Establishing and Implementing Effective Leadership Development Models in the Irish Public Sector: A Case Study
Learning from the Centre for School Leadership and the Health Service Leadership Academy
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Key learnings from this case study

This case study highlights the learnings from the experiences of two pioneering leadership development structures recently established within the Irish Public Service. These learnings are supported by insights taken from the available literature on Public Service Leadership. The purpose of this study is to support organisations in the development, review or planning of a leadership development programme in the Public Service. It is intended as a reference, one which leans on both practical experience and insights from established research.

This case study has been developed as part of ‘Our Public Service 2020’ (OPS2020), the framework for development and innovation in Ireland’s public service. One area of this is ‘Developing our People,’ which is focussed on building strong and agile public service organisations. This case study has been developed under Action 14 ‘Continuing and Responsive Professional Development.’

16 key messages emerge from this case study in terms of developing successful leadership models in the Irish public service. While all these elements are not necessary to ensure the success of a programme, considering them will help support the successful development of leadership models. Each theme will be dealt with in detail through this case study.

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<th>Establishing a leadership development model</th>
<th>1. It is crucial that there is a clear vision and mission for the leadership development model and that both the vision and mission are supported by the leaders in the organisation</th>
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<td>5. Clearly defined roles and responsibilities, thorough planning and honest communication are important implementation drivers</td>
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<th>Designing the leadership development programmes</th>
<th>6. A blended model using different approaches and settings to promote the development of leadership skills has proven most effective</th>
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<td>7. The learning opportunities and content must be appropriate and tailored for the context in which newly developed skills will be used</td>
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<td>8. The content of the leadership development programme should not just focus on theories of leadership</td>
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<td>9. Peer-learning, support and networks can enable more effective participant learning and future practice</td>
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<p>| Delivering the leadership                      | 10. A leadership development model will embed leadership skills in a systemic way when open to all public servants in a sector/an organisation |</p>
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<th>development programmes</th>
<th>11. The intended participants of a leadership development programme should be clearly defined and should be carefully selected</th>
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<td>12. There should be flexibility in the delivery of a leadership development programme to ensure maximum participation and fit-for-purpose content</td>
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<td>13. Presenting the participants with challenge, in a safe environment, can effectively foster learning, alongside other approaches to developing leadership skills</td>
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<td>14. Learning from external networks can assist in the design and delivery of leadership development programmes</td>
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<td>15. Effective quality assurance systems are important to ensure the continuous improvement of leadership development models</td>
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<td>Understanding the impact of leadership development models</td>
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Introduction

The role of leadership in the Irish public service

The public service plays a key role in economic, social and cultural life in Ireland. There are approximately 355,000 public servants implementing policy and delivering public services in the areas of civil service, education, defence, conservation, economics, health and policing.¹ Public servants work across a broad and diverse range of organisations including government departments, agencies, local government, local authorities, public service bodies and public corporations.² In 2018, €61 billion of exchequer funding was invested in these organisations to provide public services.³ Leaders in the public service play a vital role in delivering essential services and achieving positive outcomes for citizens. These public servants must often lead in pressurised environments, with constant change in personnel, technology and policy directives and with requirements to achieve value for money, innovation and positive changes in the wellbeing of the public. They must be adaptive and flexible to meet challenges arising.⁴ Leadership skills and experience have been identified as critical components of good public governance and service provision for citizens.⁵ In addition to this, leaders in the public service face high levels of media scrutiny, and need to ensure that the integrity of the organisation is maintained.

Our Public Service 2020

In late 2017, the Department of Public Expenditure and Reform (DPER) launched Our Public Service 2020: Development and Innovation.⁶ This policy framework builds on the previous public service reform plans and aims ‘to support and enable public servants and their organisations to perform at their best and to work together to deliver high-quality, value-for-money outcomes.’⁷ The framework is built on three key pillars:

- Delivering for our Public
- Delivering for our Future
- Developing our People and Organisations

Supporting their achievement are 18 distinct actions. The actions are described as ‘crosscutting strategic reforms that will be implemented across the public service.’⁸

Under the ‘developing our people and organisations’ pillar of public service reforms, government departments and agencies have committed to implementing ‘continuous

¹ Excluding those working in semi-state bodies, as quarter 4, 2009. Central Statistics Office (2020)
² Central Statistics Office (2019)
³ Department of Public Expenditure and Reform (2017), p. 3
⁵ Organisation for Economic Co-operation and Development (2001), Orazi et al. (2013), The Behavioural Insights Team (2018a)
⁶ Department of Public Expenditure and Reform (2017)
⁷ Ibid, p. 2
⁸ Ibid, p. 11
and responsive professional development.” This mandate forms Action 14 of the Our Public Service 2020 policy framework. Action 14 aims to support the development of a public service that values learning and development and provides opportunities for personal and professional development that benefits the individual, the organisation in which they work and the citizens which they serve. This case study has been developed as part of the work programme for Action 14.

**The purpose and overview of this case study**

To understand experiences to date in achieving the aims of Action 14 of the Our Public Service 2020, a cross-sectoral team of experts recommended the development of a case study to capture learning from two public service leadership development models:

- The Centre for School Leadership: providing professional development and supports for school leaders. It is funded by the Teacher Education Section (TES) of the Department of Education and Skills (DES)
- The Health Service Leadership Academy: offering leadership development and learning opportunities for any healthcare professional in Ireland. It is funded by the Health Service Executive (HSE)

This case study documents learning from these models relating to their establishment and implementation. It also reports learning from a review of the national and international literature and research on effective leadership development models in the public service. It does not evaluate either model. It is envisaged that this case study will be a valuable educational resource to add to the existing body of knowledge on continuous personal and professional development across the public service. It also aims to serve as a resource for other public service bodies looking to develop and implement leadership development models.

This report is structured as follows:

- **Summary of key themes emerging from the literature review**: outline of the high-level themes from the literature on the establishment and implementation of leadership development models in the public and, where relevant, other sectors.
- **Overview of the leadership development models** on which the case study is based, the Health Service Leadership Academy and the Centre for School Leadership.
- **Case study**: exploration of the key learning from the literature review and the experiences of the Centre for School Leadership and the Health Service Leadership Academy around establishing and implementing new models of leadership development in the public service.
- **Summary of the key learning and principles**: synthesis of key principles that others in the public service can consider when establishing and implementing models of leadership development.
Establishing and Implementing Effective Leadership Development Models in the Irish Public Sector: A Case Study

Conceptual framework for a leadership development model

It is important to have a clear understanding of the elements of a leadership development model, as referenced throughout this work. A conceptual framework was developed to show the relationship between these elements. The following definitions are used throughout this case study to describe what is meant by the term ‘model’ and the elements that make up a model:

- **Model**: organised system to achieve leadership development comprising the management structure and the leadership development programmes (and the programmes’ composite learning approaches)
- **Management structure**: organisation, team and supports directly responsible for overseeing the design and delivery of a leadership development programme and achieve the learning outcomes.
- **Leadership development programme**: collection of learning approaches.
- **Learning approach**: method to engage programme participants to develop knowledge e.g. coaching, on-the-job training.

Figure 1 illustrates the elements which make up a leadership development model in the context of this case study report.
Establishing and Implementing Effective Leadership Development Models in the Irish Public Sector: A Case Study

Themes emerging from a review of the literature

Despite a long and rich history of research and debate around leadership theory, research around leadership development and the models for cultivating leadership has only started emerging more steadily over the past two decades. Much of the literature reviewed originated in the United Kingdom, the United States of America and Europe, and was largely published over the previous 20 years.

The literature reviewed is based on experiences in the public sector, where available, and details relevant findings from the private sector. As stated by Orazi et al., ‘leaders in the public sector behave differently from their counterparts in the business world, and as a result there is a great need for leadership development programmes which focus on these differences instead of merely mimicking programmes designed for leaders in the private sector.’ While leaders in the private sector are primarily focussed on maximising value for their individual organisation, leaders in the public sector must have a broader focus on the impact on society and their respective role within the wider public service. Along with their day to day responsibilities, leaders in the public sector face very detailed public and media scrutiny, must continually reinforce and maintain the integrity of their organisation and manage challenges which take place in a very public setting. Leaders in the public service are less driven by hard commercial targets, but managing the more complex role of delivering value for public spend and driving positive societal impact and change. They are also leading very diverse organisations, and need to support, drive and inspire both their staff and the wider organisational stakeholders. Different leadership development models are required to develop the right skills for public servants working in services with different organisational objectives, end-user expectation and funding sources, in comparison to private sector organisations.

Emerging understanding of ‘leadership development’ from literature

The literature strongly indicates the need to differentiate between developing ‘leaders’ and developing ‘leadership skills’ in the public sector. ‘Leader development’ can be viewed as focusing on enhancing the intrapersonal skills of individuals while ‘leadership (skills) development’ has been described as focusing on enhancing interpersonal skills and leadership capacity.

There has been a significant shift among theorists to move from an understanding of ‘leadership’ as being held by one or a select number of people (the individual) to the role of leadership as a process, with a wider distribution of the development of leadership skills across a given organisation. Massie explores the idea of developing

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9 Leggat et al. (2015), Day et al. (2014) and Hambleton and Howard (2012)
10 Orazi et al. (2013), p. 486
11 Day et al. (2014), West et al. (2015)
collective leadership in a public service body which entails ‘distributing and allocating leadership power to wherever expertise, capability and motivation sit within your organisation.’

This would entail all public servants in an organisation using leadership skills and taking responsibility for the success of the organisation, not just their own work. This approach contrasts with traditional approaches focused on developing an individual’s leadership capacity.

