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Master's Thesis of Public Administration

A Study on Leadership Development Programs for Korean Government Officials

– Focusing on Programs for Middle Managers –

한국 공무원 리더십 개발 프로그램에 관한 연구
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Abstract

A Study on Leadership Development Programs for Korean Government Officials

– Focusing on Programs for Middle Managers –

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In this rapidly changing era, the role of public officials and their expected competencies are also changing. It is necessary for public officials to be able to criticize, communicate, and break down the boundaries between the ministries and converge them creatively.

In order that public officials perform their duties by exercising their capabilities in line with the times and changes, it is no doubt that education and training must be provided. Efforts should be made to design and implement leadership training programs based on the core competencies for their tasks, duties, and positions. In addition, it is necessary to analyze various leadership training programs at home and abroad and to support our leadership education and training programs for public officials.

The aim of this study is to make suggestions for improving the leadership development program for middle managers in the Korean government. To do so, this study examined renowned training programs run by the federal government, a leadership specialized educational institute and a

university in the United States. Through the case reviews, this study found out the following.

1) There are commonly focused competencies in the leadership development programs specifically for middle managers: Self-awareness, communication skills, and influencing were focused as required competencies for middle managers who are mediators and managers leading managers in the organization.

2) There are common characteristics in the training design and implementation in the leadership development programs specifically for middle managers. The renowned programs commonly conduct needs analysis, focus on self-awareness, provide systematic and integrated curriculum, and use 360-degree assessment and customized individual coaching in addition to group coaching and peer coaching.

Considering those findings, this study recommended that the Korean program separate the leadership module from the other core modules in the current program and create a new leadership-specified program focusing on leadership development. This study also suggested that NHI should identify the needs of participant and organization prior to the program, focus on self-awareness, provide 360-degree assessment and pre-assignment, organize the flow of curriculum from the pre-assessment, self-awareness, feedback and coaching, action plan and to follow-up, and finally consider a blended learning format to raise accessibility and effectiveness of the program.

Keyword: public leadership, leadership development, leadership training, public official training, middle managers

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Chapter 1. Introduction

1.1 Research Background and Purpose

Since the advent to the Fourth Industrial Revolution at the Davos in Switzerland in January 2016, the world has focused on this revolution with great intensity. Following the Third Industrial Revolution led by computer and IT technology, the boundaries of various disciplines such as physics technology and biology technology have been broken down mainly by digital technologies such as robotics, artificial intelligence, internet, and FinTech. These disciplines have all converged together.

The advent of this Fourth Industrial Revolution is rapidly changing the terrain of the industry. The development of information and communication technology in our society will bring fundamental structural change from our everyday life to industry, economy, and the social areas (Kim, 2016). In particular, with the rapid progress of the fourth industrial revolution amid social and political instability, the world is expected to further amplify uncertainty, and leadership with communication and responsibility is needed to resolve it (HRI, 2017).

In this rapidly changing era, the role of public officials and their expected competencies are also changing. In the past, it did matter how much more information public officials could process in a short time. However, it is necessary to be able to criticize, communicate, and break down the boundaries between the ministries and converge them creatively at this time.

In order to make sure that public officials can perform their duties by exercising their capabilities in line with the times and changes, they must

improve their competencies. Efforts should be made to design and implement leadership training programs based on the core competencies for their tasks, duties, and positions. In addition, it is necessary to analyze various leadership training programs at home and abroad and to support the implications to our leadership education and training programs for public officials (Lim & So, 2019).

However, relatively little research has been carried out on the leadership training for public officials as well as for public leadership at home and abroad. There are many private–sector leadership studies that approach leadership research from a traditional managerial point of view, but very few have focused on public–sector leadership. Most of them rely heavily on existing private–sector leadership research achievements. It is true that there is much to learn from the various and vast private leadership studies conducted by numerous scholars. However, given the fundamental differences between private and public sector or the specificity of public service, the clear concept of public leadership that public officials should have and the need for effective public leadership training are imperative.

Also, studies of public leadership or leadership training are mostly studies of high–ranking government officials, Senior Civil Service, and few of them have been conducted on the middle managers, who are at the level of division director. Transforming and transactional leadership, discussed since the late 1990s, was mainly studied for CEOs or top managers of institutions. Critics have said that it was limited in applying the studies for CEOs directly to middle managers who are in charge of practical affairs (Yun, 2007). In addition, in an era where the importance of middle managers in the

organization is growing, research on leadership development training to strengthen the capacity of middle managers is meaningful.

The aim of this study is to find out solutions to improve the leadership development program for middle managers in the Korean government. To do so, this study examines the renowned middle manager leadership programs operated by U.S. Government, and U. S. Center for Creative Leadership, and Harvard Business School. Then finally, this study suggests how the Korean government can improve the existing middle managers' leadership development program.

1.2 Research Scope and Method

Public sector leadership has a lot in common with that of the private sector, but on the other hand, it has different characteristics. Therefore, in this study, the case is limited to the leadership programs for government officials and the programs that are commonly provided for both public-private sector employees. In other words, this study exempts a program prepared by a specific private company for its own employees. In exploring the questions of public leadership training, this paper is also limited to consideration of the middle managers whose leadership is critical, but there has been little interest in it.

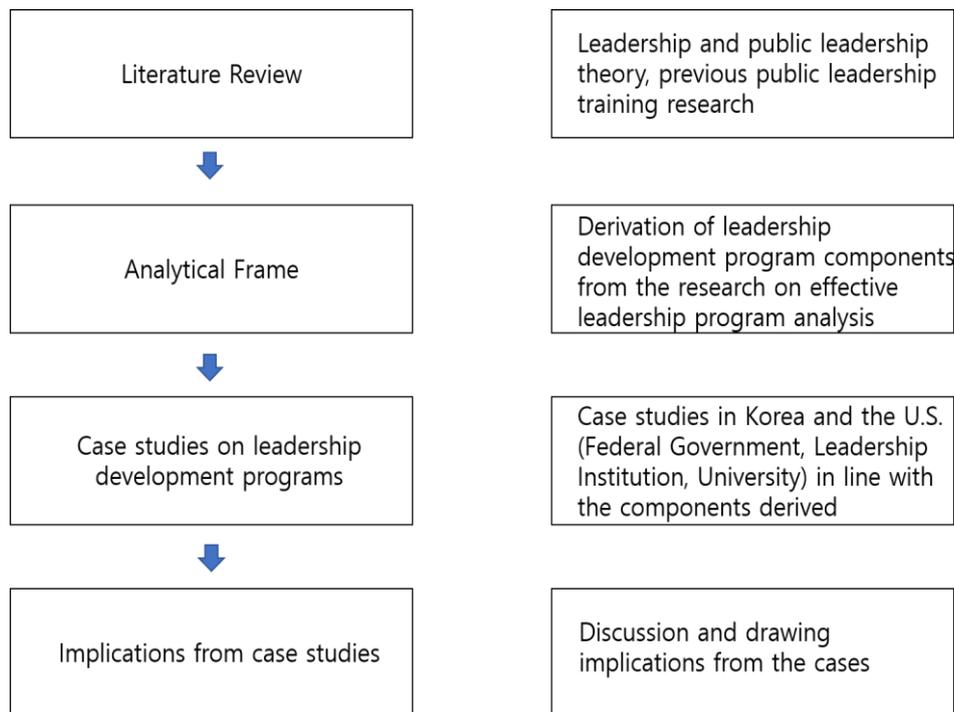
To this end, I first explore the theories of leadership and public leadership, and the previous studies of public leadership training. Next, utilizing the training program components in the study on the characteristics of effective training programs, I form the analytical framework to examine sub-components involved in leadership training programs design and implementation to be applied to this study.

Next, I examine the training programs of globally renowned mid-manager leadership curricula run by the federal government, a leadership specialized educational institution, and a university in the United States.

After that, I review leadership training programs for the middle manager level, or division manager, operated by the National HRD Institute (NHI) of the Ministry of Personnel Management, which is in charge of Human Resources Development of the Korean government officials.

Finally, I draw implications from the case studies and make suggestions that can be applied to the Korean official leadership development programs for improvements.

Figure 1: Process of Study



Chapter 2. Literature Review

2.1 Leadership

2.1.1 Definition of Leadership

The definition of leadership varies among scholars who study it. Stogdill (1974) concluded that there are almost as “many different definitions of leadership as there are persons who have attempted to define the concept” after he reviewed more than 3,000 studies about leadership.

The definition of leadership varies because the nature of leadership exists in various dynamics, including the personal characteristics of the leader, the relationship between the leader and his followers, and the influence of the leader. In response, Yukl and Fleet (1992) argued that leadership has been defined in various ways in terms of personal traits, leader’s behavior, interaction patterns, follower perceptions, influence over followers.

While there are various definitions of leadership defined by many scholars, some leadership definitions and theories are generally accepted. What stands out among them is the use of some common words: process, influence, group, goal, and follower (or others). It can also be seen that leadership is exercised not by coercion or authority but by autonomy, willingness or understanding. In response, Northouse (2013) identified four components of leadership: 1) leadership is process; 2) leadership involves influence; 3) leadership occurs in a group; 4) leadership involves common goals. The following table shows the definitions of representative scholars among the various leadership definitions.

Table 1: Definition of Leadership by Scholars

Scholar	Definition of Leadership
Stogdill (1950)	Leadership may be considered as the process (act) of influencing the activities of an organized group in its efforts toward goal setting and goal achievement
Hollander (1978)	Leadership is a process of influence between a leader and those who are followers
Katz & Kahn (1978)	Leadership is the influential increment over and above mechanical compliance with the routine directives of the organization
Cribbin (1981)	Leadership is an influence process that enables managers to get their people to do Willingly what must be done, and do well what ought to be done
Rauch & Behling (1984)	Leadership is a process of influencing the activities of an organized group toward goal achievement
Donnelly & Ivancevich (1985)	Leadership is an attempt at influencing the activities of followers through the communication process and toward the attainment of some goal or goals
Drath & Palus (1994)	Leadership is the process of making sense of what people are doing together so that people will understand and be committed
Northhouse (2004)	Leadership is a process whereby an individual influences a group of individuals to achieve a common goal
Yukl (2006)	Leadership is the process of influencing others to understand and agree about what needs to be done and how to do it, and the process of facilitating individual and collective efforts to accomplish shared objectives

2.1.2 Leadership and Management

A constant controversy exists about the difference between leadership and management. Some scholars argue that although management and leadership overlap and are used interchangeably, the two terms do not imply the same and are not synonyms.

Zaleznik (1977) contends that managers and leaders are very different. He asserts that managers work with people in order to solve problems with little emotional involvement. On the other hand, leaders are emotionally involved and try to build ideas rather than to react to others' ideas. While managers only change their behavior, leaders change people's attitudes. Bennis and Nanus' (1985) well-known statement says "Managers are people who do things right and leaders are people who do the right thing."

Kotter (1998) also distinguishes leadership from management. He asserts that effective management plans the organizational goal carefully, recruits, organizes, and closely supervises people in order that the original plan is processed properly. However, successful leadership goes way beyond management of plans. Successful leadership envisions the future, and sets a new direction for the organization. Successful leaders inspire people, support the new mission, and carry it out with enthusiasm. Leadership is valuable in unstable situations and management is effective when there is internal complexity in the organization.

Paul Birch (1999) also finds a distinction between leadership and management. He concluded that managers worried about themselves with tasks, but leaders concerned themselves with people.

Nebeker and Tatum (2002) stated that management involves continual planning, organizing, supervising, and controlling resources to achieve organizational goals. Managers anticipate short-term needs and are constantly seeking to improve above processes. In contrast, the leaders anticipate the organization's global needs and long-term future from a distance.

Kotterman (2006) suggested that management deals with procedures, practices, and complexity; leadership deals with change. In other words,

management is tactical and primarily about coping with the present while leadership is strategic and all about coping with the future.

Table 2. Comparison of Management and Leadership Process in the Workplace

Process	Management	Leadership
Vision Establishment	<ul style="list-style-type: none"> Plans and budgets Develops process steps and sets timelines Displays impersonal attitude about the vision and goals 	<ul style="list-style-type: none"> Sets the direction and develops the vision Develops strategic plans to achieve the vision Displays very passionate attitude about the vision and goals
Human Development and Networking	<ul style="list-style-type: none"> Organizes and staffs Maintains structure Delegates responsibility Delegates authority Implements the vision Establishes policy and procedures to implement vision Limits employee choices 	<ul style="list-style-type: none"> Aligns organization Communicates the vision, mission, and direction Influences creation of coalitions, teams, and partnerships that understand and accept the vision Displays driven, high emotion Increases choices
Vision Execution	<ul style="list-style-type: none"> Controls processes Identifies problems Solves problems Monitors results Takes low-risk approach to problem solving 	<ul style="list-style-type: none"> Motivates and inspires Energizes employees to overcome barriers to change Satisfies basic human needs Takes high-risk approach to problem solving
Vision Outcome	<ul style="list-style-type: none"> Manages vision order and predictability Provides expected results consistently to leadership and other stakeholders 	<ul style="list-style-type: none"> Promotes useful and dramatic changes, such as new products or approaches to improving labor relations

Source: Kotterman (2006)

2.1.3 Leadership Theories

Leadership changes under the influence of the times and social environment. There have been many different types of approaches and theories about leadership since the 19th century until the present.

Traditional Leadership Theories

Traditional leadership theories have focused on recognizing leaders' characteristics, behaviors, and situational factors that affect the behavior of the leader.

Great Man Theory (Pre-1900)

It was an era influenced by notions of rational social change by uniquely talented and insightful individuals (Van Wart, 2003). This theory sees people in power, such as Napoleon and George Washington who deserve to lead because they were born with the leader traits. Since it was the time when people of a lower social status had fewer opportunities to practice and exercise leadership roles (Spector, 2105), the idea that leadership is an inherent ability was generally accepted.

