Managing for Development Results
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Leadership in MfDR

*MfDR[1] is overwhelmingly **political**. Citizens demand results. Citizens and parliaments are holding decision-makers increasingly accountable for transparency and results. MfDR and accountability are closely linked. **Leadership and political will over a prolonged period of time** are necessary conditions to establish and maintain a "performance culture". "Results leaders" have to take the responsibility for results. They have to be the drivers of change.*

Introduction[2]
This paper aims to provide an overview of characteristics and challenges regarding Leadership within the context of Managing for Development Results (MfDR).It looks at how government leaders play a determining role in conceptualizing and communicating both what they are going to do and how they are going to enable implementation of MfDR. Further, the paper will elaborate on some key lessons drawn from MfDR experiences as described in the 3rd edition of the Source Book in which the focus is on leadership at individual, institutional and country level.

Implementing MfDR
Implementing MfDR rests on the idea that governments, institutions and organisations should be accountable for delivering results. It involves not just the use of a new set of tools and techniques, but a huge shift in mindset and focus. It is an incremental and non-linear approach, culminating in shared agreed results by stakeholders.. These results are underpinned by an iterative implementation process, including all partners, emphasising the importance of reviewing progress, learning from what works and what does not work, and altering the overall plan if necessary. It requires monitoring and self-assessment of progress towards results and the ability to make timely changes to improve performance if things are off course. Effective reporting holds leaders to account for what they achieve, supports good government and provides a process through which they can ensure they are still on track and alter things if necessary. The approach can also underpin donor interventions where aid is provided to support a government-led plan and where contribution to outcomes can be monitored and assessed to ensure greater effectiveness.

The Leadership Challenge
National Leaders face some key challenges in taking an MfDR agenda forward. To be fully owned and successfully integrated within national policy initiatives, examples such as Uganda and Ghana suggest that MfDR needs to tackle similar issues to those faced by other Public Service Reform initiatives. Successful application is based on an ability to create a leadership and management culture that is focused on results and not just on compliance, or on implementing new administrative and operational systems. This involves not just organisational, but also institutional change. Viewed simplistically, the 'Public Sector' is an administrative bureaucratic

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[1] Key message from regional consultations
[2] This document is a summary as well an update of the MfDR –leadership discussion since February 2007, Hanoi HLF.

culture that emphasises the management and measurement of inputs, activities and outputs. A results-oriented culture, however, focuses on the achievement, monitoring and reporting of outcomes. The former requires public managers and leaders to be familiar with and apply appropriate laws, hierarchies, regulations and procedures; the latter requires managers and leaders to diagnose problems, design solutions, take risks and develop adaptive implementation approaches. Successful leadership involves an appropriate combination of new and old ways of operating; ensuring effective administrative accountability is combined with results-focused innovation and mobilization of stakeholders and resources.

The adoption and application of MfDR methods may also necessitate leadership development. The changes that MfDR implies at leadership and management level in terms of adapted roles and responsibilities does not grow out of MfDR itself, but need to be nurtured and developed. The leadership development effort should promote the pluralistic and broad-based inclusion of individuals representing all segments of society. The focus can not be just on improving the effectiveness of existing leaders, but also support leaders who are emerging, and leaders of the future – youth, representatives of disadvantaged groups in society, and social activists.

Key leadership qualities
There is a need for a generic leadership paradigm that connects leaders across the political, private and civil society sectors respecting the different emphases of different cultures and regions but identifying and building on commonalities.
Over the last two to three decades, it has become clear that while people may have different leadership characteristics, there are certain dimensions of leadership which are key to development in a wide array of cultures and contexts, and that they can be cultivated. These **leadership qualities** can be summarized as follows:

1. _Vision: the Change Dimension_. This is the capacity to engage various constituencies to produce a shared vision of the future, identify realities to be addressed to reach the vision, and to inspire, motivate, and mobilize others to achieve the vision/change. It includes the ability and willingness to address difficult or controversial issues, such as gender equality, requiring debates and longer-term investments that are fundamentals to development;

2. _Competence: the Effectiveness Dimension_. This is the capacity to: (i) diagnose underlying problems/issues; (ii) prioritize among multiple and competing challenges; (iii) find solutions (technical capacity); (iv) mobilize stakeholders; and (v) implement (management capacity) (vi) learn and adjust;

3. _Integrity: the Values Dimension_. This is the commitment to serve the public good, to personify individual and professional ethics, and to champion accountability relationships that inspire mutual trust in institutions, communities, and society as a whole.