In this emerging context, ‘leadership development’ has been defined as ‘expanding the collective capacity of organisational members to engage effectively in leadership roles and processes’ or ‘the development of the capacity of groups and organisations for leadership as a shared and collective process.’

Day notes that ‘leadership development’ can be viewed as ‘integration strategy’ to support people to understand how to relate to others, coordinate their work, build commitment and gain buy-in from others, and to develop improved social networks through the application of self-understanding to social and organisational objectives. The development of leadership skills is being increasingly understood as a dynamic process that includes and affects people and progresses to achieve specified organisational goals.

**Implementing successful models and programmes for leadership development**

The literature is rich with examples and learning to inform the establishment and implementation of leadership programmes. However, there are fewer lessons relating to the use of a management structure to best guide and oversee the implementation of such programmes.

The research suggests the following broad considerations to inform the establishment and implementation of leadership development models:

- There is a need to have realistic expectations about what can be achieved through developing the leadership skills of public servants through learning programmes. While leadership skills are essential to progress and achieve public service goals, these skills alone are not enough for organisational success.
- An organisational culture which is supportive of developing the leadership skills of its public servants is viewed as crucial. As leadership is being viewed less as a skill for only those in senior job roles, the development of leadership skills across an organisation must be valued and resourced appropriately. Petrie suggests that public sector senior managers must consider ‘what conditions [are] needed for leadership to flourish [in our organisation]?’ rather than ‘who

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12 Massie (2015), p. 3
16 Welbourn et al. (2011)
17 The Behavioural Insights Team (2018b)
18 Taylor (2012)
Massie lists the following questions that may be useful when assessing the organisational readiness of a public sector body to benefit from a leadership development programme:

- How does the organisation understand its leadership challenges?
- To what extent do current talent management efforts consider developing and retaining staff?
- How much time and resources do senior management spend considering developing and utilising leadership skills within the organisation?

- The model must be aware of and compliment pathways for the use of the skills developed and career progression within the public sector. Those public servants who avail of leadership skills development opportunities often expect the opportunities to progress and to use and further their leadership skills. Maisse advocates for organisations to be clear about how and when people can progress in their careers, giving them increased feedback on performance and enhanced decision-making authority.

- Leadership development models must focus on providing skills to support the capturing and use of innovations to enhance effectiveness and value for money, and better navigate complex and sometimes uncertain environments. There needs to be a change in public sector attitudes towards failure when trying new and innovative approaches. Such fear can make public servants in leadership roles overly cautious about trying new and different approaches to working and achieving goals.

### Approaches to learning in public sector leadership development

Much of the literature regarding leadership development in the public sector relates to the approaches to support and achieve learning outcomes for those participating in leadership development programmes.

Van Velsor et al. usefully categorises the approaches to developing leadership skills under five broad headings:

- ‘Developmental relationships:’ mentoring, coaching, peer learning partners, communities of practice.
- ‘Developmental assignments:’ job moves and rotations, and action learning projects.
- ‘Feedback processes:’ 360-degree feedback, performance appraisal and assessment centres.
- ‘Formal programmes:’ university programmes, skills training and personal growth programmes.

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19 Petrie (2012), p. 6
20 Massie (2015)
21 Ibid.
22 Petrie (2012)
23 Nkwana (2014)
• ‘Self-development activities:’ reading, attending conferences and all-team meetings.\textsuperscript{24}

Other less commonly discussed approaches to teaching or developing leadership skills in public sector employees include:

• Networking to allow for opportunities to encourage learning between colleagues within and across organisations.\textsuperscript{25}
• Peer learning alongside training and development.\textsuperscript{26}
• Development assessment centres.\textsuperscript{27}
• Observing leaders in action to learn.\textsuperscript{28}
• Job rotation.\textsuperscript{29}

The benefits and challenges of adopting such approaches to leadership development are explored across the literature and discussed in more detail throughout the case study where the approaches are being used in the leadership development programmes.

Effective learning and changes in skills are believed to originate from:

• Challenging work and management experiences (70\% of learning)
• Developmental relationships such as coaching and mentoring (20\% of learning)
• Coursework and training (10\%)\textsuperscript{30}

The importance of learners being provided with the opportunity to avail of a combination or a blended model of learning approaches is highlighted throughout the literature.\textsuperscript{31} For example, McNamara et al. in their evaluation of the national clinical leadership development programme in Ireland note that ‘mentoring, coaching and action learning were positively experienced by participants and contributed to the development of clinical leadership competencies, as attested to by the programme participants and intervention facilitators.’\textsuperscript{32} It also indicates that the approaches adopted in a leadership development model need to support the gradual and progressive development of a learner’s leadership skills and that learning opportunities cannot be once-off occurrences.\textsuperscript{33}

In considering who should participate, Green suggests a few factors to guide the selection of learners, for example: the time available to learners to participate; the

\begin{footnotesize}
\begin{enumerate}
\item Van Velsor et al. (2010), p. 44
\item The Behavioural Insights Team (2018b), Day (2001)
\item The Behavioural Insights Team (2018b)
\item West et al. (2015), p. 17. Development assessment centres are ‘usually spread over two to three days, involve multi-source feedback, in-basket exercises, aptitude tests, interviews, group exercises, writing assignments and intensive reflection processes’
\item Blunt (2004)
\item West et al. (2015) and Behn (2003)
\item McCall, Lombardo and Morrison (1988), cited by Yarborough (2018)
\item Nkwana (2014)
\item McNamara et al. (2016), p. 2
\item Massie (2015), Day et al. (2014), Day (2001)
\end{enumerate}
\end{footnotesize}
financial resources available to pay for the training involved; and the potential impact of developing their leadership skills on elements of the organisation’s work.\textsuperscript{34}

**Understanding the impact of leadership development models, programmes and approaches**

Like many interventions in complex social settings and large systems, it can be difficult to monitor and evaluate the performance and impact of leadership development models and programmes. As a result, ‘there is very little robust evidence for the effectiveness of specific leadership development programmes’ as noted by West et al.\textsuperscript{35} The challenge of understanding the impact of leadership models is believed to be related to:

- The lack of robust and validated measures of leadership.\textsuperscript{36} It is often difficult to identify the factors to evaluate because stakeholders vary in how well they can identify observable outcomes expected from leader development.\textsuperscript{37}
- The difficulty in isolating the effects of the leader development model from other potential factors which may cause change in skills or outcomes. Other training, policy changes, economic conditions and organisational changes can all affect the expected outcomes of leadership development.\textsuperscript{38}
- The time it takes for developments in leadership skills to become evident and to have an impact on public service provision and outcomes.\textsuperscript{39} Thus, the measurement and evaluation of results from the establishment and implementation of leadership development models can take time.

In thinking about assessing the impact of a leadership development model, it is useful to consider the impact of the model on:

- Learners, in terms of knowledge gained or job satisfaction.
- Public sector organisations, in terms of efficiency gains or achievement of strategic objectives.
- Citizens engaging with public services, in terms of satisfaction with services and changes in life outcomes.\textsuperscript{40}

Van Velsor recommends that the evaluation of the leadership development models should be considered during the design and establishment phase of the model.\textsuperscript{41}

\textsuperscript{34} Green (2013)  
\textsuperscript{35} West et al. (2015), p. 3  
\textsuperscript{36} The Behavioural Insights Team (2018b)  
\textsuperscript{37} Van Velsor (2010)  
\textsuperscript{38} Van Velsor (2010)  
\textsuperscript{39} Fillingham and Weir (2014)  
\textsuperscript{40} KPMG (2016)  
\textsuperscript{41} Van Velsor (2010)
Overview of the leadership development models

Centre for School Leadership

Vision, mission and objectives

The Centre for School Leadership (CSL) is a leadership development model working in the Irish education sector to ‘ensure the provision of high-quality professional development opportunities for aspiring and serving school leaders, thus improving the learning outcomes for school communities.’\textsuperscript{42} The programme, and its supporting management structure were established in September 2015.\textsuperscript{43} The vision of CSL is for its work to develop ‘a community of schools leaders, who feel supported and valued as professionals and who have access to high quality professional development.’\textsuperscript{44}

CSL was established to fulfil the following objectives:

- Lead, support and advise on a strategic framework for a continuum of leadership development for schools.
- Support, lead and coordinate professional leadership programmes for primary and post primary schools.
- Support the design, development and delivery of quality continuous professional development utilising innovative approaches with a proven record of success.
- Lead and manage a pilot programme of leadership development for newly appointed principals and a coaching service for serving principals encountering professional difficulty and/or challenging situations.
- Foster a culture of engagement with continuous professional development among school leaders.
- Ensure cohesion and consistency across programmes.
- Ensure adherence with DES standards for school leadership and Teaching Council continuous professional development framework when available and if appropriate.
- Devise a quality assurance framework for the professional development leadership provision.
- Work collaboratively with the Irish Primary Principals Network (IPPN), the National Association of Principals and Deputy Principals (NAPD), DES and its support services, networks and other education partners and providers as appropriate.\textsuperscript{45}

\textsuperscript{42} Centre for School Leadership (2019a)
\textsuperscript{43} Centre for School Leadership (2016)
\textsuperscript{44} Centre for School Leadership (2019a)
\textsuperscript{45} Ibid
CSL oversees the provision of three leadership development programmes for teachers:

- **Coaching for Principals:** CSL organises coaching for all DES registered school principals. It is a confidential, one to one personal service and a particularly powerful tool that has proven to be a highly effective way of developing individual and organisational performance by unlocking potential and capability. This is the first formal programme in coaching developed for school leaders in Ireland.