Trait Theory (1900-1948)

It was an era influenced by scientific methodologies in general (especially industrial measurement) and scientific management in particular (Van Wart, 2003). The competent qualities of a leader, such as body, intelligence, responsibility, and education level, namely the personal characteristics of a leader, are believed to be related to effective leadership. Therefore, the theory is that a leader is born in all aspects, including appearance and

personality, and that a person with the characteristics of a leader can become an effective leader.

Contingency Theory (1948–1980s)

While trait theory supporters suggest that certain traits are characteristics of strong leaders, people who possess the traits don't always become leaders. Therefore some have suggested that this may be due to situational variables in which leadership skills only emerge when an opportunity for leadership arises. That is, certain traits can be more effective in some situations and less effective in others.

In other words, the contingency theory is that leaders should exercise the most appropriate leadership according to their situation. This is because results may vary depending on the circumstances in which they are placed, even if they have similar characteristics and qualities. Leadership depends on the nature of the members, the work and culture of the organization.

Contemporary Leadership Theories

Leadership theory has evolved over the past century and has grown through various discussions. As previously mentioned, traditional leadership theories have contributed to revealing the common characteristics of leaders, and above all, it derived a meaningful finding that leadership is not innate but learnable.

Transformational Theory (1978–present)

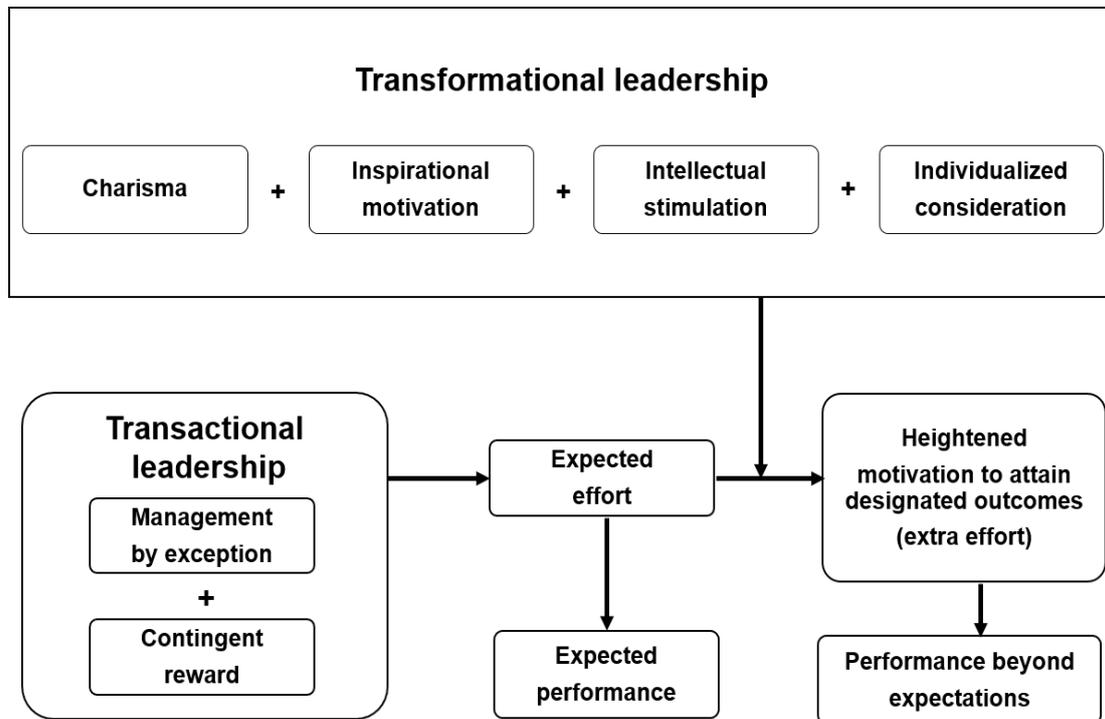
The transformational leadership has been recognized as the most effective leadership since it was introduced in 1978. This theory was presented based

on the criticism that all previous leadership theories were transactional. According to Burns(1978), transformational leadership is a process where “leaders and their followers raise one another to higher levels of morality and motivation.” While leaders used a transactional management style which rewards and punishes certain behaviors in the past, in the transformational leadership theory, leaders understand the unique qualities of a motivational leader. Whereas conventional leadership was transactional leadership, an exchange relationship between subordinates' contribution to the leader's inducement, transformative leadership means leadership that seeks to increase the organization's vitality and performance by fundamentally changing the consciousness and behavior of subordinates. In other words, transformative leadership presents a vision of the future and emphasizes a sense of community mission rather than directives and orders for tasks, thereby inducing self-esteem and a sense of accomplishment.

The transformational leadership theory was expanded during the 1980s by Bernard M. Bass. He developed the four main components of the transformational leadership: idealized influence, inspirational motivation, intellectual stimulation and individualized consideration (Bass 1985). Idealized influence means a leader is a role model to the followers. The leader engages in high standards of ethical behavior, and the followers want to imitate him. Inspirational motivation occurs when a leader communicates his high expectations to followers and takes this time with honesty and integrity, focusing on the value of the self and the follower. This inspirational motivation helps make up a leader's charisma. Intellectual stimulation occurs when a leader encourages followers to identify and solve problems creatively based on critical thinking. The leader challenges followers to aspire to an imaginative

use of their individual skills. Individualized consideration means the degree to which leaders focus on each follower's needs, act as mentors and coaches for each follower. The leaders empower and inspire followers to achieve more.

Figure 2. Augmentation Model of Transactional and Transformational Leadership



Source: Bass & Avolio (1997)

Servant Leadership (1977–Present)

Robert K. Greenleaf coined the term "servant leadership" in his essay published in 1970. He said, "The servant-leader *is* servant first. It begins with the natural feeling that one wants to serve, to serve *first*. Then conscious choice brings one to aspire to lead." For this reason, the servant leadership is often discussed when it comes to the public leadership and is often regarded as essential requirement for public officials.

Servant leadership emphasizes the ethical responsibilities to followers, stakeholders, and society (Van Wart, 2003). Based on human respect, leaders

play a role as helpers who practice devotion and service to their followers. The leaders help the followers demonstrate their potential and skills in the process of performing their duties. Servant leadership shares goals with followers and promotes their growth, while building trust between leaders and followers to ultimately achieve organizational performance.

Ethical Leadership

Ethical Leadership is a “leadership that is directed by respect for ethical beliefs and values and for the dignity and rights of others” (Watts, 2008). The definition of ethical leadership also varies by scholars depending their perspectives.

Brown (2005) defines ethical leadership as “the demonstration of normatively appropriate conduct” through individual actions and relationships with others, and “the promotion of such conduct to followers through two-way communication reinforcement, and decision-making.”

Northouse (2004) sees ethical leadership as listening to the members of the organization and embracing dissent. He also illustrates that ethical leadership is a service to help others pursue their legitimate interests or goals, and justice to treat their followers equally.

Ethical leadership has been defined as “the demonstration of normatively appropriate conduct through personal actions and interpersonal relationships, and the promotion of such conduct to followers through two-way communication, reinforcement, and decision-making.” (Brown et al., 2005)

2.2 Leadership Development

2.2.1 Attributes of the Ideal Leaders

The question of what competencies can develop leadership is closely related to the definition of leadership and ideal leadership style which are universally accepted today. If we identify the attributes of ideal leaders –what people perceive as an outstanding leader or how an exceptional leader behaves–, we can develop leadership by training those attributes of the leaders. To do so, we can refer to the definition of leadership and leadership theories which are commonly perceived to be effective today.

First of all, as previously mentioned, leadership can be defined as a process where an individual influences a group of individuals to achieve a common goal (Northouse, 2014). Influence is a primary factor in effective leadership (Covey, 1990; Malphurs, 1996; Maxwell, 1998; Yukl, 1998; Russell 2002). Its importance cannot be overemphasized in leadership like what Maxwell(1998) said; “The true measure of leadership is influence – nothing more, nothing less.”

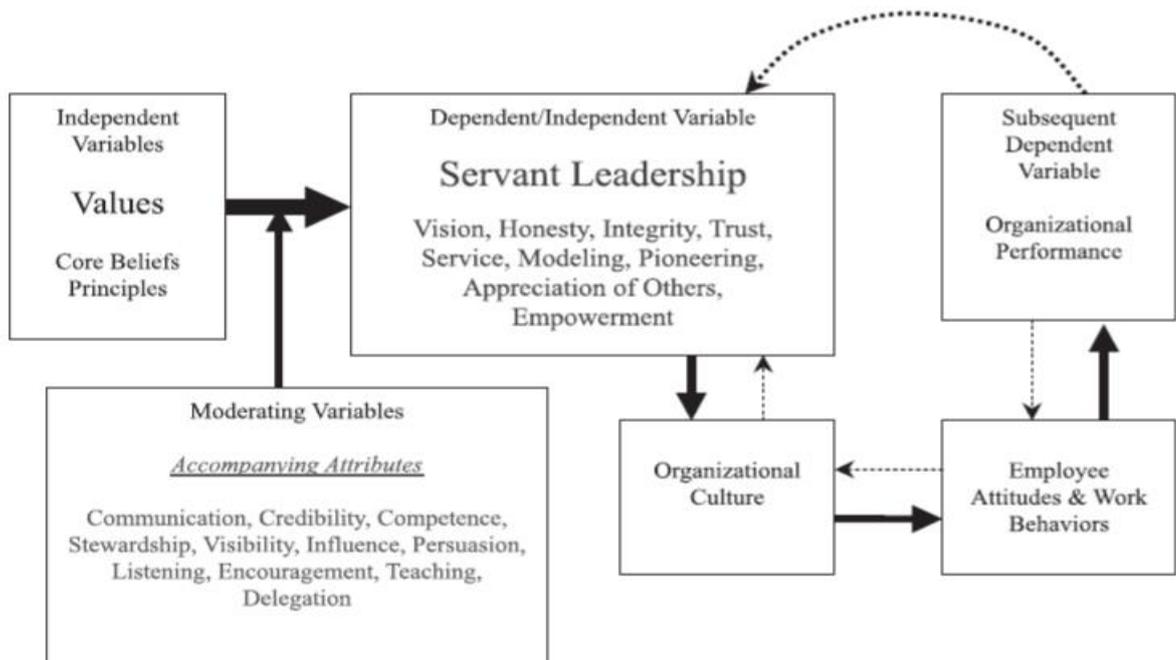
Next is to examine the attributes of ideal leaders under the contemporary leadership theories. Different types of leaders make different outcomes. There is much research evidence that transformational/charismatic leadership is more effective and closer to perceptions of ideal leadership than transactional leadership (Bass & Avolio, 1989).

Den Hartog and his colleagues studied on culturally endorsed implicit theories of leadership. They focus on leader behaviors and attributes that are effective or ineffective across cultures, in particular where they are related to charismatic/transformational leadership. They found out that attributes associated with charismatic transformational leadership are cross–culturally

seen as contributing to exceptional leadership. They identify 22 universally positively perceived leader attributes as shown in the Table 3.

Russell & Stone (2002) states that various writers support servant leadership as a valid, modern theory for organizational leadership but unfortunately most of the servant leadership literature is not scientific but philosophical. They reviewed various servant leadership literature and found out characteristics or attributes that should exist among distinctive leaders. With Larry Spears(1998)’s ten major attributes of servant leadership which incorporated writings of Robert Greenleaf who coined the term servant leadership. Russell and Stone added more attributes from various types of resources on servant leaderships. They finally made a servant leadership model as below.

Figure 3. Servant Leadership Model



Source: Russell & Stone (2002)

They classify servant leadership attributes as functional attributes and accompanying attributes. The value of leaders incarnates through the functional attributes of servant leaders. Consequently, the functional attributes are subsets of the dependent variable which determine the form and effectiveness of servant leadership. The accompanying attributes influence on the translation of values into functional attributes. Therefore, the accompanying attributes are moderating variables and they affect the level and intensity of the functional attributes. Ultimately, as an independent variable, the servant leadership affects the organizational performance. Additionally, organizational culture and employee attitudes may impact the effectiveness of servant and organizational performance.

Similar with the Den Hartog and his colleagues' research, Resick and his colleagues researched what it means to be an ethical leader by reviewing the western-based leadership and ethics literatures. Data from the Global Leadership and Organizational Effectiveness (GLOBE) project was then used to analyze the degree to which four aspects of ethical leadership – Character/Integrity, Altruism, Collective Motivation, and Encouragement – were endorsed as important for effective leadership across cultures.

The Table 3 summarizes the attributes of the leaders according to the leadership theories.