Underlying these key leadership competencies is a strong commitment to manage for results.

Inclusion and Accountability Structures to affect Good Governance

Commitment to MfDR must come also from wider society through effective participation of key stakeholders in planning and processes which question the actions of government and hold them accountable for what they have said they will achieve and how they will achieve it.

Recommendations on engaging key stakeholders in MfDR
(workshop MLI, 6-8 June, 2006, Ouagadougou, Burkina Faso

Make sure that programs are properly appropriated by the various partners (government, civil society, TFPs) before applying MfDR
Build the capacities of civil society to guarantee their full participation in the SRP Monitoring/Evaluation
Make sure of the effective involvement of civil society agencies and other non-governmental stakeholders in the full cycle of poverty reduction strategies and national development plans. A dedicated fund to support capacity building of the civil society in the national budget could insure effective involvement of the civil society (e.g. Sénégal)
Ensure a consensus among the various partners (government, civil society, TFPs) on the choice of a limited number of relevant and objectively verifiable indicators when developing monitoring frameworks for poverty reduction strategies and national development plans
Accountability, transparency and communications must be assured at all levels in the chain (from local to national level).

There is a need to improve understanding between politicians and high level government officials on the reasons why MfDR and on the need to focus on development results in the short ánd long run.

Recommendations on the role of the institutional and political setting
(workshop MLI,15-16 June, 2006, Jinja, Uganda)

Political will is vital for the success of MfDR processes;
therefore, there is a need to understand and involvepolitical decision makers in time.
It is recommended to map political processes in the country so that we are aware of what drives politicians.
Ensure effective integration of short-term concerns of politicians and long-term objectives of MfDR.
Use political processes (e.g. elections, parliamentary debates) to ensure that MfDR is on top of the political agenda.
Feed politicians with PRSP results at critical moments in the political process.
Politicians should be held accountable on MfDR through participatory process involving civil society orgaizations. The Poverty Observatory approach in Mozambique is recommended as a model.
It is important to transform data into information for policy makers; the delivery of statistical data should be timely, user friendly and accessible for policy makers and align to the policy-making and budget cycle

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Ghana established an Office of Accountability in 2003, which acts as a watchdog agency based on a code of conduct and a mandate from the President and passed three Acts of Parliament to reinforce accountability processes. As the Auditor

General of Ghana points out 'Politicians should be challenged to produce evidence rather than a gut feeling as this will encourage them to make decisions based on that evidence'. He puts forward the need for 'an obligation to answer for a responsibility conferred'. Governments themselves must encourage a strong and transparent challenge function to ensure the commitment and sense of legitimacy for an MfDR approach and for 'good governance'. Leadership must involve the desire for a stronger state and development interventions must include supporting the constituents, civil society groups, and other organisations that represent the demandside of the results agenda. One of the basic conditions for this is statistical capacity.

The Ghana example reflects a view of accountability that extends beyond an exclusively 'audit mentality'. Accountability means institutions taking responsibility for initiating action and the results of that action. Accountability requires clear definitions of responsibility, an appropriate legal and institutional framework to ensure that communication of results and feedback on performance are easily facilitated, and a capacity to produce the statistical evidence needed to ensure that decisions are indeed made based on facts and not on anecdotes, politics or inertia.

Lessons learned from recent experiences[3]
The cases in the third edition of the Sourcebook provide compelling examples of such efforts in MfDR, demonstrating strong leadership at individual, institutional, and country levels. Though the leadership reflected in these cases takes place in many different contexts, there are several important common lessons.

All of the cases illustrate the necessity for **strong support from the top** for results-oriented reforms to be fully adopted. It is from fostering a commitment to results from stakeholders at all levels and across ministries, the decision to implement new methods such as the Rapid Results Approach (RRA), to personally attending all introductory MfDR workshops, inspiring the commitment of senior officials and thus cultivating ownership of MfDR initiatives within line ministries.

While top-level support is essential, many of these cases also illustrate that sustainability of MfDR reforms requires **a mix of top-down and bottom-up approaches**.

As several cases in this edition of the Sourcebook show, MfDR reforms must be **prioritized by the state** and must **complement existing initiatives, strategies, and national development plans**. In Kenya, the new method such as the Rapid Results Approach was carefully integrated with the general reform agenda and tied to ongoing innovation efforts. In many other cases, the explicit state prioritization of MfDR reforms is cited as instrumental to successful institutionalization.