- **Mentoring for Newly Appointed Principals:** CSL organises formal mentoring support for all newly appointed primary and post-primary principals as part of the Misneach programme. There are currently 500 experienced principals trained as mentors through the programme in the school system.\(^{46}\)

- **Post Graduate Diploma in School Leadership:** This programme is open to all teachers with five years’ experience in teaching who are registered with the Teaching Council who are aspiring to become leaders. Participants must be working in a primary or post-primary school for the duration of the course. The programme is a part-time (18 months) blended learning professional diploma, delivered locally in nine centres throughout the country.\(^{47}\)

### The management structure

The management structure is based on a tripartite relationship: two professional bodies representing school leaders- the NAPD, the IPPN, and DES working together to establish and implement CSL. Each body has equal representation on CSL’s Steering Group, which sets its priorities, provides direction and supports CSL and its Director.

CSL is funded by DES through the Teacher Education Section. The service is operated through Clare Education Centre, with a team of five school principals, one of whom is the CSL Director, and an administrator providing day-to-day implementation.

### Context and background

Between 2002 and 2010, the Leadership Development for Schools (LDS) programme, under the Teacher Education Section of DES, provided a formalised support programme for school leaders, with a focus on principals. Before it was subsumed into the Professional Development Service for Teachers (PDST) in 2010, the LDS had been researching the role of coaching and mentoring to develop leadership skills, as these approaches had not been implemented in school leadership development models in Ireland up to that point. In 2014, the DES convened a working group to coordinate and develop learning opportunities for school leaders.

Based on research and consultation, CSL was developed to take forward the work in developing a coordinated and coherent continuum of professional development for school leaders at the various stages of their careers. This has included the development and national roll-out of the coaching and mentoring opportunities, as well

\(^{46}\) Centre for School Leadership (2020b)

\(^{47}\) Centre for School Leadership (2020c)
as the development and provision of a post graduate diploma in School Leadership with universities across Ireland in response to a gap identified in the spectrum of leadership development programmes available.

1. The continuum of leadership roles that the CSL research has indicated exist in Irish schools; and
2. The six key elements of a model of professional learning that the research indicates are important for leadership learning

This model underpins the CSL endorsement of leadership professional learning and the framework guides the work plan of the centre.48

In addition, CSL are responsible for the coordination and quality assurance of existing leadership development opportunities provided by a range of providers to build a comprehensive continuum of professional development for school leaders.

Health Service Leadership Development Academy

Vision, mission and objectives

In operation since 2017, the Health Service Leadership Academy (the Leadership Academy) is a resource ‘for everyone working in healthcare who is interested in leadership.’49 Its aim is to develop leadership across the public health service, with a focus on placing patients, service users, carers and communities at the centre of work in healthcare. The programme of learning offered is available to all public service health workers at all levels across the healthcare professions in Ireland with the purpose of delivering a ‘safe, high quality [healthcare] service provided by engaged staff and compassionate leaders.’50

The Leadership Academy oversees the provision of leadership learning opportunities for health professionals through several programmes:

- **Three flagship leadership development programmes:** The ‘Leading Care I’ programme is a 12-month programme specifically designed to develop senior leaders in healthcare from both clinical and non-clinical roles.51 Participants are awarded a Health Service Leadership Academy Leading Care I Award and the Irish Management Institute (IMI) Graduate Award in Executive Healthcare Leadership upon completion. The ‘Leading Care II’ programme is a Masters-level programme for those who are looking for development and stimulation to rapidly improve their service and enhance their leadership capability. ‘Leading Care III’ is a Professional Diploma in Management (National Framework of Qualifications Level 9). Both ‘Leading Care II’ and ‘Leading Care III’ are awarded by University College Cork (UCC) and are open to healthcare staff in

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48 A detailed explanation of all of the parts of this framework is available at https://www.cslireland.ie/learning-to-be-a-school-leader/graphic-of-the-continuum-and-video.html
49 Health Service Leadership Academy (2019a)
50 Ibid.
51 Health Service Leadership Academy (2019b)
both clinical and non-clinical roles. The delivery of these programmes is aided by an online virtual campus and the use of a blended learning approach.

- **Existing and updated HSE training**: building on existing leadership development approaches, including: Coaching Skills for Managers; Leaders in Management; Clerical/Administration Officer Development Programme; People Management - The Legal Framework and the First Time Managers Programme.

- **Access to Leadership Academy resources**: access to tools and materials; guidance, coaching and team interventions; and talent development.

The programmes also have a number of unique aspects, designed to support the very specific nature of participant’s roles. This includes peer to peer feedback and evaluation, high level of involvement from service users in both the design and implementation of the programme, and involvement from participant’s line manager in the application process to support transfer of learning, and ensure participant will be both challenged and supported on the programme.

**The management structure**

The Leadership Academy is funded through the HSE, with the team directly responsible for overseeing the design and delivery of a leadership programme based in the HSE. The Leadership Academy is operationalised through a consortium partnership between the HSE, KPMG and the IMI (part of UCC).

**Context and background**

There was a recognition by the HSE of the need to invest in people and leadership. In 2015, the HSE published its Health Services People Strategy 2015-2018: Leaders in People Services. It wished to focus on developing ‘effective leadership at all levels, working collectively towards a common purpose, creating a caring and compassionate culture and inspiring innovation, creativity and excellence throughout the organisation.’\(^{52}\) To achieve this priority, the HSE committed to the creation of a ‘national Leadership Academy … to lead, influence and develop leadership standards, practice and succession management.’\(^{53}\) Further, the HSE committed to implementing the recommendations from the independent reviews of the quality of care, including implementation with focus on improving healthcare staff leadership.\(^{54}\) There has been a continued commitment to the development of leadership skills in the Department of Health’s Statement of Strategy 2016-2019.\(^{55}\)

While there were existing opportunities for healthcare staff to develop leadership skills, the HSE felt that there should be system wide learning opportunities which focus more on using leadership skills to deliver compassionate person-centred care and deepening skills across a critical mass of staff to achieve systemic change. A number of international leadership models in health were researched. The UK National Health Service (NHS) Leadership Academy was identified as a model which was seen to provide the learning opportunities to complement the existing approaches but also

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\(^{52}\) Health Service Executive (2015a)

\(^{53}\) Health Service Executive (2015b)

\(^{54}\) Health Service Executive (2015b)

\(^{55}\) Department of Health (2016)
provided new approaches centring on leadership for compassionate, effective and service user-centred care. The learnings from this helped form the basis of the Leadership Academy.
Case study: experiences of establishing and implementing leadership development models in the public sector

In the establishment and implementation of both CSL and the Leadership Academy, both have rich learning about their experiences to date which will be of value to the wider public service in Ireland. This section of the report documents this learning in establishing, implementing and understanding the impact of leadership development models, informed by relevant learning from the literature reviewed.

### Key Learnings from Development of a Leadership Model

| Establishing a leadership development model | 1. It is crucial that there is a clear vision and mission for the leadership development model and that both the vision and mission are supported by the leaders in the organisation |
| Forming the management structure and working together | 2. The fit of the model must be well researched |
| 3. The successful establishment and continued implementation of a leadership development model requires long term commitment and effort from those involved |
| Designing the leadership development programmes | 4. Those involved in the design and delivery of the model must be credible to and trusted by the public servants and public service organisations |
| 5. Clearly defined roles and responsibilities, thorough planning and honest communication are important implementation drivers |
| Delivering the leadership development programmes | 6. A blended model using different approaches and settings to promote the development of leadership skills has proven most effective |
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Establishing and Implementing Effective Leadership Development Models in the Irish Public Sector: A Case Study

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Establishing a leadership development model

1. It is crucial that there is a clear vision and mission for the leadership development model and that both the vision and mission are supported by the leaders in the organisation

Van Velsor et al. recommend that the management structures and public sector organisations need to think about ‘establishing the climate for leadership development.’

Cultivating this culture needs to be ‘a priority of top management’ in the public agencies and departments.

A key learning from the experiences of the Leadership Academy and CSL was the critical role of strong leadership from senior management in the organisation in supporting the establishment and implementation of the leadership development models. Members of both CSL and the Leadership Academy noted the vital importance of senior management having a clear vision for and understanding of the outcomes expected from the leadership development model.

Clarity of vision and mission were found to be particularly helpful in uniting the management structures under a common mission, with no ambiguity about the aims of and desired changes resulting from the leadership development programme. It was deemed vital that the management structure retain ownership and responsibility around the design and delivery of the leadership development model. Key decisions should not be devolved. The funding body (e.g. the HSE in the case of the Leadership Academy and DES in the case of CSL) should retain responsibility for success to ensure accountability and that the model works to fulfil the vision and mission envisaged.

Those involved in the Leadership Academy and CSL spoke of the importance of the vision and mission for leadership development models being supported and guided by complementary policies and/or directives.