Table 3. Attributes of Ideal Leaders

Leadership Theory	Attributes of the Leaders		Researchers
Transformational Leadership	<ul style="list-style-type: none"> • Positive • Trustworthy • Administratively Skilled • Just • Win-win Problem Solver • Encouraging • Intelligent • Decisive • Informed • Effective Bargainer • Foresight 	<ul style="list-style-type: none"> • Plans ahead • Motive Arouser • Communicative • Excellence Orientated • Confidence Builder • Honest • Dynamic • Coordinator • Team Builder • Motivational • Dependable 	Den Hartog et. al.(1999)
Servant Leadership	<p>[Functional attributes]</p> <ul style="list-style-type: none"> • Vision • Honesty • Integrity • Trust • Service • Modeling • Pioneering • Appreciation of others • Empowerment 	<p>[Accompanying attributes]</p> <ul style="list-style-type: none"> • Communication • Accompanying attributes • Credibility • Competence • Stewardship • Visibility • Influence • Persuasion • Listening • Encouragement • Teaching • Delegation 	Russell & Stone (2002)
Ethical Leadership	<ul style="list-style-type: none"> • Character/Integrity • Ethical Awareness • Community/people-orientation 	<ul style="list-style-type: none"> • Motivating • Encouraging and Empowerment • Managing Ethical Accountability 	Resick, Hanges & Dickson (2006)

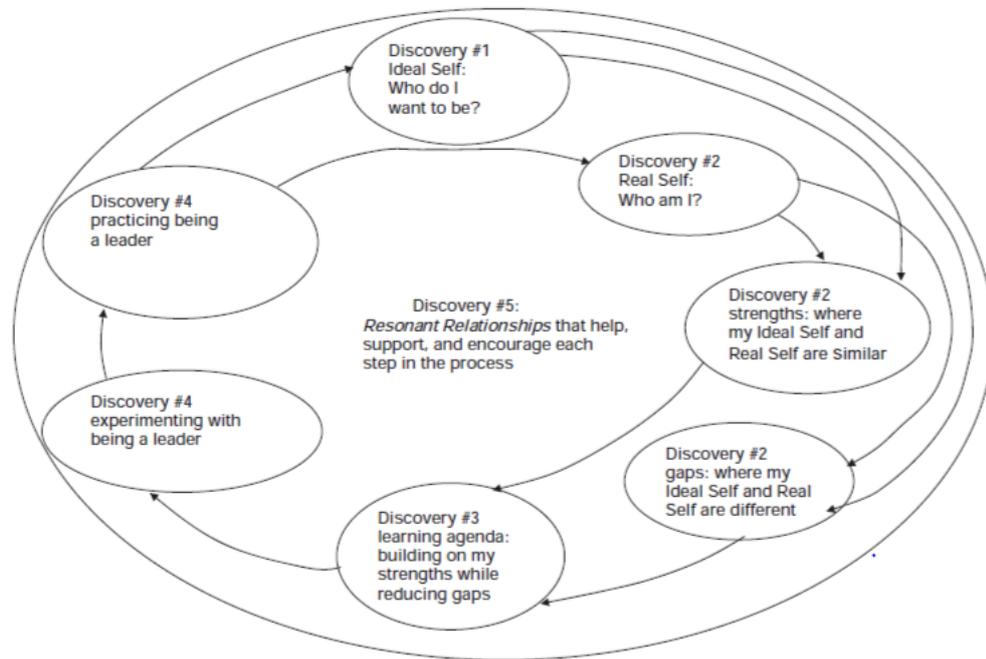
2.2.2 Intentional Change Theory

According to Boyatzis(2001), sustained, desired change represents a metamorphosis in actions, habits, or competencies related with leadership effectiveness. If someone wants to change the way thinks, feels, or acts in a specified way, or wishes to maintain a current relationship, state, or habits, it requires intentional effort.

Intentional change theory (ICT) is a framework that one can use to create a change plan that is tailored to them – with their own unique strengths, weaknesses, learning styles, dreams, and support networks. It explains sustainable leadership development concerning the essential components of behavior, thoughts, feelings, and perceptions impacting on leadership effectiveness.

It is crucial to note that an intentional change process must start with a person who wants to change. This desire may not be in their consciousness or even within the scope of their self–awareness (Boyatzis et al., 2002). Boyatzis explains that leadership development involves five emergences of nonlinear and of discontinuous experiences in a iterative cycle; (1) the ideal self; (2) the real self; (3) a learning agenda; (4) practice; and (5) trusting relationships that facilitate openness to the moments of emergence, as shown in Figure 4.

Figure 4. Intentional Change Theory



Source: Boyatzis (2008)

First, the starting point in leadership development is to define the ideal self. There is often a gap between who the person is and who the person wants to be. To do so, it needs an awareness of his/her strengths and image.

Second emergence is to discover the real self. Awareness of the current self is not easy to attain. It is challenging to see their strength and weaknesses clearly from other's perspectives. The feedback about the real self can be achieved by using multiple sources (Taylor, 2006) such as 360-degree feedback, insight and psychological tests.

The third step is the articulation of a way to get to the desired self. Now that the person has discovered who he/she is and who they want to be, they can develop a learning agenda or a personal development plan to align reality with the vision. To try new behavior, a person often needs a kind of

permission. The permission typically comes from interaction with their reliable others such as consultants, professional coaches, or faculty members who are required to spend much time with their clients.

The next emergent awareness in leadership development is experimenting and practicing behavior characteristics of effective leaders. Lastly, the final emergence is to get support. Through others' feedback and support, a person develops a sensitivity to signals for going back to the old habits.

2.2.3. Isomorphism

With respect to leadership development training, we can think of similarities in the global environment. We can assume that the operational methods and contents of leadership development training will be quite homogeneous over the world due to the tendency to be similar with others. That provides a theoretical base for why reviewing best practices of leadership development training programs and drawing implications from them are reasonable in this study.

Institutional similarity, or institutional isomorphism is the appearance of a common structure and approach among organizations in the same field. It is the process that causes one unit to resemble other units that encounter the same or similar environmental conditions (Daft, 2018). Originally, isomorphism focused on explaining the phenomenon of similar appearance to an organization (DiMaggio & Powell, 1983). However, Isomorphism can also be applied to much of the similarity between countries in relation to leadership development training. There are three core mechanisms for institutional adaptation: coercive, mimetic, and normative forces. First, coercive

isomorphism is an external pressure imposed on some organizations to adopt organizational structures, management techniques, and management methods similar to others. This usually occurs when legally requested by the government and regulators. Second is a mimetic isomorphism. It is the pressures to copy other organizations when the environment is uncertain, or the goals are ambiguous. (DiMaggio & Powell, 1983) The most obvious official copying is probably the benchmarking. Benchmarking is to identify the practices considered to be the most outstanding and duplicate the techniques to improve the management process and achieve outstanding performance. (Daft, 2018). For example, the United States has conducted the most active research on leadership and had world-class universities and has been running leadership development programs for public officials for a long time. It can be assumed that Korea and other countries tend to imitate American leadership development programs. Third is normative isomorphism. Normative forces are pressures to achieve standards of professionalism and to adopt techniques that are considered by the professional community to be up to date and effective. As in the previous example, U.S. leadership education and training, which are considered a successful model, are likely to be adopted by other countries, and if it spreads through an international network of experts, more countries will accept it as appropriate and eventually have a similar appearance.

2.3 Public Leadership

2.3.1 Public Leadership Features

Various leadership studies are conducted in the public sector using general leadership concepts developed in the private sector. Hartley (2018) defined

public leadership as mobilizing individuals, organizations and networks to formulate or enact purposes, values and actions to create valuable outcomes for the public. According to Brookes and Grint (2010), public leadership is “a form of collective leadership in which public bodies and agencies collaborate in achieving a shared vision aims and values.”

Van Wart (2013a) concentrates on ‘administrative’ leadership, which encompasses “the people (at all levels) and the accompanying processes and networks that lead, manage, and guide government and non–profit agencies.” He also suggested five possible definitions of administrative leadership in his article (Van Wart, 2013a).

- 1. Administrative leadership is the process of providing the results required by authorized processes in an efficient, effective, and legal manner.*
- 2. Administrative leadership is the process of developing/supporting followers who provide the results.*
- 3. Administrative leadership is the process of aligning the organization with its environment, especially the necessary macro–level changes necessary, and realigning the culture as appropriate.*
- 4. The key element to administrative leadership is its service focus.*
- 5. Leadership is a composite of providing technical performance, internal direction to followers, external organizational directions—all with a public service orientation.*

Public leadership shares much with general leadership, but there is certainly a difference between the two. The most striking difference between leadership and public leadership is due to the nature of the two organizations. Private and public organizations are distinguished by the characteristics of

public nature, and the leadership required for each area is also different. In a private organization, leadership motivates individuals to eventually achieve their goals, and the goal of an organization is mainly profit-seeking that maximizes efficiency. However, public service leadership pursues efficiency in order to achieve the organization's goals, but it values public interest over efficiency based on laws and principles, values ethics and accountability (NHI, 2019).

In this context, some scholars give attention to publicness in public leadership. Getha Taylor et al. (2011) called upon public administration scholars to give more attention to public leadership, defined as “leadership for the common good, for the purpose of creating public value.” They argue that “public leadership ought to be considered distinct from general leadership studies” because public managers cope with different legal, fiscal, political, ethical and value-based constraints and requirements than the leaders in private sector do.

Some leadership scholars have insisted that leadership is an ethical process that leaders and followers interact in reciprocally beneficial ways (Follett 1924; Rost 1991; Crosby & Bryson 2017). Furthermore, other scholars have argued that authentic leaders help followers think more about a citizen’s well-being and the planet (Burns 1978).

Under the rapidly changing administrative environment, public leadership should aim for public and public value as well as performance. It should reflect the various values people need while properly coping with environmental changes. It also should not be limited to any particular leadership style.

Van Wart (2013b) illustrates the challenges for administrative leadership in the public sector. In his view, leadership is challenged according to five leadership focuses as shown in the Table 3.

Most leadership research today believes that leadership is created. In other words, a significant portion of leadership is learned and can be considerably enhanced by experience, education, mentoring and training (Van Wart, 2003). Therefore, if leadership is to be learned, more experiences, education and training should be available to more people, more often and widely.

Table 4: Contemporary Challenges for Public Leadership

Leadership Focus	Some of the Contemporary Challenges
Leading for results	<ul style="list-style-type: none"> • Long-term fiscal stress, need for tough choices • Globalization and the penetration of higher levels of competition and market values
Leading followers	<ul style="list-style-type: none"> • Increased cynicism of employees • Reduced resources to compensate (e.g., reduced benefits packages)
Leading organizations	<ul style="list-style-type: none"> • Technological revolution and the need for virtual management and leadership skills • Redesigning organizations and systems to fit dramatically different public demands
Leading systems	<ul style="list-style-type: none"> • Challenges of team-based organizational structures • Unraveling social consensus
Leading with values	<ul style="list-style-type: none"> • Lack of trust in political and administrative systems • Confusion about which paradigm to follow (e.g., hierarchical, market-based, or collaborative)

Source: Van Wart (2013b)

2.3.2 Public Leadership and Middle Managers

This study examines leadership development training programs for the middle managers. The reason why this study targets middle managers instead of top management is attributed to the importance of middle managers. Contemporary theory argues that organization performance is heavily influenced by the middle of the organization, and that middle managers are major strategic actors (Currie and Procter 2005). The middle managers play a bridging role in the communication between top management and lower level managers, and this role has considerable influence in the organizational performance and goal achievement.

The Office of Personnel Management (OPM) of the United States suggests that the middle managers should develop leadership competencies to get their jobs done successfully. For example, OPM introduces what kind of competencies are required for today's middle managers in the government. First, since middle managers get the top and the bottom of an organization to work together, they should effectively manage people and processes up and down the organization. Second, the middle managers should collaborate across the organization. They ought to think and act across organizational functions and silos and help others to do the same. Third, middle managers should master greater complexity. They should handle uncertainty, solve multi-dimensional problems and deal with interconnected systems. Managers have a great amount of responsibilities for government productivity and performance. In other words, their leadership is integral to the agency's success. As mentioned above, middle managers play a very important role in the organization and many more complex and difficult roles are increasingly required for their positions. Therefore, it is natural to educate and support

them to improve their capabilities so that they can achieve the organization's goals effectively and successfully.

There is a Korean domestic study on the mid-level managers' leadership in the public sector. Shim & Yoo (2012) said that most public institutions manage the organization's vision, strategy, and core performance indicators by distributing them to teams, and establish and operate a competition-oriented performance and compensation system at the team level. They do this to achieve organizational performance by gathering team-based performance. In this process, the team leader exercises practical leadership rather than following the instructions of top management.

2.4 Previous Research

Even though there has been enormous progress in the public leadership field for the last decade, it is not sufficient (Van Wart, 2013a). Consequently, research on leadership training is also insufficient.

Seidle, Fernandez & Perry (2016), from 2007 to 2011, conducted a public sector leadership training program for 112 Pentagon branch, division, or project managers consisting of a combination of multi-source feedback, classroom training, coaching and experience. After the training, they compared the results of the five-year performance evaluation of the group of 112 training participants with the other group of 179 managers who did not participate. They concluded that the leadership training participants' performance was better than those who had no leadership training.

Jin (2006) researched how a U. S. senior executive program has succeeded. The study identifies six factors for the success of the program such as the competitive selection process for participants, encouragement of

networking and mutual learning, and program evaluation by Return on Investment. Then the study examines the tentative Korean program for the senior civil service to see whether it has those factors or not. Finally, the study suggests how those factors can be applied to the Korean program.

More recent research has taken place in Korea. The Korea Institute of Public Administration analyzed Korean public service leadership training programs for the public officials. It provides suggestions to improve the public service leadership training; training operating system, implementing training programs and R&D systems run by government officials' educational institutions. The research insists that training institutes should strengthen the status of public service leadership training itself and its role as the HRD organizing ministry. In terms of implementation, it suggests that the training institutes should expand and diversify leadership training programs which provide participatory education that enhances communication capabilities. It also urges the training institutes to improve the R&D system by promoting educational governance, emphasizing the expansion of R&D personnel and cooperation with other R&D organizations outside the government. Finally, it proposes that the government revise statutes and provisions related to leadership to clearly provide a basis for the education and training of public officials.

So far, most of the organizational studies in the public sector in Korea have focused on the heads or senior officials of institutions, and there has been little research on middle managers' leadership development. The leadership of the top management is a very important factor considering organizational performance and goals, scope and authority of leadership, difficulty and accountability of the position. However, the head of the agency

tends to be replaced frequently and the leader's style changes unpredictably. Sometimes these changes confuse the members of the organization. On the other hand, middle managers have communicated and interacted with members of the organization, so their roles are considered more important.

