serve their dietary needs. She communicated to her staff her "vision" of a clinic garden and its value to the community. But the staff were reluctant to do anything. A garden would be additional work on top of their already heavy loads.
- The district manager repeated her vision, and then she listened respectfully to the objections of her staff. Each time they raised an objection, she gave them "homework." (She is the daughter of two teachers.) The homework was: "Go home and think about how you would solve this problem if you were me." She did this because "the garden was to be all of ours, not just mine."
- After many days, an elderly tea lady in the clinic came up with a solution. One of her neighbors had a tractor and would be willing to plow up the land at no cost. The district manager praised the woman for her initiative.
- After that, others came forward with solutions, and the garden became a reality. Now the community eats fresh vegetables, and the clinic workers are proud they accomplished something that benefited the community's health. They "did it themselves."

In leading her staff to results, the district manager scanned for challenges and mobilized her staff. She inspired them when she gave the problem to them to solve, listened when they voiced their objections, did not give easy answers, and enabled them to learn for themselves.



Questions to Think About:

What is one strategic challenge your work group is facing?

As you face this challenge, what do you want to accomplish?

What are you willing to commit to doing in order to accomplish your objectives?

Whom else can you mobilize to assist you?

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