2. The fit for the model must be well researched

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56 Van Velsor et al. (2010), p. 51
The design of a leadership development model and its objectives must be based on identified gaps in leadership skills in the public sector organisations concerned. The leadership development model must cultivate leadership skills and competencies to enable a public sector body to achieve the organisations’ aims and objectives.\textsuperscript{57}

In the cases of both the Leadership Academy and CSL, thorough research was completed by the management structures in mapping the existing development opportunities available to public servants. CSL built upon existing research completed by the Leadership Development for Schools programme that had identified the absence of coaching and mentoring approaches to leadership development in the Irish education system.\textsuperscript{58} Further research by the CSL management structure identified the requirement for and benefits of a post graduate diploma in school leadership specifically for aspiring leaders, particularly in light of high levels of school leaders retiring or leaving the sector during the most recent Irish recession. The programme of learning provided through the Leadership Academy built on existing approaches to learning available as well as providing new content with a stronger focus on building compassionate, patient-centred care in a ‘critical mass’ of healthcare professionals. Such content had been missing from the existing portfolio of learning opportunities for these professionals. The design of the Leadership Academy was also informed by a steering group comprising representatives from the Department of Health, the HSE and patient groups. This group offered a range of perspectives on the need and fit of a new leadership development model in the healthcare sector.

CSL is not directly involved in the delivery of its leadership development approaches, except for training mentors to support newly appointed school leaders as part of the Misneach programme. It works with other learning providers in efforts to map, coordinate, quality assure and streamline the range of existing high-quality leadership development opportunities available to aspiring and experienced school leaders. Based on published criteria, CSL endorses those leadership development opportunities meeting its standard. This role is seen as very important by CSL to support current and future school leaders to navigate through a complex landscape of leadership development opportunities.

Members of both management structures commented that the value, relevance and the need for the new leadership development programmes is ultimately tested by the continued participation of public servants in the programmes on offer. It was noted that if the value of taking time from very busy delivery schedules is not apparent to potential or current participants, they will not sign-up for the leadership development opportunities available, thus clear communication of this is key.

3. The successful establishment and continued implementation of a leadership development model requires long term commitment and effort from those involved

\textsuperscript{57} Green (2013) and Van Velsor et al. (2010)
\textsuperscript{58} The Leadership Development for Schools programme was subsumed into the Professional Development Service for Teachers in 2012.
The roles of the management structure in the establishment and delivery of a leadership development model are key. Their continued dedication, support, drive and commitment to achieving the vision and outcomes are seen to be crucial drivers in establishing and implementing both CSL and the Leadership Academy. Having staff own and drive the project was described as key to the successful establishment of the models.

It has taken years of commitment, as well as continued funding, to establish and run these models: it is highly recommended that the amount of such resources required to establish and implement a leadership development framework should not be underestimated.

**Forming the management structure and working together**

4. **Those involved in the design and delivery of the model must be credible to and trusted by the public servants and public service organisations**

A key factor for ensuring the engagement of participants in the leadership development programmes has been the involvement of individuals known to and trusted by those working in the relevant sector. For CSL, those interviewed noted the importance of the management structure staff being viewed as part of the education system, with real life experiences in how the sector works. They felt that this builds a sense of trust in current and aspiring school leaders and sector stakeholders more widely, knowing that those in CSL understand how leadership skills can be meaningfully fostered and implemented in the education sector.

The visibility of senior management from the funding body and from other key stakeholder groups in the delivery of the leadership development programmes has also proven to be crucial to gaining the buy-in and trust of the public servants in such programmes. For example, CSL noted initial challenges in encouraging new and experienced school leaders to avail of the coaching and mentoring available through its programme. Both coaching and mentoring are approaches new to the field of leadership development in the Irish school system and traditionally seen to be a deficits-based approach. CSL management structure found that when very experienced senior school leaders explained in public fora, such as conferences, that they themselves were benefitting from coaching and mentoring, the general perception of the approaches changed. School leaders are now more likely to partake in the coaching and mentoring opportunities organised through CSL, with the approaches seen to be about ‘unlocking potential.’ In the Leadership Academy, HSE senior management working full-time for the Leadership Academy and being present or delivering elements of the programmes has been seen as very important in building credibility and buy-in from the sector, as well as demonstrating the value of the programmes to senior leaders.

5. **Clearly defined roles and responsibilities, thorough planning and honest communication are important implementation drivers**

In the experiences of the Leadership Academy and CSL, there were several key drivers to support the operations of the management structures. Key learning collected
often related to what factors best support these management structures to work together:

- **Clearly defined roles and responsibilities:** members of both management structures remarked on the crucial importance of all team members being clear about their respective roles and responsibilities in the design and delivery of the content for the leadership development programme. This clarity was noted as being a key enabler of developing healthy and effective working relationships between the management structure members. For example, in the Leadership Academy, the roles and responsibilities are clearly outlined in the contractual agreements and agreed by the team members. They do not have to be revisited for each element of the work, facilitating efficient working practices and fostering trust between the members. CSL management structure noted the value of having equal representation of all members of the CSL Steering Group to assist decision-making and responsibilities for actions. In the case of the Leadership Academy, all members of the management structure are involved in the direct delivery of the learning programmes. This requires agreement and a clear outline of the roles and responsibilities of each partner organisation.

- **Thorough planning and preparation:** the development of and adherence to a tight action plan were viewed as important influencers in efficiently establishing and implementing leadership development programmes. This action plan should remain a live document, revisited to ensure that it is a relevant guiding document. Both models have an agreed implementation plan in place to inform their activities. This plan was developed after extensive planning over several months, with regular reviews of the plan at team meetings. Learning from the experiences of delivering the learning approaches is collected by both management structures to inform documentation of the working processes and checklists to guide consistent and improved delivery of the learning approaches to participants. It is worth noting that those delivering the Leadership Academy found it very important that although the delivery team is made up of people from different organisations, that the participants experience the management structure as one seamless team. They felt that comprehensive planning, as well as the development of a distinct branding for the Leadership Academy, assisted in cultivating this united team.

- **Honest and open communication:** the ability to have frank and honest conversations between the management structure members was seen to be critical in the development and implementation of both leadership development programmes. Timely communication to resolve challenges and issues and to share learning between the members of the management structure were noted as very important in designing and delivering content, as well as ensuring healthy working relationships between the partners involved.

- **Consistency in the management structure members:** both CSL and the Leadership Academy management structures noted that they have benefited from consistency in the members of the management structure since the inception of the leadership development models. However, members of the Leadership Academy management structure pointed out the importance of developing and documenting a set of core values and processes for working to
ensure that all future members would continue to work consistently towards achieving the goals of the leadership development programme. CSL stressed the importance of thinking about long-term knowledge management to ensure that learning and momentum is not lost when a team member changes.

**Designing the leadership development programmes**

6. A blended model using different approaches and settings to promote the development of leadership skills has proven most effective

As noted, the literature indicates that participants in leadership development programmes learn best through a mix of learning approaches—experiential, development relationships and more traditional classroom-based learning. Both the Leadership Academy and CSL adopt blended models of approaches to achieve optimal learning outcomes for the participants. These approaches include:

- **Formal training:** the provision of class-based or self-guided training is the most common approach found in the literature to develop and strengthen leadership skills in the public service.\(^{59}\) Leggatt et al. state that leadership development should be viewed as a ‘comprehensive network of processes designed to support the continuing development of leaders outside the classroom.’\(^{60}\) However, formal training and classroom-based learning only accounts for 10% of learning and changes in skills and should be complemented by other learning approaches. Both the Leadership Academy through its ‘Leading Care’ programmes and CSL through the post graduate diploma in school leadership have adopted the formal training approach among other learning approaches. Participants are expected to complete elements of these programmes through formal classroom-based education, either in person or online.

- **Coaching:** can be defined as ‘practical, goal-focused forms of one-to-one learning and behaviour change.’\(^{61}\) It can entail ‘delegating, listening … establish[ing] personal rapport and trust, and helps others work out for themselves the best ways of working.’\(^{62}\) Coaching is often an ongoing but short-term approach to developing particular leadership skills, rather than a once-off learning event.\(^{63}\) Day states that for coaching to be effective, it must be purposeful and strategically applied.\(^{64}\) Other literature suggests that coaching effectiveness is enhanced when learners are carefully selected for coaching, when they are matched with a compatible coach, and when they are willing to change their practice and/or behaviour. Petrie also advises that coaching is most likely to succeed in cultivating learning when the person being coached chooses what issues or skills to focus on, when the coaching process is customised for each learner and when the coach is seen to be a ‘thinking

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\(^{60}\) Leggatt et al. (2015), p. 138
\(^{62}\) Taylor (2012:14)
\(^{63}\) McNamara et al. (2016), Blunt (2004) and Green (2013)
\(^{64}\) Day (2001)
partner’ rather than an expert. A good relationship between the coach and the learner is vital for coaching to be effective. CSL organises coaching between executive coaches and more experienced school leaders, using a model which adopts all the above learning from the literature. Participants of the CSL coaching programme found the coaching to be very effective because they were matched with an expert coach from outside the sector with whom they were compatible. The coaches focus on skills and personal development to meet the needs of the participant, as identified by the participant through self-reflection. The coaches used are not experts in the sector: they are seen to be neutral and offer advice, listening and tools which equip the participant to develop and employ strengthened leadership skills. The Leadership Academy also offers coaching to all participants of its ‘Leading Care’ programmes. This coaching is provided by an internal coaching panel and is accredited by the International Coach Federation.

- **Mentoring:** can be defined as ‘how an individual works with a protégé to assist that person on the career path and provide professional development and experience as needed.’ This approach can be formal or informal in nature. Crucial to the success of mentoring in the development of leadership skills is ensuring that the mentor has effective mentoring skills and that the learner and mentor who are paired are compatible and can develop a supportive learning relationship. Again, mentoring is a key approach provided through CSL for newly appointed leaders, with experienced principals providing mentoring in line with the above principles. All CSL mentors are required to undertake a four-day professional learning programme and must commit to attending professional learning organised by CSL each year.