In reference to leadership of the middle managers, Yun (2007) studied middle managers in the public sector to establish an evaluation model of new leadership. The new leadership was designed based on issue leadership and strategic leadership theory, which are now drawing interest. Concerning leadership issues of middle managers among Korean public officials, the study analyzes one the problems of the leadership of middle managers as a lack of capability–strengthening programs. Therefore, it is important to examine the leadership development programs for middle managers in the government at this time.

Chapter 3. Methodology

To begin, in this study, leadership development programs mean those that have been systematically designed to enhance a leader's knowledge, skills, abilities, and other components (Day, 2000) and conducted by professional training and education institutions.

3.1 Research Questions

Three questions guided this research.

Q1. What are the commonly focused competencies in these globally renowned leadership development programs specifically for middle managers?

Q2. What are the common characteristics in the program design and implementation for these leadership development programs specifically for middle managers?

Q3. What are the implications for the existing leadership development program for Korean government middle managers from the global leadership development programs?

3.2 Research Design

This study employed a qualitative multiple case study. Four institutions that provide leadership development programs were selected to serve as a case study. The four institutions are National HRD Institute of the Ministry of

Personnel Management (Korea), Center for Leadership Development of the Office of Personnel Management (US), Center for Creative Leadership (US), and Harvard Business School (US).

Multiple case studies identify similar phenomena occurring in comparable and contrasting cases, so they can strengthen and support the validity, precision, and stability of the findings (Miles & Huberman, 1994). The inclusion of the multiple cases is also a way to reinforce the internal validity and generalizability of the study (Merriam, 2002).

Four institutions included in this study were chosen from institutes that were offering leadership development programs for mid-level managers. Since the ultimate purpose of this study is to draw implications for improving the current Korean program by analyzing cases and comparing them with Korean programs, the NHI of Korea has been selected. The other three institutes were selected based on the following criteria which are based on Tilstra (2012) and adjusted to meet this study's goals.

1. The institution provides a variety of leadership programs for multi levels of an organization.
2. The institution is one of the organizations from government, globally distinguished leadership specialized institutions, or academics.
3. The client base is from higher education; corporate, nonprofit organization, and government agencies.
4. The faculty is degreed, published, and involved in research related to leadership development.
5. One of the institutions includes leadership from business perspectives.

3.3 Data Collection

The data were collected from a review of documents such as research articles, postings on the websites, online video presentations of alumni and faculty, two phone interviews with an NHI program coordinator, and an internet inquiry with a CCL program advisor.

3.4 Analytical Framework

The study looks at three leadership development programs in the U.S. to get implications for improving a Korean program. To this end, each case of leadership development training programs should be studied according to common, unified, reasonable and relevant standards.

In order to do so, this study will use an analytical framework with items from Lacerenza, Reyes, Marlow and other researchers on the Leadership Training Program.

Theories for Analytical Framework: From Lacerenza et al. (2017)

Lacerenza and his colleagues studied training transfer in leadership training. They insisted that their study drew on “the sciences of learning and training to aid in the explanation of leadership training effectiveness.”

They divided the training program into three categories: training design, delivery and implication, and exploratory moderators. First, the training design was divided into needs analysis, training attendance policy, spacing effect, trainees' level of leadership, and training instructor. A needs Analysis is the process of identifying the organization's training needs and seeking to determine whether the organization's needs or problems can be met or solved by the training (Arthur et al., 2003). Training attendance policy

means whether the training program is voluntary or mandatory. Spacing effect occurs when there is space between training sessions in one program. Trainees' level of leadership determines at which level of hierarchy in the organization the participant is. Training instructor means whether the training program is facilitated by internal/external trainers or self-administered.

Secondly, Training Delivery and Implementation was divided into delivery method, feedback, source of feedback, training location, and training setting. Delivery method is categorized into three sub-categories according to their purpose: information-based, demonstration-based, and practice-based. Feedback means whether the program provides a participant with what others think his/her performance and how he/she should make it better. Source of feedback means whether the training uses single-source feedback or 360-degree feedback. Training location means whether the training takes place on-site or off-site. Off-site means a facility instead of the trainee's organization.

Finally, the exploratory moderators were composed of training content, training evaluator affiliation, training duration, and publication date. Training content determines which knowledge, skills, and abilities should be included. Training evaluator affiliation means who evaluates the training. They can be academic primary study authors only, practitioner authors only, or a mix of both. Publication date means whether the training program evolves over the years due to technology development and organizational environment change.

Some of the variables, or sub-components, the researchers used in the study were based on the theories as follows.

Spacing effect: Cognitive Load Theory

Cognitive load theory (CLT) is a theory that aims to understand how the cognitive load produced by learning things can affect students' ability to process new information and to transform it as long-term memories. Cognitive load theory was first prepared in 1988 by John Sweller. He believed that factors that make learning more complex, or distract us from information we want to focus, increase his/her cognitive load as they process it. As a result of higher cognitive load, a stimulus is more difficult to pay attention to, rehearse and remember, making learning less effective (Sweller, 1988).

CLT emphasizes the need for training programs that are designed to reduce superfluous cognitive load, while increasing the learner's ability to process salient information and still presenting all of the relevant information. To do so, training sessions can be temporally spaced. For example, information may be remembered at an increased rate if the stimulus presentation sessions are temporally spaced rather than presented at once.

Delivery method: Constructive learning theory

Training delivery method can be divided into three broad categories based on their purpose: information-based, demonstration-based, and practice-based. Of these methods, practiced-based training methods are considered to be the most crucial to training outcomes because they make participants fully conceptualize the material and exercise it in a real environment (Lacerenza et al, 2017).

This is supported by Piaget's constructivist learning theory (1952). This theory contends that people generate knowledge and form meaning based upon their experiences. Therefore, if trainees learn by practice, the effectiveness of the training would turn out to be better.

Feedback: Feedback theory

According to Sadler (1989), feedback is defined as information provided to a learner in an educational context to decrease the gap between actual performance and intended goal. Feedback functions to help learners adjust their thoughts and behaviors to produce better learning outcomes. In addition, feedback helps learners improve “knowledge and skill acquisition,” as well as motivate learning (Shute, 2008). Trainees who receive feedback learn things at a quicker rate because they alter their learning and behavior after they determine problem areas, leading to increased transfer (Ford et al., 1998). In Lacerenza’s study, Lacerenza focused on the feedback that occurs in the middle of training instead of after the program finishes. However, this study examines feedback both during and after the training.

Based on the above factors, the program analysis elements in this study are organized as shown in the following table. Shaded sub-components are newly added on for this study. *Attendance policy* from Lacerenza’s study is excluded because it is not easy to know exactly whether trainees’ participation in the leadership program is voluntary or mandatory.

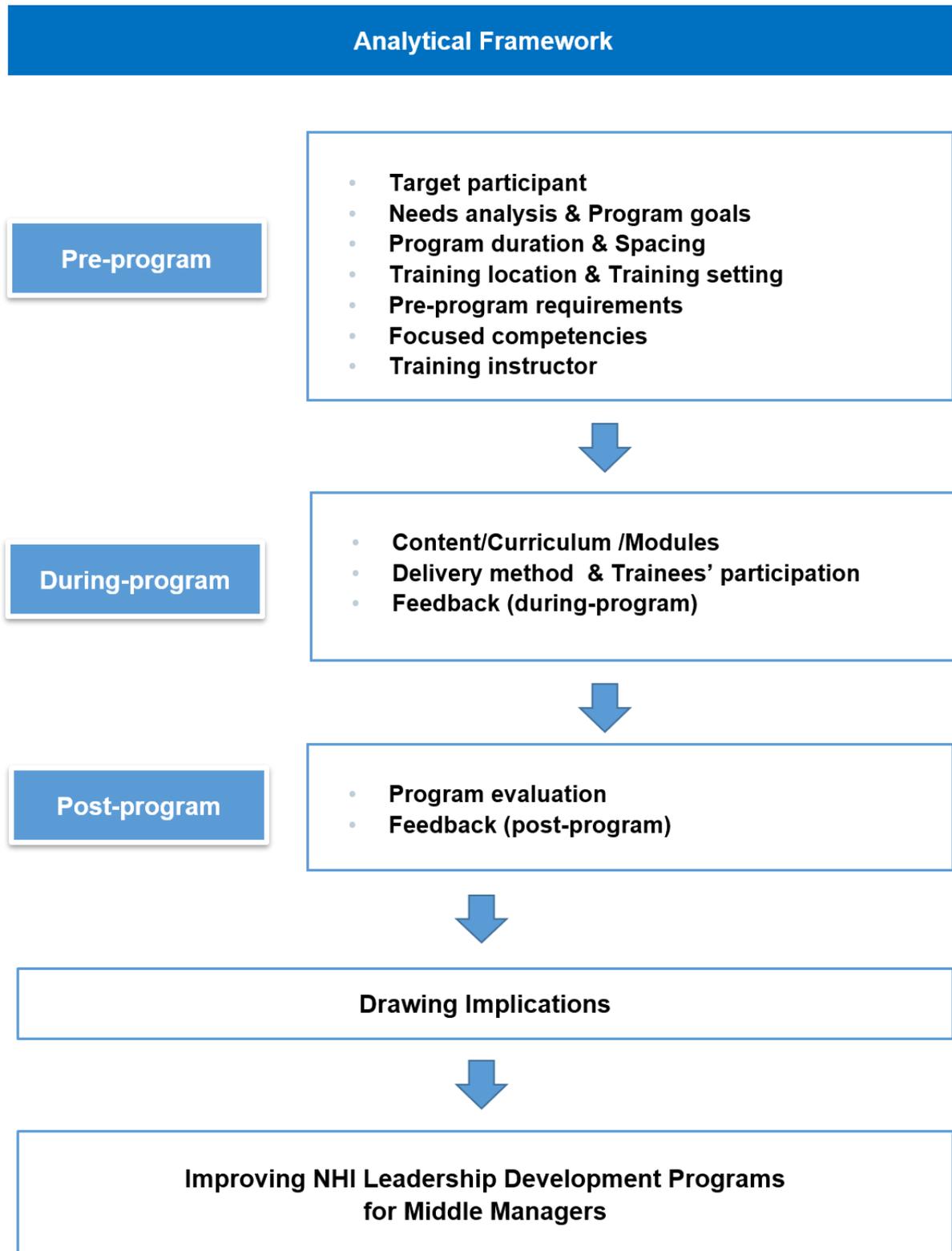
Table 5: Sub-components of Leadership Development Training Program

Components	Sub-components	
	Lacerenza, et al. (2017)	This study (2020)
Training Design Characteristics	Needs analysis	<ul style="list-style-type: none"> Needs analysis & Program goals Pre-program requirements
	Training attendance policy	<ul style="list-style-type: none"> Not included
	Spacing effect	<ul style="list-style-type: none"> Program duration/spacing
	Trainee's level of leadership	<ul style="list-style-type: none"> Target participant
	Training instructor	<ul style="list-style-type: none"> Training instructor
Training Delivery and Implementation Characteristics	Delivery method	<ul style="list-style-type: none"> Delivery method/Trainees' Participation
	Feedback(during program)	<ul style="list-style-type: none"> Feedback(during-program)
	Source of feedback	<ul style="list-style-type: none"> Feedback(during-program)
	Training location	<ul style="list-style-type: none"> Training location
	Training setting	<ul style="list-style-type: none"> Training setting
Exploratory Moderators	Training content	<ul style="list-style-type: none"> Contents/Module/Focused competencies
	Training evaluator affiliation	<ul style="list-style-type: none"> Replaced by Program evaluation
	Training duration	<ul style="list-style-type: none"> Program duration/spacing
	Publication date	<ul style="list-style-type: none"> Replaced by Feedback(post-program)

Source: Adapted from Lacerenza, Reyes, Marlow, and Joseph (2017)

In this study, the analytical frame is based on the work of Lacerenza et al. (2017). This model has been modified so that leadership development training program analysis include three stages: pre-program, during-program, and post-program. Each stage includes most of the subcomponents from Lacerenza et al. (2017), but I expanded the frame by adding 'pre-program requirements', 'trainees' participation' and 'feedback (post-program).'

Figure 5: Analytical Framework



Chapter 4. Leadership Development Programs in the U.S.

4.1 Center for Leadership Development

Overview of Center for Leadership Development (CLD)

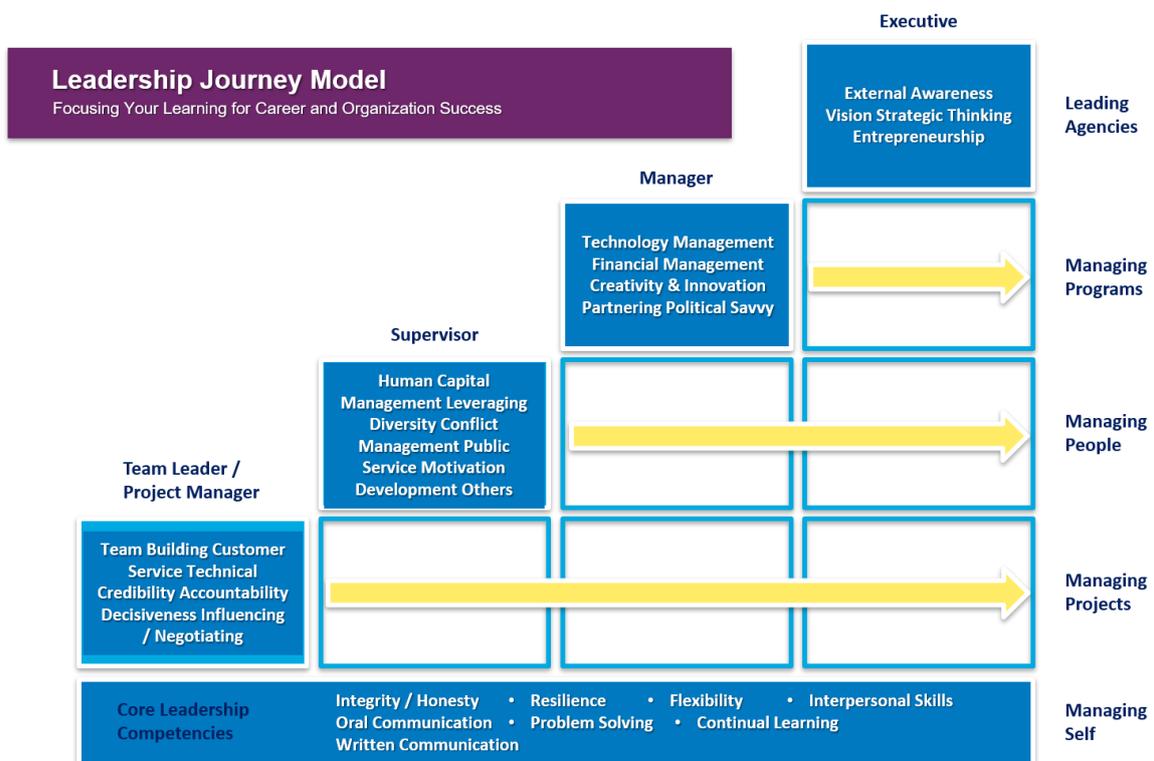
The Center for Leadership Development (CLD) under the Office of Personnel Management is an education organization which has been dedicated to developing great leaders for the federal government for over 50 years. It provides leadership programs from first line supervisors to the Senior Executive Service. It also provides a customized program to address the client agencies' challenges.