To build up capacity and institutionalize MfDR, it is vital to provide **training and capacity building** to MfDR practitioners and empower leaders to test out new approaches that may enhance MfDR in their organizations.

The importance of **incentives** is also a common element in many of these cases. Both positive and negative incentives can be effective, but even the simple acknowledgment and recognition of commendable efforts can be an important motivating factor. Examples of positive incentives are resource allocations based on positive result indicators, evaluation results determining bonuses and promotions or merit-based recruitment and an

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[3] From 3rd edition of the source book, conclusions

annual performance-based award system to encourage and reward higher performance and quality.

While best practices and "islands of excellence" are inspiring and commendable, it must be noted that is often difficult to link these successes to broader country systems. The challenge that many of these cases are still dealing with is to make sure that these efforts lead to country systems and full country ownership.
As many of these cases show, this requires strong and sustained leadership.
The institutionalization of MfDR and the ultimate achievement of long-term impacts is a challenging process. It is undoubtedly quite difficult to shift from focusing on the amount of inputs, outputs, or products of an intervention to examining how the use of outputs has changed peoples' lives and how it has contributed to results on the ground. However, the overarching message that can be distilled from the cases presented in this Sourcebook is that measuring, monitoring, and achieving results can be a practical and pragmatic process in which leaders play a major and enabling role.

Leadership functions[4]

From the above and from experiences in MfDR six different functions emerge:

- Generating solid commitment to enhance the ability of government agencies to manage for results;
- Building broad support for national plans that include results and articulate outcome and targets;
- Demonstrating by deed as well as by declaration that evidence about results informs policy and budget priorities and is used for learning to improve performance;
- Mobilizing the human and financial resources needed to get the job done;
- Motivating and empowering people to work together to achieve key results;
- Creating an organisational culture in which having information about performance and results is a priority and performance information is reported candidly and used for improvement, not punishment.

Developing Effective Leaders - Issues for further discussion

Although compelling examples demonstrating strong leadership at individual, institutional, and country levels (see above), key questions remain related to developing effective leaders and those questions deserve appropriate attention:
- What are the conditions for leaders to use MfDR for decision-making and improving accountability?
- What are the incentives and risks to make the political setting receptive to the use of MfDR?
- MfDR as a methodology is an approach that relies on learning from experience and acknowledging results. What approaches can be used to develop this reflective culture given that leaders are also accountable for scarce resources?
- Institutional change is a long road, are there MfDR examples which can assist National Leaders in getting 'quick wins' and so gain commitment to the longer process? What is the importance of laws, policies and regulations related to MfDR to insure the implementation of MfDR?
- What are the best approaches and under which conditions government and

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[4] From 3rd edition of the sourcebook,preface Larry Cooley

civil society, recognizing their different roles and responsibilities, can engage in the MfDR process to identify results, assess their achievements, make decisions for resource allocation and actions taking into account these achievements and publicly communicate this process and its outcomes?

Conclusions

Managing for development results (MfDR) is neither a science nor a theory: it is a management strategy in which data on performance guide implementation and ultimately, determine resource allocations. MfDR means focusing on results at all phases of the development process: it requires clear objectives, evidencebased decision-making, transparency, and continuous improvement. There is no set equation or absolute truth on how to manage for development results, but there is a considerable effort from countries, organizations, and individuals to reform their development practices so that they do achieve outcomes.

This paper recognizes the fact that the implementation of a MfDR approach is a political choice dependent on political decision-makers and leaders. Successful implementation of MfDR, as a political choice with practical consequences implies that capacities of leaders in government, parliament and civil society are crucial. Within this context, strategies that engage civil society more effectively and emphasize the positive relationship required between civil society and government must also be developed.

With regard to leadership it is clear that an understanding of context, culture and history are as important as the skills, competencies, styles and approaches of the leader.

At a country level, leaders have an enormous potential to provide the passion and desire to communicate a future vision and to energise and mobilize the actors and momentum required for sustainable change. MfDR provides a means by which that vision can be meaningful both in terms of outcomes, in the processes required to achieve them and in the tracking and reporting over accomplishments and risks encountered. The wider adoption of results-focused leadership and management do, however, normally expose capacity development needs at these two levels. Therefore there remains a critical need to identify, nurture, unleash and develop leadership in countries and institutions, and for creating links and relationship among those leaders, potential leaders, and ex-leaders.