- **360 feedback:** this is a process in which colleagues, managers, clients and other relevant stakeholders provide a learner with feedback on elements of their performance and leadership skills, and the learner themselves can also reflect on their practice and work. Participants in various elements of the leadership development model developed by CSL and the Leadership Academy partake in 360 feedback practice. This receipt and delivery of feedback is described as useful in building the intrapersonal skills, self-knowledge and self-awareness of a learner, in turn innately building stronger leadership skills. However, research indicates that 360 feedback works best when the learner is willing to accept the feedback and can follow-up with a coach to act on areas where improvement may be required. Numerous former participants of both CSL and the Leadership Academy highlighted the important roles that self-reflection, providing feedback and receiving feedback played in testing and developing of various soft skills including empathy. Members of the Leadership Academy

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65 Petrie (2012)
68 Day (2001)
71 West et al. (2015), p. 17
72 The Behavioural Insights Team (2018b) and Green (2013)
management structure noted the importance of supporting participants to receive as well as provide feedback, particularly feedback on challenging topics.

- **Job assignments and action learning:** learning-by-doing on the job. This can include tasks done in the workplace to develop and test the leadership skills of the individual. While learning was once traditionally seen as solely a classroom activity, there has been a move towards learning and practising leadership development in the context of the work itself. The importance of experiential and active learning in the development of leadership skills has also been noted and Yarborough (2018) argues that studies from different sectors and cultures support these findings. It was found that such approaches need to be accompanied by high quality and practical assignments, and that feedback must be provided to the learners on their performance. This learning is reflected in the methods used to deliver the ‘Leading Care’ programmes in the Leadership Academy and the post graduate diploma in school leadership by CSL. Applying learning from the leadership development programmes in work settings was described by some former participants as key to ‘really learning and understanding’ the theory and to gaining further insights into their own approaches to leadership.

When applicable, the participants of CSL and ‘Leading Care’ leadership development programmes acknowledged the role that the blended model of learning used in the programmes played in either deciding to enrol in a programme and to learn effectively once enrolled. Some participants noted that they decided to enrol because of the mix of learning styles and because the programme would not consist of just sitting in a classroom or always working alone on solo projects at home for example. This approach was also described as being more inclusive in that it allows people with different learning styles to take part in the leadership development opportunities.

Beyond its initial attraction, participants found the blended learning approach an effective method to learn, develop, test and strengthen new leadership skills. A participant of a ‘Leading Care’ programme described the programme as using a ‘nice amalgam of learning’ in various settings including the workplace, the classroom and online. As a further testament to the strength of the learning approaches adopted, the HSE won the award for best Learning and Development Strategy for the Health Service Leadership Academy at the HR Leadership and Management Awards in 2019.

7. **The learning opportunities and content must be appropriate and tailored for the context in which newly developed skills will be used**

Approaches to developing leadership skills work best when they account for the culture and context of the relevant sectors. The model designed and the programme

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74 Day (2001)
75 Priest and Clegorne (2018)
76 West al (2015)
77 Health Service Leadership Academy (2019c)
of skills development offered must offer practical solutions and focus on positive behavioural change in public servants, suitable to the context in which they work. It has been noted that leadership development programmes can ‘easily fail if poorly constructed and implemented or if they fail to take into account the operating constraints of organisations.’

Before the launch of the Leadership Academy, the management structure undertook a deep review of the content leveraged from the NHS Leadership Academy and an extensive review of relevant literature. In addition, understanding and promoting public value alongside a patient centred approach to health service delivery formed key pillars to underpin the programme context. This led to the refinement of the programme’s content to ensure cultural and sectoral appropriateness, which included the engagement of the steering group and key stakeholders, including patient representatives from across the health service.

CSL conducted similar research and development of coaching, mentoring and post graduate learning opportunities which are also cognisant of behavioural norms and the Irish education sector. CSL approached this contextualisation and programme development work through extensive consultation with all key sector stakeholders, accompanied by an extensive literature review. This approach is in line with the best practice noted in the literature. The literature states that key stakeholders should be involved in the development of a leadership development model. Potential learners and senior management must be involved in the development of the curriculum, the selection of learning approaches and the selection of learners. The input and support of key stakeholders is vital to ensure the success and long-term viability of any leadership development programme.

CSL still regularly engages these stakeholders to provide ongoing feedback on the learning programme provided through the leadership development model. CSL also brings the range of leadership development providers together each year in a collaborative forum in an effort to streamline provision across the sector to provide a continuum of leadership development opportunities. The development of the Leadership Academy programmes was overseen with the input of patients and representatives from patient representative groups.

Former participants of the related leadership development programmes outlined the range of tools, sectoral knowledge and personal development which were provided or explored over the course of the programme they took part in. The curricula were seen to be comprehensive and wide-ranging, to build the skills, knowledge and experience required to work in the sectors. One participant of a ‘Leading Care’ programme described the programme as being based on a good mix of up-to-date academic research and theory emanating around effective leadership in healthcare, as well as providing practical tools for day-to-day management. While the content was well-researched and selected to be of benefit to the participants in their given sectors, some of the participants highlighted the value of learning from experts outside the sectors. For example, participants in CSL-organised programmes explained the value of

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78 The Behavioural Insights Team (2018b), West et al. (2015)
79 Beer, Finnström and Schrader (2014), cited The Behavioural Insights Team (2018b)
80 Green (2013)
having outside coaches providing new and neutral perspectives as they all come from outside of the education sector. This ‘outsider critical friend’ role was seen to be important given how small the sector is in Ireland where it can be difficult to talk about challenges. In the Leadership Academy, most of the facilitators, tutors and learning set advisors are drawn from outside the health sector also.

8. **The content of the leadership development programme should not just focus on theories of leadership.**

Those responsible for designing and establishing a leadership development model must be clear about which theory (or theories) of leadership guides the approaches adopted to developing and strengthening leadership skills.\(^{81}\) However, the programmes of learning for the leadership development models were developed to cover broader theories and to cultivate broader behavioural changes. Both were felt to require the development of the participants’ abilities to, for example, give constructive feedback, challenge colleagues, practice self-awareness, self-care and reflexivity, as well as understand the merits of what makes an effective leader. Former participants of the leadership development programmes were often positively surprised that the programmes had a wider breadth of content than leadership theories. One participant noted that they were ‘surprised by how innovative’ the programme they enrolled in was.

In addition, the delivery and organisation of the leadership development programme itself can also be used to develop the skills of the participants. For example, in the Leadership Academy, the participants are provided with the opportunity to organise the timing of some parts of the programme. This exercise in and of itself requires the participants to use leadership skills such as listening, brokering compromise and, in some cases, challenging others to settle upon mutually agreeable dates.

9. **Peer-learning, support and networks can enable more effective participant learning and future practice**

The role of peers in supporting and cultivating learning in the programme participants was cited by both CSL and Leadership Academy management structures as pivotal in the success of the leadership development models. The approaches adopted in both models were described by both teams to encourage peer discussions, challenge of perceptions and learning from one another’s experiences. For the most part, former participants felt that the opportunities to meet and work with peers from across their sector were very important elements of the leadership development programmes. Both management structures work to create a learning experience in which participants feel safe and empowered to challenge and learn from one another. The participants felt that it was very important to ensure that the group dynamics were healthy and well-managed by those running the leadership development programme to ensure good learning opportunities and to avoid clashes which may negatively disrupt the learning of others. Elements of the blended approach to learning such as residencies and group

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\(^{81}\) Fuller (2000), cited by Nkwana (2014)
projects were cited by the participants as elements of the programmes which helped peers to get to know and learn from one another.

Furthermore, leadership development models are found to often focus only on meeting the learning needs of the public servant and do not consider the wider opportunities to link and share learning across organisations. It has also been found that by cultivating cross-organisational leadership skills, public servants are more likely to work together to resolve a problem, to ensure quality and to promote innovation. Participants from the ‘Leading Care’ programmes noted the immense value of building and maintaining these networks to support their work. One participant recalled reaching out to contacts developed during their time on programme across the country to assist in their work. They acknowledged that they would not have known these contacts only for taking part in the ‘Leading Care’ programme.

The Leadership Academy intentionally aims to bring together professionals from across all areas of healthcare to create a ‘microcosm’ of the sector in each cohort of the three ‘Leading Care’ programmes. An aim of this bringing together of colleagues from different sections of the healthcare system is to encourage the building of networks, an appreciation of each other’s work and connections to support the delivery of more effective healthcare for patients and service users in the future. Former participants frequently acknowledged how learning with peers in different roles and with different experiences helped them to cultivate a more empathetic understanding of the strengths of and challenges faced by these peers. They felt that even more diversity in the intake of the group for each programme would be of benefit to get them out of ‘silos’ and to learn more. The Leadership Academy has also begun to run an alumni programme to bring together former programme participants to encourage life-long learning and networking to inform healthcare provision and individual practice. Self-established communication groups were also cited as being important for participants to keep in contact with one another during as well as after leadership development programmes.

CSL’s post graduate diploma encourages school leaders from across the country to learn together and share their experiences of and thoughts on leadership. The mentors trained by CSL, as part of the mentoring approach supported, are experienced school principals who are matched to newly appointed principals from different schools. Again, this approach leverages the experience and knowledge within the system to develop leadership skills among peers and build connections.