CLD offers leadership programs based on the Executive Core Qualifications (ECQs) for every stage of career in the federal government. These five ECQs are identified by OPM and they define the competencies required to build a federal corporate culture. They have the following titles: lead change, lead people, result driven, business acumen, and building coalitions within and outside the organization. CLD offers government-to-government educational courses, certificate programs, tailored solutions and technology systems by USALearning. CLD also provides e-Learning in classroom settings, and residential courses at the Federal Executive Institute (FEI) in Charlottesville, VA, the Eastern Management Development Center (EMDC) in Washington, DC and the Western Management Development Center (WMDC) in Denver, or federal agencies, and locations across the United States.

Leadership Journey Model of CLD

CLD presents a Leadership model for individual’s career and organization success. Based on core leadership competencies for all levels, each level of leadership has specific competencies needed for the position. The model covers two topics—from team leaders to executives in hierarchies and managing self to leading agencies in managing scopes.

Figure 6: Leadership structure of CLD



Source: [http:// www.opm.gov](http://www.opm.gov)

There are three leadership programs for middle managers at CLD. They are classified depending on the level/service year as middle managers. One is for managers who have just been promoted or soon to be promoted, another is for experienced managers, and the other is for senior managers who are about to enter Senior Executive Service. Among these three

programs, the third one, Leadership for a Democratic Society is the signature program of CLD, so this study will examine CLD with more focus.

Program Overview 1: Management Development 1: Leading from the Middle

Managers who are recently promoted to second-line supervision and experienced first-line supervisors are eligible for this program. Participants learn how to think more critically and improve communication skills, and increase self-knowledge and leadership capacity through critical thinking, exploring strengths theory and examining change models. The program aims to make participants build peer networks across federal agencies and provide new ways to develop and appoint their staff.

The training lasts for five days. In 2020, three sessions of training were held either online or offline depending on the time when the program was held. This is a one-time program, so there is no spacing. It was originally off-site and in-person instruction; however, due to COVID-19, the program has been provided online.

The focused competencies in this program are accountability, conflict management, developing others, leveraging diversity and problem solving. The program uses a variety of delivery methods such as individual assessments, readings, small group tasks, real-world experiences and class discussions. Participants actively take part in a small group action learning to solve a real management challenge.

Program Overview 2: Management Development 2: Leading Organizations

The eligible participants are the second line and third line managers.^①

^① The second line and third line managers typically manage supervisors and other managers in

Experienced middle managers can improve their organizations' effectiveness by learning how to guide their organization during times of unprecedented change, challenge and uncertainty. Participants are expected to enhance their ability as a leader to think comprehensively and multi-dimensionally. They are also able to encourage flexibility with their organization and view opportunities and events from multiple angles, and to try new approaches to managing for greater organizational efficiency. Finally, they create a powerful vision for the organization and set strategies for moving toward its realization and to forge productive negotiations and defuse wasteful, unproductive conflict.

The training takes place for five days. In 2020, three sessions were held either online or offline according to the training period. The competencies highlighted in this program are human capital management, influencing /negotiating, political savvy, and strategic thinking and vision. This program also uses various delivery methods and makes participants involved in the training through presentations, small-group work and practice activities.

Program Overview 3: Leadership for a Democratic Society (LDS)

Conceptual Framework

The LDS program is based on a conceptual framework that begins with deep reflection and extends to interpersonal relationships and system domains in an organization. Expansion in these four domains from this deep consciousness to system analysis through self-awareness and interactions with others ultimately enables trainees to come up with their own leadership development and application measures.

the agencies.

Figure 7: Conceptual Framework of LDS



Source: [https:// www.opm.gov](https://www.opm.gov).

[Pre-program]

This course mainly targets GS-15^②, Senior Executive Service members and involves senior managers who are Senior Executive Service candidates. The number of participants is about 60–80 in each session.

Before the program starts, participants are requested to submit a description about their own thoughts and experiences about leadership which can be the source for the needs analysis. Before the program, participants are grouped into small teams called Leadership Development Teams (LDTs) which are comprised of eight to ten participants. Each LDT has a faculty facilitator and the facilitator has 30–45 minute phone conversations with each participant to receive and to answer questions.

^② GS-15 is equivalent to senior division director in the Korean system. GS-14 who has executive-level duties can also participate in this program when he/she submits a grade waiver.

The goal of this program is to increase critical self-awareness as an individual, team member, and leader, to enhance leadership and management strengths and areas for improvement in team-building, strategic thinking, influencing/negotiating, political savvy, and external awareness, and to reinforce the ability to identify problems and plan for action to improve organizational effectiveness. It also seeks to expand the participants' professional networks, enabling improved inter-organizational collaboration and problem-solving.

The program duration varies from four weeks to seven months depending on the format of the program. The program is operated in three formats, but regardless of the format, participants have the same access to the instructors and resources, achieving the same learning outcomes.

The first format is Residential Learning Program (RLP). It is a four-week long program in residence on campus. Participants have opportunities to have on-campus learning classes, off-campus field activities and small team learning environments. The second format is Applied Learning Program (ALP). The initial two weeks (80 hours) of the program occur in the form of in-residence training at FEI. Then, participants return to their organization and apply the knowledge, skills and tools learned in the on-campus session. Three months later the participants come back to the campus at the FEI and complete the final two weeks (80 hours) in residence. The third format is Blended Learning Program (BLP). Participants participate in two weeks (80 hours) of in-residence training at the FEI, then return to their home agencies taking 80 hours of online education over the six months. Lastly, they come

back to the FEI and take two-days of on campus activities. Among the three formats, the Applied Learning Program has spacing. After participants learn on campus, then they have time to apply and exercise their learned skills and knowledge in the real situations. The program is a mix of off-site and on-site training. The training setting is also a combination of face-to-face instruction and online courses.

Approximately three weeks before the start of the program, CLD sends an email to participants about preliminary information and pre-arrival assignments. The pre-arrival assignments concern about updating participant's CLD Central user profile, reading an article, and describing their thoughts and experiences of leadership, and several profile assessments such as the 360-degree assessment, MBTI and Wellness Assessment. University professors, field experts and FEI faculty in a variety of disciplines, such as human capital management, education, political science, behavioral science, international affairs, public administration as well as leadership development teach and facilitate the participants' learning.

As mentioned earlier, CLD offers leadership programs based on the Executive Core Qualifications (ECQs) for every stage of career in the federal government. These ECQs are the foundation of the whole curriculum of CLD. The detailed definition of the competencies is in the appendix of this paper.

Table 6: Executive Core Qualifications

Leading Change	Leading People	Results Driven	Business Acumen	Building Coalitions
Definitions				
<p>This core qualification involves the ability to bring about strategic change, both within and outside the organization, to meet organizational goals. Inherent to this ECQ is the ability to establish an organizational vision and to implement it in a continuously changing environment.</p>	<p>This core qualification involves the ability to lead people toward meeting the organization’s vision, mission, and goals. Inherent to this ECQ is the ability to provide an inclusive workplace that fosters the development of others, facilitates cooperation and teamwork, and supports constructive resolution of conflicts.</p>	<p>This core qualification involves the ability to meet organizational goals and customer expectations. Inherent to this ECQ is the ability to make decisions that produce high-quality results by applying technical knowledge, analyzing problems, and calculating risks.</p>	<p>This core qualification involves the ability to manage human, financial, and information resources strategically.</p>	<p>This core qualification involves the ability to build coalitions internally and with other Federal agencies, State and local governments, nonprofit and private sector organizations, foreign governments, or international organizations to achieve common goals.</p>
Competencies				
<p>Creativity and Innovation External Awareness Flexibility Resilience Strategic Thinking Vision</p>	<p>Conflict Management Leveraging Diversity Developing Others Team Building</p>	<p>Accountability Customer Service Decisiveness Entrepreneurship Problem Solving Technical Credibility</p>	<p>Financial Management Human Capital Management Technology Management</p>	<p>Partnering Political Savvy Influencing /Negotiating</p>

Source: <https://www.opm.gov>

[During-program]

The program module is divided into four modules.

Module 1 starts from critical self-awareness and understanding the value of the Constitution of the United States. In particular, the first week hones in on the recognition of the gap between one's current state and ideal self through self-reflection.

Module 2 focuses on the recognition of various roles and relationships with bosses, peers, and subordinates in an organization. Participants recognize their roles as leaders and followers in the organization. In particular, they hold case-based discussions on the courage and way of speaking to have “Intelligent Disobedience” while respecting the authority of their bosses.

Module 3 deals with the challenges with organizational culture and change. Participants recognize the need and difficulty of multi-faceted organizational cultures, conflicts, and changes through individual presentations.

Module 4 deals with change of organizational culture more deeply and establishes an awareness of complexities of the internal and external organization. Also, participants make an individual leadership application plan for the next two years. They give shape to the plan with the facilitator's feedback and then make a presentation.

Contents are delivered through multi types of methods: lectures, discussions, simulations, field experiences, readings, case studies, reflections, and so on. Participant exercises their learning by group discussions, written assignments and individual presentations. The program also establishes a learning community where they share common goals and work collaboratively in the classroom with their facilitators.

The facilitator constantly gives feedback to his/her team (LDT) and individual members during the program. The facilitator also has a one-to-one coaching session with each participant of the team on the first day of the second week. In this time, the facilitator checks the participant's understanding of the program contents and his/her own reflection and progress. The facilitator also gives elective course advisement for the following weeks based on the participant's 360-degree assessment results and helps the participant make his/her own self-directed leadership development plan.

[Post-program]

At the end of the program, participants share their own definition of the leadership and learning experience through training period. Participants may choose coaching service.

4.2 Center for Creative Leadership

Overview of Center for Creative Leadership (CCL)

The Center for Creative Leadership is a nonprofit educational institution that focuses on leadership education and research. It was founded in Greensboro, North Carolina in the U.S. in 1970. The mission of CCL is "to advance the understanding, practice and development of leadership for the benefit of society worldwide." CCL was ranked in the TOP 5 worldwide for executive education by *Business Week* and the Top 10 for 17 consecutive years by *Financial Times*. It has worked with two thirds of Fortune 1,000 companies and served 160 countries producing 750,000 program alumni.

CCL has two categories of programs: Core Programs and Specialized Skill Development Programs. Core Programs are designed to build the most critical skills for each leader-level. The leader-level is divided into five levels from leading self, leading others, leading managers, leading the function, and leading the organization. Among these five leader-levels, the leading managers are for the mid-to senior level. Hence, this study focuses on the program for leading managers, the Leadership Development Program (LDP)[®]. Specialized Skill Development Programs give leaders an immersion into specific leadership topics. The programs vary from the program for the women leaders, HR professionals, strategic leaders, and so on.

Figure 8: Core Programs of CCL



Source: <http://www.ccl.org>

Program Overview: Leadership Development Program (LDP)[®]

[Pre-program]

LDP is the representative program of CCL. The target participants of LDP are mid-to senior-level managers from a wide variety of industries, organizations and backgrounds. CCL states that 73 percent of participants are from the business sector, 14 percent from the public/government sector, and 13 percent from the private/nonprofit sector.

According to a program advisor at CCL, the 360-degree assessment would serve as one way to analyze the needs of the client. However, according to a program advisor at CCL, the most helpful way to do this would be to have a conversation about what he/she desires to gain from attending the program. This also ensures that the program is the correct fit. The advising conversation would take place prior to registering for the program. This pre-work, which includes the 360-degree assessment and some other self-assessments, would be available to the participants 12 weeks before the program begins. One special feature includes a one-on-one conversation with the participant's boss. Through this process, the program diagnoses participants' strengths and weaknesses, and better prepares for the participants.

The goals of the program are to make the leaders able to 1) communicate direction, achieve alignment and build commitment to bridge the gap between senior management and the front line, 2) gain critical perspectives, create buy-in and manage politics through collaboration, 3) solve complicated problems and take wise action amidst complex, rapidly changing conditions, 4) build resiliency and leverage multiple life roles to

effectively manage stress and become more effective. LDP is a five-day program and the average class size is 24. The instructor/participant ratio is 1 to 12. This is a one-time program, so there is no spacing. Originally, this program was off-site with face-to-face instruction. Since COVID-19, some sessions are being conducted online.

The participants are required to conduct two self-assessments and 360-degree assessment, and to submit a biographical form. These processes take six to eight hours. Participants are classified into four different leadership styles based on this pre-test: implementers, supporters, innovators, and visualizers. These results are used throughout the program. Training is carried out by the CCL faculty and CCL-certified coaches.

The program focuses on four key competencies: self-awareness, learning agility, communication and influence. In addition to these competencies, thinking and acting systemically and being resilient are also the target abilities to be strengthened.

[During-program]

The program is operated according to each theme of the day. At the end of the day, participants have resiliency practices.

Table 7: Program Agenda of Leadership Development Program®

Day 1	Day 2	Day 3	Day 4	Day 5
Leading From the Middle	Leading Through Collaboration	Leading Within a System	Integrating Multiple Perspectives	Transferring the Learning
<ul style="list-style-type: none"> • The Challenges of Managers Leading Managers • Bringing Your Whole Self to Leadership • Leveraging the Impact of 360-Degree Feedback • Giving and Receiving Feedback • Personality & Leadership Effectiveness • Resiliency & Learning Agility 	<ul style="list-style-type: none"> • Bring Your Whole Self to Leadership • High Stakes Collaboration • Interpersonal Needs and Collaboration • Multiplex Activity Implementation • Leading Multiplexities • Video Review • Resiliency Practice 	<ul style="list-style-type: none"> • Leadership Within a Complex System: The Organizational Workshop Simulation • Applied Learning Session • Resiliency Practice • Individual Consolidation and Reflection 	<ul style="list-style-type: none"> • Half-Day One-on-One Coaching Session with CCL-Certified Coach • Peer Feedback • Resiliency Practice 	<ul style="list-style-type: none"> • Planning for Higher Level of Impact • Creating Your Development Plan • Resiliency Practice

Source: CCL material (Maximizing the Leadership Development Program®)

The main theme of the first day is leading from the Middle. On that day, participants thoroughly focus on self-awareness through 360-degree feedback and discussion on leadership. The second day's theme is leading through collaboration. Through team activities, participants are challenged to complete a complex task and experience collaboration. The discussion is recorded and is played back to the participants. While participants see themselves discussing and collaborating, they find their strengths and weaknesses that they did not realize before. The third day has more expanded

setting, and the theme is leading within a system. Through an organizational workshop simulation, participants experience how leadership affects a complex system of organization. The fourth day includes integrating multiple perspectives. Participants have one-on-one coaching with their coaches for three hours. During this time the participants have a great deal of feedback on their strengths and weaknesses from the coach and are reassured on their leadership goals. Continuing this feedback, participants engage in peer feedback and reflect again. The last day of the program focuses on transferring the learning, and participants make their own leadership development plan for the next 10 months.

There are few lectures or theoretical training in the LDP program. Most of them are practice and discussion. For five days, the program is filled with experiential activities and hands-on exercises, including a mock business environment. There is a three-hour-long, personal session with a certified CCL coach for each participant. Peer learning groups provide feedback, insights, suggestions and support.

Almost all classes are participatory classes. The trainees take a leadership quiz together and have a group discussion, which is recorded. What matters is not the discussion results but watching the video of the discussion scene together. Through this video, participants objectively perceive their discussion style with others. In most classes, participants work on team projects, discuss, and exchange feedback on each other.

On the last day, participants write down their goals, action plans, and expected effects to be achieved in 10 weeks. Through this work, they clearly remember their goals, develop an action plan, and make their commitment.

he program is full of feedback and coaching between peers as well as between instructors and participants. This enforced feedback accelerates participants' learning and acquisition effectively.

[Post-program]

Participants have an opportunity to exchange feedback with their peers about the training and to reflect themselves as well as program. A few feedback programs can be selected after the end of the training. A week after the training, all participants receive feedback emails about their self-development plans drawn up on the last day of the program. Participants receive an email in 10 weeks as a follow-up on their self-development. Participants can also have two telephone coaching sessions with professional instructors each for 45 minutes and talk about their changes and leadership issues. There is an optional course that participants can choose three months later. They may be assessed REFLECTIONS[®], which measures skills and behavior progress.

4.3 Harvard Business School

Overview of Harvard Business School (HBS)

Harvard Business School (HBS) launched the first HBS Executive Education program in 1945. It has two education categories: Comprehensive Leadership Programs and Topic-focused Programs. There are four programs in the Comprehensive Leadership Programs: two programs are for senior executives, one is for business owners/founders and one is for mid-to senior executives. The Topic-focused program provides 12 topics such Digital Transformation, General Management and Strategy. This study examines the Program for Leadership Development for mid-to senior executives in the Comprehensive Leadership Program.

Program Overview: Program for Leadership Development (PLD)

[Pre-program]

The program is designed for emerging executives, specialists and managers from any business level. However, it is different from the other programs examined in this study because the applicant needs to meet the requirements prepared by HBS to enroll in this program. First, the participant must have at least 10 years of work experience. Second, the participant must submit a letter of reference from a senior executive within his/her organization or a board member of his/her company, or Harvard Business School graduate. HBS also says no educational requirements are needed, but professional achievement and organizational responsibility matter in the selection process.

The training aims to help emerging executives master the cross-functional challenges of corporate leadership, lead organizational change and

inspire high-performing global teams, and develop a personal leadership philosophy and presence that reflects greater confidence and capabilities. The program takes about eight months to complete. The unique feature of this program is that it has two in-person and two self-paced virtual instructions. For the first 12 weeks, participants take online classes at self-pace. Then they have classes on campus for two weeks, and then go back to the second virtual classes for 14 weeks. Finally, the participants complete the program after two weeks of in-person instruction on the HBS campus. Even though the program switches the modules on and off-line, learning is going on, so there is no spacing. The location is off-location and the training setting is a mix of two face-to-face sessions and two virtual sessions.

The participants need to take 360-degree assessment and have an individual leadership case ready to work on during the training period. The participant is required to identify a performance gap or strategic opportunity facing his/her organization and strategy and a plan to address it will be made throughout the program. The program is led by a multidisciplinary team of HBS faculty who are engaged with global enterprises and are familiar with real-world experiences and research.

The competencies consist of Cross-functional knowledge, self-awareness, communication, innovation, receptiveness to change, entrepreneurial mindset, strategy, and decision making.

[During-program]

The program is divided into five modules. Module 1 and 3 are virtual sessions and Module 2, 4^③ and 5^④ are on campus sessions.

Module 1 is a virtual session and lasts for 12 weeks. The theme of this module is ‘Foundational Skill Building.’ Participants complete introductory courses in accounting, finance, and quantitative methods. During this period, participants build knowledge and become familiar with business terminology, and prepare for the cases for the next module. Participants take the Leadership Learning Path Assessment to evaluate their leadership skills and a professional coach helps participants build their own cases and personal action plans.

Module 2 is on campus session and lasts for two weeks. The theme is ‘Cross-Functional Business Approach.’ Participants develop a deeper understanding of business, leadership and corporate accountability.

Module 3 is virtual, self-paced learning for 14 weeks. The theme is strategy ‘Formulation and Implementation.’ In this module, participants try to apply what they have learned to their work. While they continue online learning, they keep working on their customized cases, personal action plans, and group projects for the Alumni Challenge.

Module 4 is an on campus session and lasts for two weeks. The theme is ‘Leading Change.’ In this module, the participants learn the change management process and approach, and establish a leadership style that can unite a team and drive essential change. Also, the participants present their

^③ HBS will operate module 2 and 4 by virtual sessions for the program beginning December 2020.

^④ Module 5 is optional and the participant who completes module 5 is eligible to be a lifetime member of the HBS alumni community.

customized cases and action plans to the coach and his/her team. After they get feedback from their coach and team members, they finalize the work. Team project is also completed and presented in this module.

Module 5 is an on campus session and lasts for two weeks. In this module, participants learn and practice how to become a more effective negotiator and to develop their leadership vision and to address personal leadership challenges. The program is strongly focused on cases studies and requires collaboration with team members. Participation is necessary to conduct the individual and group projects even though they are learning remotely. The training is full of feedback and coaching. Throughout the training, the professional coach helps participants to identify his/her leadership strengths and gaps. Participants constantly receive feedback from the coach and team members and refine their tasks and emerge with greater self-awareness and confidence.

[Post-program]

There were no resources available for program evaluation. There seems to be no direct feedback for this particular program. However, participants who complete the five modules are eligible to be a member of the HBS alumni community, which is composed of more than 84,000 MBA and Executive Education alumni in 182 countries. HBS alumni can access a comprehensive online resource for their further development.

Chapter 5. Leadership Development Program in Korea

5.1 National HRD Institute Case

Overview of the National HRD Institute (NHI)

NHI is a national educational institute for government employees. It was established in 1949 and has provided education and training for government officials at home and abroad. NHI functions as a public HRD hub focusing on public service values, leadership, job-expertise, and global competency. It conducts public HRD research, builds and operates the government e-Learning Platform, and collaborates with external public HRD organizations.

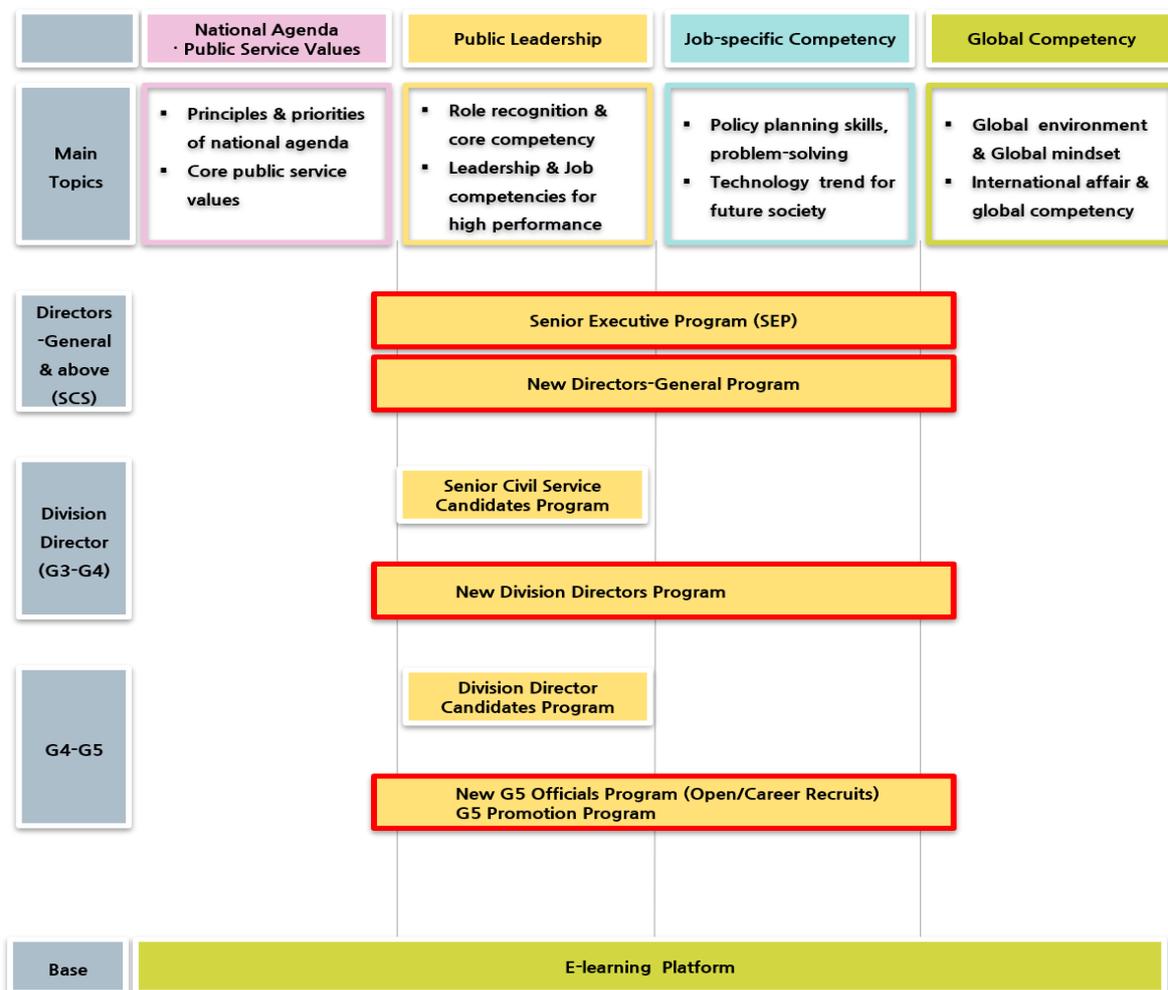
Public Leadership Courses at NHI

The training structure of NHI is divided into five categories depending on the educational content and forms of the programs: 1) National Agenda and Public Service Values 2) Public Leadership 3) Global Education 4) Job-specific Competency Development Programs 5) e-Learning. According to the NHI education system, public leadership training is implemented in ‘Basic Programs’ and ‘Candidates Programs’, which are conducted for a certain position or grade accordingly. Basic Programs are run for those newly hired or promoted to the relevant position or grade, and public leadership is partially included as one module in the program curriculum.

Candidates Programs are the only programs whose modules are all about leadership. However, these programs are specially designed for those who are about to take the Assessment Center to be promoted to the next

higher position or be recruited. There are a 'Senior Civil Service Candidates Program' and a 'Division Director Candidates Program'. However, it is hard to say that these courses are aimed at developing leadership. For example, the Division Director Candidates Program is a mere hands-on training program which candidates take before the real test. Therefore, it is reasonable to limit our target program to the New Division Directors Program.

Figure 9: NHI Training Structure (2020)



* Excerpted leadership programs for 5th grade and above

Source: NHI Training Operation Plan for 2020

There is another reason that this study regards the New Division Directors Program as NHI's leadership development program for middle

managers. In April 2015, a course titled 'Division Director Leadership School' was launched, and it was a leadership-specific training for public officials who passed the director-level competency evaluation. The goals of this course were to foster global convergence talents and a sense of self-esteem, and to strengthen core competencies of directors. NHI altered that program and renamed it the 'New Division Directors Program' in 2016.