**Delivering the leadership development programmes**

**10. A leadership development model will embed leadership skills in a systemic way when open to all public servants in a sector/an organisation**

The approach of ensuring that employees of all levels across the education and healthcare sectors can avail of leadership development opportunities is in line with the best and most effective practice outlined in the literature. The literature indicates that

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82 Fillingham and Weir (2014)
83 The Behavioural Insights Team (2018b)
leadership development programmes should focus on developing the leadership skills of individuals across an organisation. Some authors argue that public service organisations in particular need to be learning organisations in which everyone can develop skills such as leadership, not just those in roles with formal authority. The literature often outlines that employees at all levels of public sector organisations/systems need to have the knowledge and skills to work effectively across boundaries, and to influence and encourage others to work together to deliver common goals.

Both CSL and the Leadership Academy provide learning opportunities for employees with differing roles and levels of experience. The content and learning approaches were the key attractions of the programmes for the participants, as well as the free or subsidised nature of the programmes. The positive word-of-mouth of other former participants was also an influencing factor leading some participants to apply. The combination of these factors has led to a wide spectrum of different roles and levels of experience from across the healthcare and education sectors taking part in the programmes provided through both leadership development models. To enhance uptake of leadership development programmes, former participants recommended that even more information about the programmes be made available to those considering a programme.

11. The intended participants of a leadership development programme should be clearly defined and should be carefully selected

The literature reviewed states that both the management structure and the organisation involved should be clear about who best would benefit from taking part in a leadership development programme, and who should be targeted to take part. Both CSL and the Leadership Academy are clear in who exactly they are targeting and who would benefit from participation in their leadership development programmes.

Research by Petrie indicates that public servants develop fastest when they feel responsible for their own development and progress. He argues that many current models of leadership development encourage people to believe that someone else, for example, human resources, trainers or their line manager, is responsible for their leadership development. Petrie recommends that leadership development must focus on cultivating greater developmental ownership in the individual. In the cases of both CSL and the Leadership Academy, participation by public servants is voluntary and responsibility for the learning rests with the participants. They can self-select to apply to participate, with the management structure reviewing applications in the case of CSL. The CSL management structure vet the applications with the relevant delivery partners before making offers to potential partners. All new principals are contacted by CSL to encourage them to avail of the coaching available. Regarding the Leadership Academy, applications are reviewed independently by relevant academics and patient representatives.

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84 Nkwana (2014), Day (2001)
85 West et al. (2015), cited by Fillingham and Weir (2014)
86 See Appendix 4 for more information
87 Petrie (2012)
All the former participants of leadership development programmes interviewed as part of this case study stated that they decided themselves to take part in the programmes. Most of them researched their options and decided that the programmes were the right fit for their learning needs and that they served their career aspirations. Participants stressed the crucial importance of being dedicated and self-motivated to participate, to learn and make the most of the leadership development programmes. They described the programmes as time-consuming and challenging, requiring dedication and hard work. They felt that these programmes would not be the right fit or as effective for those who were not willing to dedicate their time, capacity and personal input to learn and to support the learning of peers. The participants must value the leadership programme as the funding body (e.g. the HSE or DES) can incur a cost for providing the programme. For example, school principals are informed of the investment being made by DES in providing one-to-one coaching and are encouraged to ensure that in the event that they cannot attend a session that they give adequate notice to the coach and re-schedule the session. Thus, it is important that the participant is committed to and values the leadership development programme in which they are enrolled, and there are robust selection criteria to ensure that the right participants are selected for the leadership development programme.

It is important to note that many of the learning opportunities available to those working in the health and education sectors, as provided by the two leadership development models at the centre of this case study, have more interest than availability. Both the Leadership Academy and CSL signpost those unable to participate in the programmes they applied for to other appropriate leadership development opportunities available. The Leadership Academy management structure establishes a waiting list of participants to take part in the ‘Leading Care’ programmes.

12.There should be flexibility in the delivery of a leadership development programme to ensure maximum participation and fit-for-purpose content

To ensure meaningful and consistent participation by public servants in the leadership development programmes, both models exercise a degree of flexibility in how participants take part. For example, a key part of the ‘Leading Care’ programmes is the virtual campus which is accessible online by participants. On one of the ‘Leading Care’ programmes up to 70% of the programme content is delivered via the virtual campus. This allows learners to undertake the large components of the programme in their own time. Participants in programmes in both CSL and the Leadership Academy are informed of their learning timetables, residential, assignments, etc. well in advance so that they can plan their work schedules around taking part in the leadership development programmes. As previously noted, the participants in the Leadership Academy are also responsible for choosing when some parts of the programmes occur, partly to ensure that the dates suit their very busy work schedules. The post graduate diploma in School Leadership, developed by CSL, is run from multiple universities throughout Ireland to ensure that participants do not have to travel far to take part in this learning opportunity.

Flexibility in how the leadership development programmes were implemented was acknowledged and appreciated by the former participants from both CSL and
Leadership Academy programmes. One participant from the CSL’s post graduate diploma in school leadership found the pacing of the programme and the ability to attend the classroom training in a venue close to home as important reasons for enrolling in and staying on the course. All participants interviewed recommended that leadership development programmes delivered in the public sector be as flexible as reasonable to allow for the realities of arising work priorities and changes in personal circumstances. Participants explained that it can be difficult to concentrate and be ‘truly present’ to do coursework and attend classes when there are things going on at work or at home. Undertaking such programmes was considered to be a big personal investment by the former participants and any flexibility to ensure their continued participation was recommended. Such flexibility can relate to assignment completion dates or being allowed and able to catch-up on a missed class, with no or minimal penalties.

The Leadership Academy management structure noted the utility of using a flexible model, giving it the ability to employ faculty staff to teach the most up-to-date and cutting-edge material as it develops. This flexibility allows for the leadership development programme to respond to emerging theory and sector development, enhancing its relevance and quality.

13. **Presenting the participants with challenge, in a safe environment, can effectively foster learning, alongside other approaches to developing leadership skills**

Presenting participants with challenging situations in a safe environment is a design feature for both leadership development models, with ‘disruptive learning’ being a particularly strong feature of the Leadership Academy programmes. Challenge and experiential learning are key design features in fostering learning and behaviour change.88 Participants on the ‘Leading Care’ programmes encounter challenging activities. For example, in the CSL post graduate diploma, participants must shadow leaders in their schools, other schools and in other sectors, which intentionally takes them out of their comfort zones. As part of the coaching process, CSL participants must self-reflect and work through challenges and issues which can be very personal to them. Participants are encouraged to challenge one another in programmes run by both models and in the Leadership Academy, participants are encouraged to interact, challenge and discuss issues with each other and faculty.

To augment and make sense of the learning from the challenges and action/experiential learning, the Leadership Academy management structure stressed the importance of bringing the participants together to discuss their learning, to make sense of the challenges and experiences, and to reflect on their reactions to and learning from their experiences. Members of the Leadership Academy management structure also spoke about the importance of providing challenge in a safe environment, where there is pastoral care to ensure that the participants are supported through challenging learning experiences.

For both CSL and the Leadership Academy, the former participants all referenced the value of the challenges posed and resolved throughout their learning. They noted the importance of the programme design intending to challenge their ways of working and forcing them to self-reflect on their leadership approaches, their problem-solving abilities, their interpersonal skills and how they manage difficult situations. One ‘Leading Care’ participant described the curriculum as ‘forcing you outside of what you are familiar with and forcing you to think more abstractly.’ Other participants of the ‘Leading Care’ programmes explained that there was a healthy environment to encourage honesty and challenge, fostered by teaching staff and facilitators who were themselves willing to be challenged and to share learning. These participants also explained the important roles of staff and peers in ensuring that they felt supported to complete challenging project work and work through challenging role-plays and simulated learning experiences. Former participants of CSL leadership development programmes noted that they were asked to consider the learning from challenging tasks in the context of how it could be applied to improve their personal impact on how a school can work better for the staff and the pupils.

14. Learning from external networks can assist in the design and delivery of leadership development programmes

Both CSL and the Leadership Academy have found that building new and using existing connections and networks are important in supporting the effective design, promotion and delivery of a leadership development programme. Members of CSL management structure noted that its connections with the school sector through, for example, membership bodies, are vital in promoting the leadership development opportunities available and in supporting its work to coordinate and develop the continuum of leadership development available in Ireland. They also noted the useful role played by its relationships with similar school leadership development programmes in Wales and Scotland. Such bodies share useful learning and resources to inform the design and delivery of CSL. The Leadership Academy management structure members highlighted the development of its networks and connections as the programme has progressed, providing a pool of dedicated and high-profile programme contributors.

15. Effective quality assurance systems are important to ensure the continuous improvement of leadership development models

Being mindful of fidelity to the evidence-based approaches being implemented in both programmes, the management structures both use quality assurance processes to assess the continued relevance and implementation of the models. It was stressed by the interviewees that there should be quality assurance and improvement processes in place to capture learning and to make improvements as leadership development models are established and mature.

Before the programmes are implemented, both management structures organised reviews of the content. For example, CSL employs an independent review panel to assess the quality of the content. The Leadership Academy management structure assesses the content to ensure that any emerging HSE guidance and legislation is
reflected in the materials. This assessment is supported by engaging with key stakeholders from across the health service, including patients and service users.

The collection of participant and faculty feedback is a key feature of the continuous improvement cycles and quality assurance in place for the Leadership Academy and CSL. Members of both management structures acknowledged the importance of such feedback in understanding the impact of the learning opportunities but also to collect timely data to make improvements to the learning programmes. CSL management personnel outlined how data are collected from the post graduate diploma participants and the data have already been used to change the balance of the face-to-face and distance learning. For example, feedback is collected through formal evaluation forms and by those delivering the programme on an ongoing basis. Analysis of the applications to the ‘Leading Care’ programmes and sector feedback led to the Leadership Academy management structure understanding that there was a lack of learning opportunities for some workers in the health sector. This feedback led to the creation of the ‘Leading Care III’ programme, which aims to provide opportunities for participants newly appointed to a management role or a position of responsibility.

The faculty and management structure of the Leadership Academy meet at the end of every day of a residential course and appraise how the day went and what could be improved/changed for the following days of the programme or for future iterations of the programme. ‘Leading Care’ programme participants complete an evaluation of each residential day. This feedback is reviewed by the Leadership Academy management structure and informs the next running of that residential. An end of programme evaluation is also carried out following each ‘Leading Care’ programme cohort involving participants, line managers and faculty. Evaluation data is shared with the Leadership Academy Steering Group. CSL has also commissioned past and upcoming external evaluations as a key source of quality assurance for the programme. CSL is very committed to implementing the recommendations of a previous independent review to improve the programme. These recommendations are examined by the CSL Steering Group when it meets.

Understanding the impact of leadership development models

As highlighted in learning from the literature, measuring the impact of leadership development programmes in the public service, and across other sectors, is challenging. Both leadership development models have encountered the challenges documented but their respective oversight and delivery teams have been researching and considering how best to understand and demonstrate the impact of the leadership development models on:

- The learners/participants themselves
- The organisations in which these learners work
- The end service users of the services provided by the learners

It is important to note that both leadership development programmes are in the early stages of implementation and have not been able to conduct evaluations of the longer-
term impact of their work. However, there has been considerable thinking and planning around the monitoring and evaluation of both programmes by their management structures, with some important learning which is outlined throughout this section.

16. Ongoing data collection and monitoring provides important information supports in understanding the need for and impact of a leadership development programme

As outlined, both the Leadership Academy and CSL collect feedback for consideration in enhancing the content and delivery of their respective leadership development programmes. However, both also collect data on the short- and medium-term outcomes for the participants of the programmes. While taking part in the ‘Leading Care’ programmes or CSL’s post graduate diploma in School Leadership, participants regularly reflect on their learning journey and what skills and behaviours they have gained or strengthened throughout the programme. These are recorded as part of the coursework. Upon completion of the programme, participants note their learning outcomes and how these will be transferred into their practice. CSL management structure find it important to recognise that participants who have been through the leadership development programme may realise that being a principal or deputy principal may not be something that they want to pursue. The members noted that this is a vitally important learning outcome for the participants.

To understand the medium-term outcomes for the participants, both models also employ destination surveys to understand where the former participants have progressed in their careers. The Leadership Academy has begun to organise alumni events to bring participants from the different cohorts of the ‘Leading Care’ programmes together to discuss the use of their learning, to share further learning and to strengthen their networks and connections. The alumni sessions provide the Leadership Academy with key data on the medium-term outcomes of its participants. The alumni are also encouraged by the Leadership Academy to develop case studies that capture examples of how they are applying their leadership skills in the healthcare system. The aims of these case studies are to share successful application of learning in practice, as well as to demonstrate the value of and need for the leadership development programme. Additionally, the Leadership Academy conducts surveys with the line managers of the ‘Leading Care’ programme participants to understand if and how leadership skills are being used in the workplace by the participants.

Members of both CSL and the Leadership Academy noted the difficulty in linking changes in leadership skills in teaching and healthcare staff to changes in outcomes for students, children and young people, and patients and service users in a meaningful and non-invasive way. They outlined the challenges in isolating the level to which the leadership development programmes specifically contribute to any of these changes. They also noted the difficulty in selecting the right outcome measures which would capture the change.

CSL, as part of the endorsement process, asks providers to evaluate if involvement in professional learning activities that they are submitting for endorsement results in changes to the leadership practices of those who participated. It suggests that this can be done through structured and focused questionnaires immediately after the
leadership development activity and again approximately six months later. It is also considering the triangulation of data through questionnaires and interviews with others in the schools such as middle leaders and teachers. The Leadership Academy through its end of programme evaluations engages with participants and line managers to identify changes that have occurred as a result of the participant completing the particular ‘Leading Care’ programme. The management structure has engaged with several participants to develop case studies that illustrate the value that their participation on a ‘Leading Care’ programme has brought for patients/service users/colleagues. For example, in one of the major acute hospitals they re-organised their ICU work processes as a result of a programme project and that better prepared them for the Covid-19 pandemic.

However, both models acknowledge that it is difficult to link change in leadership practice to positive learning outcomes for students. This however, is not a deterrent from continuing to build and develop these programmes.
Key learning and principles for leadership development in the public sector

This section of the case study report summaries the key principles and learning for consideration by senior public servants when establishing and implementing leadership development models, as reflected on by the steering group of OPS2020 Action 14.

The key question which arises from this case study is the value of the development of a bespoke versus use of traditional or ‘standard’ leadership programmes, as delivered by multiple education providers, when evaluation of the programme effectiveness on an organisation is limited. What is clear from the case study and examples provided, is that the value is delivered from the very bespoke nature of these programmes, and the deep consideration which has been given to the challenges and sector specific complexities that the participants will face in their daily roles, which would not be addressed on a traditional course. In both cases this process has also helped identify and expose gaps within leadership development in their respective sectors, and thus provide solutions to address these challenges. As highlighted at the beginning of this study, leaders in the public sector face a different set of challenges to their counterparts in the private sector, including the need to deliver public value, and through focussing on the specific needs of the sector, these programmes are helping shape the type of leadership needed in the future public sector.

What is also very evident from this study is the requirement for long term commitment on behalf of the organisation, and careful consideration on how this type of model fits into the overall people development approach of the organisation. Both models have gone through a process of extensive research, development refinement in order to deliver a range of programmes which are most suited to the needs of their respective sectors. This long term approach is crucial not only to developing the programmes, but also the credibility and impact of the model. This approach recognises the long term nature and impact of roles within the public service, and the commitment to developing people from within, while in turn, providing the organisation or sector with long term benefits.

Along with the requirement for long term investment in approach, investment is required in the right people to ensure that the system is credible. It is imperative to ensure that those in the system are credible, trusted and validated, that it is not perceived to be outsourced, or outside the system in any way. This does not exclude combining external expertise, but needs to be done in a way which supports and compliments the experience of those partaking in the programme.

While the content of the programmes is not outlined in detail in the case study, it is clear that both models are focussed on developing a broad set of leadership skills, rather than focussing on a single dimension, and careful consideration is given to the development of softer skills such as empathy. This is derived through the multiple learning approaches adopted through both models, and providing a challenging learning environment for the participants. Given that only 10% of learning is done in
the classroom, it is welcome to see such diverse approaches being applied, and the praise for innovation and recognition of the programmes is welcome to see. The benefit of this is creating multidimensional leaders, who can address not only the challenges of the role itself, but also recognising and responding to challenges of how situations are addressed and communicated, given the public scrutiny these leaders will face.

While the models highlighted are sector or organisational specific, both emphasise the benefits of looking beyond their roles, building networks and engaging with others that they would not normally deal with. This ensures that the participants have a non-insular view of both their role and the organisation. This helps to build perspective, and participants welcomed the ‘outsider’ view. The programmes highlighted are also deeply reflective, and enable the participants to challenge both their skills and their aspirations – for example, participants deciding that a future role as principal is right for them is a powerful application of self-reflection and will likely enable them to give more to the organisation within their current role.

Finally, the importance of the independence of models should not be underestimated. By creating bespoke structures for both CSL and the Leadership Academy outside of the organisation (DES and HSE), both have been allowed to develop and flourish and build their own distinctive brand and identity. This is crucial for the credibility of the programme to participants, allowing them to take part in a programme which is not dictated by their own management, but developed to support their role and career development. This in turn pushes the ownership back onto the participant who value their approach to development in a more holistic way. It also reflects the belief and trust of the organisation in the management structure, allowing them to own and develop their models.

Leadership development in the context of the public service is complex and challenging. There is no ‘one size fits all’ approach, but both models demonstrate what can be achieved through the development of innovative, targeted and unique programmes of development.
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Establishing and Implementing Effective Leadership Development Models in the Irish Public Sector: A Case Study


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Thanks to members of the Health Service Leadership Academy and the Centre for School Leadership for the considerable and invaluable time they shared. We would like to thank the participants of the leadership development programmes for agreeing to contribute to interviews and focus groups about their experiences. Thanks also to the Steering Group of Action 14 of the Our Public Service 2020 for its review of and contributions towards this report. The key learning and principles in this report were written by the Steering Group.
Appendix 1: Background and terms of reference for this work

In response to a Request for Written Quotations, the Department of Public Expenditure and Reform (DPER) commissioned the Centre for Effective Services (CES) to research and develop this case study.

CES is a non-profit, all island organisation established in 2008. CES works with agencies, government departments and organisations from initial policy development right through to improving practice. CES brings new thinking to complex social problems, to improve outcomes for people living in Ireland and Northern Ireland. Over the past ten years CES has worked in areas such as education, health, children and young people and social services.

In its Request for Written Quotations, DPER specified the following work to be completed in the development of this case study of effective leadership development models in the public sector:

- Clearly define the questions (in a case study framework) to be studied in the case study report and advise on the most relevant methodology to be used. Advise on what will be most relevant for learning across the public service.
- Complete a literature review or extract relevant learning from the literature to present findings in the existing research in relation to effective leadership development in the public service.
- Collect and analyse data to draw out lessons learnt from both the Centre for School Leadership and the Health Service Leadership Academy individually and collectively.
- Agree the final format a case study report and produce the report.
- Advise on how best to share the learning from the case study report across the public sector.