Program Overview : New Division Directors Program

[Pre-program]

The program is designed for division director-level officials in the government who were assigned to the position less than a year ago, or who are to be assigned within a year. Participants have passed or are recognized for their ability to pass the manager-level competency assessment which is a prerequisite for being a division director in the government. The number of participants is about 40 in each session.

There is no needs analysis of the session participants, but the program manager and the coordinator improve each session based on the opinions of the previous session participants who are also new directors. The program specifies two goals. First, it cultivates leadership and competencies required for new directors to maximize organizational performance. Second, it aims for directors to be able to coordinate internal and external interests of the organization and foster problem-solving skills through creative and critical thinking.

The program consists of classes for 28 hours over four consecutive days including pre-on-line learning for four hours. About 15 sessions are run in a year, with about 40 participants in each session. This is a one-time program, so there is no spacing. The program is done off-site. Participants leave their organizations and come to NHI to take classes. In addition, the entire schedule is face-to-face^⑤ except for the three online classes which are prerequisites of the program.

Before the training starts, participants are required to complete online classes by themselves and receives four hours credits. The titles of the online classes are 'Gender Equality and Gender Mainstreaming Paradigms', 'Communication Skills' and 'A New Manager's Brilliant Strategy.' Trainees also conduct Berkman's^⑥ diagnosis through an online personality test. Trainees are required to answer 298 questions and it takes 20 to 30 minutes. The results of the diagnosis are used during a coaching class in the program with professional coaches. The program consists of a variety of instructor pools. Professional instructors such as NHI professors and external experts conduct the lectures and coaching. The NHI professors give lectures on innovation, communication and leadership. Only online pre-classes are self-administered.

⑤ In 2020, due to COVID-19, eight real-time online sessions and one blended (online+offline) session were conducted. The program resumes face-to-face instruction from November 2020.

⑥ The pre-diagnosis tool has changed to the Gallup CliftonStrengths Finder since November 2020. This assessment explains the unique ways the participants accomplish their goals by building relationships, thinking strategically, executing plans and influencing others. It consists of 240 questions and it takes 20 to 30 minutes to complete.

The program aims to improve the directors' effective communication skills with stakeholders such as the public, senior officials, peers, and subordinates. It also focuses on change management and the readiness for the Fourth Industrial Revolution.

[During-program]

The program is divided into four modules: leadership skills and organizational management, communication skills, application of knowledge and skills, and change management. The sub-subjects in the modules change slightly each session.

- **Module 1: Leadership Skills and Organizational Management**

This module is the only module entitled "leadership" in this program. There are four subjects: 'Understanding of national philosophy', 'The role of the new director in the changing era', 'Leadership workshop', and 'Understanding value-oriented organizational culture.' Understanding of national philosophy offers understanding and perspectives on the current administration's philosophy and principles in managing the nation. The role of the new manager in the changing era is a lecture on the role of managers and flexible communication, including awareness of the position. During the leadership workshop, the class is divided into three groups and each group is facilitated by one coach. The pre-assessed test results are shared with professional coaches who provide analysis on each participant's traits and competencies, and then feedback. There is no one-to-one coaching. Understanding of value-oriented organizational culture is about the core values, systems and methods of transition of the organization conducted by a combination of lecture and team activities. In sum, this module focuses on

helping participants develop their managerial leadership skills by raising awareness of the director's role and by facilitating their understanding of value-oriented organizational culture.

- **Module 2: Communication Skills**

Communication consists of three subjects: 'Strategic media communication', 'Technique of conflict resolution and negotiation' and 'Creative problem-solving capability'. Strategic media communication recognizes the need for organizational trust and communication and lectures are given on understanding the key elements of organizational communication (observation / listening / question). The technology of conflict resolution and negotiation is about how to resolve internal and external conflicts and negotiation techniques. The improvement of creative problem-solving skills focuses on strategic problem-solving skills, including cases of internal and external problems and organizational management measures for communication. Participants develop communication skills required of directors through classes on effective communication and coordination of different interests from internal and external stakeholders. Participants recognize their role as policy coordinators by learning and sharing conflict resolution and collaboration cases.

- **Module 3: Application of Knowledge and Skills**

This module consists of 'Strengthening communication skills' and 'Health management'. Strengthening communication skills aims to improve the public official's speech ability, which gives credibility and favorability by acquiring proper pronunciation and vocalization skills to enhance media coverage, responsiveness and public relations techniques. Health management practices how to maintain health through rubber band stretching and various exercise techniques that can be done in the office. This module helps participants

develop public relations (PR) by providing classes to enhance the participants' ability to make a briefing on government policies effectively.

- **Module 4: Change Management**

The change management part consists of the 'Fourth industrial revolution', 'Policy environment change', and special lectures on 'Humanities.' Those lectures introduce changes in the role of government and policy decisions using big data so that the directors are able to hone change management. The humanities, science, and special refresher courses introduce various topics.

The New Division Directors Program uses several kinds of delivery methods including case studies, discussions, and practice sessions. However, the program changes its subjects each session, so the ratio of lecture to participatory class hour is not constant and varies every session. For example, for a session, the ratio of lecture to participatory class is 19 hours to 6.5 hours, but for another session, it changes to 10.5 hours to 16 hours. So sometimes there is too much lecture instead of participatory activities.

Participants are requested to take an assessment online before the program. The result of the assessment is given to the individual participant in the leadership coaching class, and then participants have coaching sessions with professional leadership coaches. Coaching is three-hours long and is conducted in a group.

[Post-program]

At the end of the program, participants are asked to submit a program survey. The survey is designed to get feedback from the participants about overall evaluation of the program, effectiveness, training implementation and management, the most impressive memory during program, and so on. According to the program coordinator, this survey is a very critical source for them to improve the program for the next session. Besides this program evaluation, NHI sends a daily mobile survey to the participants during training asking to evaluate today's training including class content and organization, teaching method, instructors and so on. There is no feedback activity after the training ends.

5.2. Analysis

A needs analysis is made by reflecting on opinions of the previous session participants. It would be more desirable to reflect needs analysis of the upcoming participants, but since the program is operated 15 times a year, it seems difficult to reflect on the opinion of the prospective learners every time. The program objectives are clearly specified, and the subjects are organized accordingly. The faculty uses various teaching techniques to deliver the contents and facilitates active participants' involvement. Feedback during program also includes coaching time with professional coaches. In order to improve the program, there is also a procedure for collecting opinions on the overall program contents, teaching, operation, facilities, and so on. In particular, it is also good to receive the participants' evaluations on the day's teaching contents and instructors, which assures more accuracy.

However, some improvements have been diagnosed:

First, it is difficult to identify a leadership development training in this program because leadership education is included in a single module in the whole program. In other words, there are not enough courses and focuses on leadership development. This is a critical issue, and just adding one or two more leadership courses cannot address the problem. Therefore, it is necessary to establish a specialized program for leadership development, apart from the existing basic education. This current program has too many essential things that should be included in the program, such as the national agenda and philosophy, fourth industrial revolution, humanities, and health as a basic education.

Secondly, there is too little attention to 'self-awareness.' As we have seen in Chapter 2 and Chapter 4, self-awareness is an essential key to develop leadership in theory and practice. Self-awareness is an important attribute of ideal leaders and it is also a critical method to develop leadership. Also, more personalized attention and feedback is necessary. This is partly because the leadership module itself is small, but even in the module, it consists of group coaching, so participants have very limited feedback and coaching for their individual leadership development.

Thirdly, it is necessary to organize the training process from pre-program to post-program. First of all, there is a lack of preparation before entering the program. Although Burkeman's pre-diagnosis is used in coaching sessions, other pre-requirements like online classes seem to take additional independent courses rather than actively being used during the program.

In addition, there is no focus on publicness which is a distinctive feature in the public sector. Also, there is a large time deviation in participatory activities from session to session, so it seems that a standard

form or ratio of participant involvement should be made (or met) to achieve constant educational effectiveness.

Chapter 6. Conclusion

6.1 Findings and Implications

We have examined renowned leadership development training programs for middle managers in the United States: a program at the Center for Leadership Development (CLD), Center for Creative Leadership (CCL), and Harvard Business School (HBS). The programs they offer are different in some ways such as approach to leadership development, training duration, setting and so on. However, they also have common features from which we can draw implications and apply to improve the Korean program.

1. Needs Analysis

All the three agencies' programs conduct needs analysis before the training. The CLD identifies the needs of participants through faculty phone calls with participants and receiving descriptions on participants' experience and thoughts on leadership three weeks before the program. CCL conducts a phone call interview with a participant and his/her boss to find out individual needs and organizational needs. HBS also identifies the participants' needs from their application where the potential participants describe their leadership strengths and weaknesses, their current challenges, and anticipation of their career over the next five years. Through these processes, in addition to 360-degree assessment, participants' strengths and room for improvement are analyzed and this information is reflected throughout the program.

The New Division Directors Program at NHI has not conducted needs analysis for the coming participants. Instead, they carry out a survey for the

previous session participants and reflect their opinions for the next session. Considering the necessity of needs analysis, it is recommended to conduct needs analysis to make the program better fit for participants.

2. Focus on Self-awareness

The ancient Greek philosopher, Socrates states “know thyself.” His statement emphasizes the importance of self-awareness through self-reflection. It is believed that self-awareness is the basis for wisdom and human relationship. According to Pedler et al. (1986), many writers and scholars in the field of leadership have proposed that improving self-awareness is the basis for all true leadership development.

Self-awareness is a conscious effort to invest in “understanding who we are, who others are, our universal rules that [we] apply in life and our commitment to the future” (Caldwell, 2009). It is one of the core components of emotional intelligence. Emotional intelligence (EI) is an ability to recognize and understand emotions in oneself and others, and the ability to use this awareness to manage one’s behavior and relationships (Bradberry, 2009). Therefore, developing self-awareness is often the first step in developing leadership and EI.

The U.S. programs in this study all emphasize self-awareness. In particular, the focus is on self-awareness from the beginning of the program. In the case of the CLD’s LDS course, the first week of the four-week-program is devoted to self-awareness. Participants focus on recognizing the gap between the present self and the ideal self through self-reflection. The first day of LDP at CCL also begins with self-awareness, recognizing one’s own type among the four types of leadership classified through the pre-

program evaluations. They face an objective self-image by 360-degree assessment. In addition, CCL videotapes group discussions on leadership and participants give and receive feedback on themselves and others while watching them discussing in the video. Through this series of processes, participants begin discovering and reflecting on themselves. Such an assessment enables one to realize the objective self through what one sees and what others see. For HBS, the module for self-awareness is in the final module, but participants can form self-awareness before module 5 begins. This is because the modules are highly integrated with each other, and through feedback on 360-degree assessment prior to module 5, participants have a time to form self-awareness.

On the other hand, the focus on self-awareness in the New Division Directors Program at NHI seems a bit weak. The program has a leadership workshop class where they share the Berkman diagnosis with their coach and find out their strengths and weaknesses. However, this class is held in the afternoon of the third day during the four-day program which is too late to establish self-awareness. CCL program also has coaching time on the fourth day, but there are more self-awareness related activities before that day. Also, the coaching class is conducted one time for three hours at 1 to 15 coach-participant ratio. Therefore, the program should rearrange a self-awareness course at the beginning of the program and allocate more time and resources to make participants build their self-awareness.

3. Focused Competencies for Middle Managers

As mentioned earlier in this chapter, the programs of the three institutions have some common and different features. In terms of competencies, the institutes consider different competencies as core competencies for a specific position due to the distinctive nature of their organization. CLD as a government organization, includes political savvy, leveraging diversity, and customer service. CCL, a non-profit organization and professional leadership institute, includes learning agility which is more focused on learning. HBS, as a business school, focuses on knowledge and skills that equip participants with cross-functional competencies and confidence as leaders.

Nevertheless, some common competencies were found in their leadership development programs. They all aim to develop self-awareness (or self-knowledge), communication skills, and influence for middle managers. As discussed in chapter 2, middle managers are key mediators who connect, process, and get top management and the front line in the organization to work together. Also, as managers leading managers, they should learn how to influence people efficiently and strategically.

There is no need for every organization to have the same competencies to nurture. This is because, as the definition of leadership goes, the competencies required for their organization members may vary depending on the function, goals and vision of the organization. However, considering the role and importance of middle managers, it is worthy that NHI considers these common competencies to be included in the New Division Directors Program.

4. Systematic and Integrated Curriculum

All three programs are very systematic and organically integrated from pre-program to post-program. All the curriculum starts from pre-assessment and through coaching and feedback, and participants come up with an individual leadership development plan. Most of all, sufficient quantitative and qualitative preparations are being made from the pre-preparation stage. In the case of the CLD, participants are given tasks 1) to describe their thoughts and experiences on leadership, 2) to read articles three weeks before the program begins, 3) to conduct pre-assessments including 360-degree assessment. The pre-reading, leadership description, and assessments are all utilized through well-linked various activities and coaching, and finally reflected in the individual leadership plan for the next two years at the end of the program.

CCL also asks participants pre-requirements such as taking three different assessment including 360-degree assessment 12 weeks before the program starts. Starting from recognizing oneself, the focus expands to others (collaboration), and to organization (system) and to integrating multiple perspectives. Then, after having personal coaching, participants complete their next 10-month leadership plan. Through these processes, participants not only have a warm-up time to think and organize their thoughts on the topics they will cover in coming weeks, but also have the opportunity to expect the effectiveness of the program. Katzell & Thompson (1990) state that leaders need information about activities on the program to help them understand how the program will benefit them.

Additionally, HBS modules are highly integrated. In module 1, they build up foundational skills on core business operations through virtual classes. Then in module 2, they learn how all functions interrelate and prepare

their own leadership case as individual projects. In this process, participants receive feedback and new perspectives from their peer participants and the faculty. In module 3, participants engage in case competitions that challenge real world problems as a team project. In module 4, participants complete their action plan, refine and finalize their own personal case and also present their team project. As the module goes on, the tasks get more challenging, complicating, and wide scale.

NHI's New Division Directors Program also asks participants to complete Berkman diagnosis and three e-learning courses. The result of Berkman's diagnosis is used during the program. On the other hand, e-learning courses merely serve as independent and supplementary learning and there are no activities or feedback related to them. The curriculum is also not integrated in terms of leadership development. However, this program itself is originally designed to provide both leadership development courses and core courses required for new directors, so it is understandable that time allotment of leadership courses is limited and therefore the program is not highly integrated. This leads to the necessity to establish a new leadership-specified program which solely focuses on leadership development.

5. Various Types of Coaching

Various coaching techniques are being used for effective learning and acquisition. For the cases examined in this study, all the programs use personal coaching, group coaching, and peer coaching.

Personal coaching

Each program allocates much time and effort on personal coaching. Personalized attention includes a blend of in-depth assessments, feedback, individual coaching time, and one-on-one phone calls with a facilitator before or after the program. Participants engage in development that is focused on their unique leadership needs. CLD provides personal coaching on Sunday morning of the first week, CCL provides three hour long one-on-one coaching session on the morning of the fourth day, and HBS also provides one-on-one coaching to approach the individual needs and desires, helping participants realize their true leadership potential.

Group coaching

Group coaching is a form involving one coach and several participants. Group coaching is “the application of coaching principles to a small group for the purposes of personal or professional development, the achievement of goals, or greater self-awareness” (Britton, 2010). It is also a process “with the intention of maximizing the combined energy, experience, and wisdom of individuals who chose to join in order to achieve organizational objectives and/or individual goals” (Cockerham, 2011).

Group coaching can create synergy between participants with common interests and issues within the organization. It also saves time and it is cheaper than one-on-one coaching. Group coaching allows interaction between coaches and participants, empathy through observation and conversation with other participants, and experience sharing. The biggest benefit of group coaching is mutual observation and learning, which participants may experience group dynamics that cannot be done when alone. Through group coaching, participants observe and learn how the

coaches/facilitators guide other participants. For example, CCL videotapes the group coaching and replays it to participants. Participants observe it and naturally learn how to coach, and they may apply the techniques to real world problems in their organization.

Peer coaching

Peer coaching is also noteworthy in the cases in this study because the Korean programs do not currently use that method. Peer participants can learn from fellow participants with real-world experiences and challenges. Participants in a peer coaching partnership are better able to find their own solutions to issues and problems (Murrihy, 2009). In addition, Showers and Joyce (1996) says that successful peer coaching teams develop skills in collaboration and enjoy the experience much that they want to continue their collegial partnerships even after they achieve their initial goals. Considering building a network is one of the program objectives, this is very positive by-product of peer coaching.

The New Division Directors Program at NHI uses only the group coaching method. Considering the necessity and advantages of personal and peer coaching, the program needs to diversify the coaching methods to maximize participants' benefit from those activities. In particular, the peer coaching would be greatly powerful for participants because all participants are new directors in the government agencies, so they might face comparably similar and familiar issues in terms of leadership. Moreover, it is easy to build strong bondages as middle managers in the government, and it will also help them to work in collaboration with other ministries and agencies.

6. Additional Findings

In addition to these common features, there is one more component we can refer to. It is true that leadership development training cannot be completed in a short period of time. In reality, however, even a new director in the government ministry can hardly leave his/her post for a long time. In that sense, a blended learning format gives an opportunity for the Korean program to learn from. For example, CLD provides face-to-face instruction in the first two weeks, and online sessions for the next six months, and then back to offline training for two days. This blended learning is designed for people who cannot make time due to their duties or who are taking care of their families. HBS also offers a blended learning format, so they repeat virtual sessions and on campus sessions during seven months' training period. Therefore, NHI could consider this type of training format to attract more directors to the program as well as to provide a more substantial and in-depth curriculum by extending the training period.

If NHI cannot extend the training period due to budget and resources restraint, it can be good to use flipped learning. Flipped learning is when students study content through online resources before class and in the real class, teachers, instead of lecturing, facilitate students to engage in discussion. For example, HBS asks participants to build basic knowledge through virtual lectures prior to their on-campus activities. Through this method, the training can be more intensive and efficient in a given period of time, and it also motivates participant engagement because the class is learner centered.

6.2 Conclusion

In this paper, we have looked at the leadership training cases for middle managers run by world famous institutes. Given the analysis, we can answer the research questions as follows.

1) There are commonly focused competencies in the leadership development programs specifically for middle managers conducted by globally renowned leadership institutes. Self-awareness, communication skills, and having influence were focused as required competencies for middle managers who are mediators and managers leading managers in the organization.

2) There are common characteristics in the training design and implementation in the leadership development programs specifically for middle managers. The renowned programs commonly conduct needs analysis, focus on self-awareness, provide systematic and integrated curriculum, and use a 360-degree assessment and customized individual coaching in addition to group coaching and peer coaching. Two of the programs offer blended learning which is a mix of face-to-face instruction and virtual instruction.

3) The implications from the global leadership development programs are as follows: First, leadership training should solely focus on leadership essential to make the content and modules organically integrated. Second, needs analysis should be done to make the program a better fit for participant's individual goals and his/her organization's goals. Third, self-awareness should occur from the beginning of the training because that is the basis of leadership development. Fourth, 360-degree assessment and individualized coaching help participants recognize the gap of current self and ideal self and establish one's own action plan for leadership development. Lastly, the blended learning format can help participants who cannot leave

their posts for a long period to take training and give a chance to enhance participant engagement with self-directed learning or flipped learning.

To sum up, the study can make suggestions for the New Division Directors Program: It is necessary to separate the leadership module from the other core module in the current program. Instead, it is necessary to create a new leadership-specified program focusing on leadership development. Then, it is needed to identify the needs of the participant and the organization prior to the program by needs analysis. A 360-degree assessment and pre-assignment will mutually prepare the institutes and participants for the leadership program. Also, in section 4, we discovered it is essential to organize the flow of curriculum from the pre-assessment, self-awareness, feedback and coaching, action plan and to follow-up. Finally, the blended learning format is worth considering because of its accessibility and effectiveness.

The present study has examined leadership development programs for middle managers while most studies pay attention to the senior civil service programs so far. Given that the role and influence of middle managers in the government is important, organizations should pay more attention to middle managers' leadership development. I hope this study will be a step toward understanding the reality of our program and providing an impetus for program improvement.

However, some limitations should be noted. First, this study is limited in scope because it focuses on training program design and implementation. To fix that, further studies on large scale assessments including the public leadership model and education infrastructure such as training systems, R&D personnel, and faculty are needed. Second, the study mainly depends on

documents and literature review. More empirical data on the effectiveness of leadership programs and in-depth interviews will enhance the validity of the study.

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Appendix

Five Executive Core Qualifications (ECQs)

(source: www.opm.gov)

1. ECQ 1 : Leading Change

Competencies	Definitions
Creativity and Innovation	Develops new insights into situations; questions conventional approaches; encourages new ideas and innovations; designs and implements new or cutting edge programs/processes.
External Awareness	Understands and keeps up-to-date on local, national, and international policies and trends that affect the organization and shape stakeholders' views; is aware of the organization's impact on the external environment.
Flexibility	Is open to change and new information; rapidly adapts to new information, changing conditions, or unexpected obstacles.
Resilience	Deals effectively with pressure; remains optimistic and persistent, even under adversity. Recovers quickly from setbacks.
Strategic Thinking	Formulates objectives and priorities and implements plans consistent with the long-term interests of the organization in a global environment. Capitalizes on opportunities and manages risks.
Vision	Takes a long-term view and builds a shared vision with others; acts as a catalyst for organizational change. Influences others to translate vision into action.

2. ECQ 2 : Leading People

Competencies	Definitions
Conflict Management	Encourages creative tension and differences of opinions. Anticipates and takes steps to prevent counter-productive confrontations. Manages and resolves conflicts and disagreements in a constructive manner.
Leveraging Diversity	Fosters an inclusive workplace where diversity and individual differences are valued and leveraged to achieve the vision and mission of the organization.
Developing Others	Develops the ability of others to perform and contribute to the organization by providing ongoing feedback and by providing opportunities to learn through formal and informal methods.
Team Building	Inspires and fosters team commitment, spirit, pride, and trust. Facilitates cooperation and motivates team members to accomplish group goals.

3. ECQ 3 : Result Driven

Competencies	Definitions
Accountability	Holds self and others accountable for measurable high-quality, timely, and cost-effective results. Determines objectives, sets priorities, and delegates work. Accepts responsibility for mistakes. Complies with established control systems and rules.
Customer Service	Anticipates and meets the needs of both internal and external customers. Delivers high-quality products and services; is committed to continuous improvement.
Decisiveness	Makes well-informed, effective, and timely decisions, even when data are limited, or solutions produce unpleasant consequences; perceives the impact and implications of decisions.
Entrepreneurship	Positions the organization for future success by identifying new opportunities; builds the organization by developing or improving products or services. Takes calculated risks to accomplish organizational objectives.
Problem Solving	Identifies and analyzes problems; weighs relevance and accuracy of information; generates and evaluates alternative solutions; makes recommendations.
Technical Credibility	Understands and appropriately applies principles, procedures, requirements, regulations, and policies related to specialized expertise.

4. ECQ 4 : Business Acumen

Competencies	Definitions
Financial Management	Understands the organization's financial processes. Prepares, justifies, and administers the program budget. Oversees procurement and contracting to achieve desired results. Monitors expenditures and uses cost-benefit thinking to set priorities.
Human Capital Management	Builds and manages workforce based on organizational goals, budget considerations, and staffing needs. Ensures that employees are appropriately recruited, selected, appraised, and rewarded; takes action to address performance problems. Manages a multi-sector workforce and a variety of work situations.
Technology Management	Keeps up-to-date on technological developments. Makes effective use of technology to achieve results. Ensures access to and security of technology systems.

5. ECQ 5 : Building Coalition

Competencies	Definitions
Partnering	Develops networks and builds alliances; collaborates across boundaries to build strategic relationships and achieve common goals.
Political Savvy	Identifies the internal and external politics that impact the work of the organization. Perceives organizational and political reality and acts accordingly.
Influencing/ Negotiating	Persuades others; builds consensus through give and take; gains cooperation from others to obtain information and accomplish goals.

한국 공무원 리더십 개발 프로그램에 관한 연구

- 중간관리자(과장급) 프로그램을 중심으로 -

서울대학교 행정대학원
글로벌행정 전공
임경리

4 차 산업혁명의 도래에 따라 전 세계는 빠른 속도로 변화하고 있고 이러한 흐름 속에서 공무원의 역할과 기대되는 필수 역량도 달라지고 있다. 공직자들이 시대와 사회 변화에 맞춰 역량을 발휘하고 성공적으로 직무를 수행하기 위해서는 반드시 그에 필요한 교육과 훈련이 이루어져야 한다. 이를 위하여 직무 또는 직급에 따라 필요한 핵심역량을 바탕으로 한 리더십 훈련 프로그램을 개발하고 교육하는 노력이 필요하고, 아울러 해외 우수 기관의 다양한 리더십 개발 훈련 프로그램을 분석하여 우리의 훈련 프로그램을 개선하는 작업도 필요하다.

본 연구의 목적은 현재 운영되고 있는 한국 정부의 중간 관리자 즉 과장급 공무원을 대상으로 한 리더십 프로그램의 개선방안을 모색하는 것이다. 이를 위해 본 연구는 미국 연방정부와 세계적인 리더십 전문교육기관, 그리고 하버드 경영대학이 운영하는 중간 관리자 대상 리더십 개발 프로그램을 조사하고 다음과 같은 사실을 발견하였다.

1) 세 기관의 중간 관리자 리더십 개발 프로그램은 공통적으로 자기 인식(self-awareness), 의사소통 능력(communication skills), 영향(influence)을 교육한다.

2) 세 기관의 중간 관리자 리더십 개발 프로그램은 훈련 설계 및 실행에 몇 가지 공통적인 특징을 갖는다. 그들은 모두 사전 니즈 분석을 하고, 프로그램 초기부터 자기 인식에 초점을 맞추고, 사전 과제부터 사후 관리까지 체계적이고 통합된 커리큘럼을 제공하며, 360 도 다면평가와 맞춤형 개별 코칭을 활용하여 개인의 리더십 개발 액션 플랜의 완성을 돕는다.

이에 본 연구는 해외 우수 프로그램에서 도출한 시사점을 바탕으로 현재 운영중인 과장급 리더십 개발 프로그램의 개선을 위해 다음과 같이 제안한다. 우선 기본 교육과정 안에서 하나의 모듈로 운영되는 현재의 리더십 교육 대신 본질적인 리더십 개발에 집중한 새로운 리더십 특화 프로그램을 만들 것을 제안한다. 아울러 니즈 분석으로 프로그램에 앞서 참가자와 조직의 목표를 파악하고, 360 도 다면평가와 사전 학습을 통해 교육기관과 교육생이 모두 프로그램에 대한 준비를 하고, 교육 전 사전평가, 자기인식, 피드백 및 코칭, 실천계획 수립 등 일련의 과정이 유기적으로 연결 및 통합되도록 교육과정을 설계한다. 또한 훈련내용이나 방법면에서 자기인식에 집중하고, 마지막으로 교육 접근성과 효과성을 고려하여 유연한 혼합 학습 형태(blended learning format)의 과정운영을 고려할 것을 제안한다.

주요어: 공직 리더십, 리더십 개발, 공무원 리더십 교육, 중간 관리자 리더십

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