The expected deliverable from this work was specified by DPER to be a final case study report for publication.
Appendix 2: Case study questions and methodology

In line with the Request for Written Quotations for this case study report, the first requirement was for the successful tenderer to work with DPER to clearly define the study questions and advise on the most relevant methodology to be used to generate learning for others across the public sector. In this appendix, we outline the agreed study questions and approach to developing the case study on the establishment and implementation of leadership development models in the public sector in Ireland.

Case study framework

Crucial to the completion of this case study was the development and implementation of a case study framework. The full framework can be found in Appendix 3. This case study framework was developed by CES, in consultation with the Departmental leads responsible for the oversight of this project, and lists the study questions of interest to guide all data collection to develop the leadership development model case study, to guide the development of the case study. The first set of questions fall under five broad headings to explore and understand:

- Why a new leadership development programme was established
- Why and how a new management structure was established
- How a leadership development programme is implemented
- How the management structure is implemented
- How impacts are measured.

The case study framework also included a final set of questions relating to drawing out and sharing any learning for wider application across the public sector. These questions seek to guide the development of common principles based on the agreed learning emerging around the themes of why and how a leadership development programme should be developed, how it can be supported by a management structure and how its impacts can be measured.

These questions were predominately used by CES to collect data and evidence about the Centre for School Leadership and the Health Service Leadership Academy from their staff, project sponsors and participants of the various learning opportunities provided through the models. However, the framework also informed the themes of interest for the literature which was also completed by CES as part of this case study work.

Methodology to complete the case study work

To develop the case study element of this report, CES used a mixed methods approach to collect and triangulate data relating to the case study subjects: the Health Service Leadership Academy and the Centre for School Leadership. To answer the
questions included in the case study framework above, we employed the following research methods to collect the data of interest:

- **Interviews:** we completed ten interviews with the members of the management structures from both models between September and December 2019. A sample of participants who had taken part in learning opportunities provided through the models. In total, there were three individual interviews. CES also conducted a focus group with five participants. These interviews and the focus group took place face-to-face and by telephone and were guided by the case study framework.

- **Document review:** CES requested copies of all relevant reports, background documents and grey literature from both leadership development models. Some of these materials were also readily available on the models’ websites. We reviewed these documents to synthesise key learning to substantiate and triangulate the findings emerging from the interviews.

- **Literature review:** outlined in more detail in the section below, we undertook a literature review of national and international literature to isolate learning around best practice in establishing and implementing leadership development models. The approaches and experiences of CSL and the Leadership Academy were compared to those outlined in the literature reviewed.

With data collected from multiple sources, we synthesised the data and developed key findings from the experiences of the establishment and implementation of the two models. We interspersed learning from the literature throughout the case study to compare these experiences with the learning documented in the literature. Different and similarities in the approaches adopted in both models were explored and documented to form the case study.

**Methodology for the literature review**

Informed by the agreed case study framework, CES completed a review of relevant literature relating to effective leadership development in the public service. Our approach to the review involved four stages:

1. **Topic formulation:** using the case study framework to determine the themes and learning of interest in the literature reviewed
2. **Literature search:** finding materials relevant to the case study
3. **Data evaluation:** determining which literature made a significant contribution to the understanding of key questions around the establishment and implementation of leadership development models in the public sector
4. **Analysis and interpretation:** discussing the findings and conclusions of the relevant literature

We drew evidence from academic publications, empirical research and grey literature to gather learning from national and international experiences in the establishment and implementation of professional leadership development in the public and other sectors. Sources included:

- Systematic reviews and meta-analyses
Peer-reviewed literature, evaluations and other empirical research
Relevant grey literature, for example, reports from other leadership development programmes in the public service
Review of relevant public policies and strategies.

CES has access to peer-reviewed databases via a subscription to the EBSCO Discovery Service and conducted a thorough search of the existing research based on the following parameters:

- Evidence sources must have been published in the previous 20 years
- Literature must have been available in the English language or with an English translation readily available
- Grey literature must have been published in the previous 20 years which meets quality standards (e.g. nationally endorsed policy documents; strategic frameworks; legislation; committee reports; inquiries; reports carried out or commissioned by recognised authorities)
- Empirical studies or articles must have been peer-reviewed (i.e. no book reviews, opinion pieces or editorials).

The topics of interest during the literature review aligned to the key questions in the case study framework developed for this project. While reviewing the literature, we explored:

- Emerging definitions of what is meant by the term ‘leadership development’
- Important considerations when establishing and implementing leadership development models
- Experiences of utilising different leadership development approaches and learning approaches
- Any literature around the management structure required to provide such programmes
- Measuring the impacts of leadership development models and their composite elements
Appendix 3: Framework to guide the development of the leadership development model case study

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Questions to answer/ approach</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Exploratory questions</strong></td>
<td></td>
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</tbody>
</table>
| To understand why a new leadership development programme was established | • What skills/opportunities were missing in the system that required the establishment of the programme?  
• What existing skills/approaches in the system could be improved/enhanced with the establishment of this programme?  
• Where does this programme fit with other learning and training opportunities?  
• What resources were required to establish this programme? |
| To understand why and how a new management structure was established | • Why was a new structure required to meet the needs/capitalise on the opportunities of the system? (e.g. the Centre for School Leadership)  
• How was the management structure developed?  
• How does this structure fit with other learning and training structures? (e.g. colleges)  
• What enablers supported the establishment of this structure?  
• What barriers challenged the establishment of this structure and how were they overcome?  
• What resources were required to establish this structure? |
| To understand how a leadership development programme is implemented | • What resources are required to implement this programme?  
• What theoretical approaches about leadership development and pedagogies frame/inform this programme?  
• How was the curriculum content for this programme developed?  
• How are participants for the programme targeted and selected?  
• What approaches are used to deliver learning and why were these selected? (e.g. coaching, degree course) |
| To understand how the management structure is implemented | What are the partnerships involved in designing and delivering this programme? How do these partnerships work?  
What enablers support the implementation of this programme?  
What barriers challenge the implementation of this programme and how are they overcome?  
How is the programme’s content and delivery quality assured?  
For CSL only: How have the recommendations from the evaluation been used? |
| To understand how impacts are measured | What resources are required to implement this structure?  
How does the structure work in practice to support the delivery of the leadership development programme?  
What enablers support the implementation of this structure?  
What barriers challenge the implementation of this structure and how are they overcome? |

**Learning and wider application**

| Development of common principles | Based on the agreed learning emerging around the themes of why and how a leadership development programme should be developed, how it can be supported by a management structure and how its impacts can be measured, a set of common principles will be developed. |
### Appendix 4: Outline of target participants for the key leadership development programmes organised by CSL and Leadership Academy

<table>
<thead>
<tr>
<th>The Health Service Leadership Academy</th>
<th>Target participants</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Leading Care I</strong></td>
<td>Aimed at those who:</td>
</tr>
<tr>
<td>Senior Leadership Development Programme</td>
<td>Are experienced senior leaders/managers who may already be on the senior leadership/management team of their organisation</td>
</tr>
<tr>
<td></td>
<td>Are experienced leaders/managers who are aspiring to be on the senior leadership/management team of their organisation, they are likely to be ready to apply for such a leadership role in the next two years</td>
</tr>
<tr>
<td></td>
<td>Are excited by the opportunity to apply new skills, learning and behaviours directly to real-time work-related improvements</td>
</tr>
<tr>
<td></td>
<td>Are able and keen to work on a challenging development programme with peer assessment</td>
</tr>
<tr>
<td></td>
<td>Are willing to commit to at least 10 hours learning a week over the course of a 12-month period</td>
</tr>
<tr>
<td></td>
<td>Are willing to commit to full attendance at all face to face aspects of the programme. 89</td>
</tr>
<tr>
<td><strong>Leading Care II</strong></td>
<td>Aimed at those who:</td>
</tr>
<tr>
<td>Masters Programme</td>
<td>Lead teams or complex projects</td>
</tr>
<tr>
<td></td>
<td>Lead services or systems of care</td>
</tr>
<tr>
<td></td>
<td>Aspire to be responsible for a broader role and contribute to the wider organisation</td>
</tr>
<tr>
<td></td>
<td>Would like development support to improve their leadership practices</td>
</tr>
<tr>
<td></td>
<td>Are excited by the opportunity to apply new skills, learning and behaviours directly to real-time work-related improvements</td>
</tr>
<tr>
<td></td>
<td>Are willing to commit at least 15 hours learning a week over the course of a 24-month period</td>
</tr>
<tr>
<td></td>
<td>Are willing to commit to full attendance at all face to face aspects of the programme. 90</td>
</tr>
<tr>
<td><strong>Leading Care III</strong></td>
<td>Aimed at those who:</td>
</tr>
<tr>
<td>Professional Diploma in Management Level 9</td>
<td>Are newly appointed to a management role or a position of responsibility</td>
</tr>
<tr>
<td></td>
<td>Aspire towards a management or supervisory role in the next two years</td>
</tr>
<tr>
<td></td>
<td>Are more senior and wish to undertake this programme</td>
</tr>
</tbody>
</table>

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89 Health Service Leadership Academy (2020a)
80 Health Service Leadership Academy (2020b)
- Would like development support to improve their management practices
- Are willing to commit to at least 10 hours learning a week over the course of a 9-month period
- Are willing to commit to full attendance at all face to face aspects of the programme.\textsuperscript{91}

\textsuperscript{91} Health Service Leadership Academy (2020c)