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Developing Public Servants for the Future – the All Wales Public Service Graduate programme

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Abstract

The vast majority of UK civil and public servants have been developed within their service and professional sectors and there is frequently very little movement in terms of their employment into other service areas. This means that many of our current leaders have limited experiences in services and organisations other than their ‘own’. This paper focuses on a new graduate programme for the training and development of public leaders of the future in Wales. In keeping with the spirit of the Well Being of Future Generations Act 2015 and the ‘One Welsh Public Service’ values and behaviours, this programme has been set up as a leadership and development programme for civil and public servants of the future exposing them to a range of sectors and services. The intention is that through these experiences, future leaders will approach problems from a multi-service perspective, will be better networked and ready to deal with complexity. Areas of good practice will be highlighted together with some of the challenges of developing leaders in this way.

Keywords:

graduate programme, leadership development, public services, leadership, Wales.

1. Introduction

This paper focuses on a new graduate programme in Wales established for the development of future leaders. This programme seeks to shift away from sector specific leadership development to one in which public leaders will have had experiences in a range of services with the aim of promoting collaborative, integrated working which is directed at dealing with complex issues and focused more closely on the citizen. Part two of the paper presents the evidence

supporting this form of development for future leaders in Wales and this is set within the context of Wales in part three. The All Wales Graduate programme itself is discussed in part four and the key areas of good practice and the challenges are presented in part five. These include the need for those graduating from the programme to operate within the context of the legislative and values base in Wales in new ways across service and organisational boundaries supported both financially and politically to deliver the best services. Conclusions are drawn on the programme and key issues relating to its outcomes are presented.

2. The Development of Future Leaders

Leadership and governance are both at the centre of public service improvement in Wales and in the UK more widely. Developing leaders who are well networked and are able to work collaboratively across a range of services is widely pursued and valued in today's public services (Needham and Mangan, 2016a; Hansen and Villadsen, 2017). Historically, the vast majority of public services are delivered by single departments or organisations without much co-ordination or collaboration with other similar services or with the citizen receiving them. In Wales, as elsewhere in the UK and internationally, it has been evident that this traditional way of working may not be meeting the needs of those using services or provide any level of value for money (Williams, 2014). Needham and Mangan (2016b) have identified a number of skills required for the 'The 21st Century Public Servant' and these include negotiator, commissioner and networker and with these skills, public servants of the future will have to work across services and organisations, in a range of sectors. The authors argue that in the future, there will be a "greater role for lead professionals and multi-disciplinary teams, increased scope for work shadowing and sabbaticals and stronger recognition of the generic and relational skills which make public services work for citizens". Further, the authors argue that, in the future, there will be "different kinds of professional training and development, opportunities to engage in cross-

sectoral training and facilitation of more reflective ways of working” (Needham and Mangan, 2016b, p.22). Pecukonis et al (2008) suggest that inter-professional training can help to undermine key barriers between professional groups.

Hall and Battaglio (2019, p.301) argue that “for the past 10 years, public human resource management has evolved from a focus on hard skills for public service to a greater interest in soft skills – those that are more interpersonal in nature”. These skills, it is argued, will play a major role in building the public service of the future. The need to respond to what is termed ‘wicked’ policy problems and put in place innovative services also places pressure on public servants of the future to be capable of responding appropriately to change (Dunlop and Ver Der Meer, 2017). In addition, there is also a need for public servants to operate with softer skills including political astuteness (Manzie and Hartley, 2013).

In part, the context for adapting leadership development programmes has been driven by the need to end ‘silo working’ and take on board the agenda outlined by Needham and Mangan (2016a) which requires new skills and competencies. Balle Hansen and Villadsen (2017, p.1556) highlight “decisions are made, public tasks are solved and public services delivered through complex networks of mutually interdependent actors from the public, private and voluntary sectors”. In this environment, public servants need to be able to lead in new and different ways and there is a need to reflect this in leadership development programmes.

Within any development programme, securing the appropriate content can be challenging and as this graduate programme is wider than the traditional ‘civil service’, health or policing, for example, there is a need to ensure validity across sectors. Halley (2015, p.48) asks a number of questions in relation to the training of civil servants in the US,

“what constitutes an able, experienced public executive with capacity to address emerging increasingly complex public policy problems? What training and development curriculum is appropriate when you are already at the highest level of the career civil service? What is or should be the relationship among and between the public policy problems confronting a country, the ways in which government agencies work, and a leadership curriculum to advance and keep current those who are top civil servants?”.

Whilst the All Wales graduate programme operates at a different level in relation to seniority, the questions however remain relevant in terms of what curriculum is appropriate to the policy problems and challenges which exist within a country. Halley’s (2015) conclusions point to a curriculum to reflect the ‘post bureaucratic’ era with features promoting collaborative leadership and one which fosters a ‘whole-of-government’ perspective.

There is no guarantee, however, that reforming leadership can lead to innovation and improvement in organisations (Miao et al, 2017) as there is mixed evidence on this. Bryson et al (2015, p.654) argue that in order to secure collaboration, there needs to be “ongoing sponsorship from people who have formal authority and championing from people who use mainly informal authority to engage partners in their mutual work”. This indicates that reforming leadership development programmes in itself is one part of the agenda promoting ways of working including collaboration.

3. The Public Service Context in Wales

The need to reform the public services to deliver services which are more focused on meeting the needs of citizens has been identified by politicians in Wales and this has led to legislative changes including both the Social Services and Well-being Care Act of 2015 and the Well-being of Future Generations Act, 2015 (WFG). These Acts together are aspirational for the citizens of Wales in terms of the objectives for the future and they present new challenges for leaders who need to work across service boundaries and with a range of different professionals

and citizen stakeholders to deliver appropriate services. Leaders will also have to operate within both traditional organisational governance structures and also with new systems of governance which are more fluid and key issues including responsibility and accountability need to be understood.

The WFG Act outlines a future around a more equal, prosperous, healthier, sustainable, globally responsible Wales with cohesive resilient communities, respecting the culture and language of communities and adopting sustainable development principles and practices. This future will require significant changes for many public organisations in Wales in terms of their current activities and will need them to engage much more fully with each other and with citizens to deliver services which are fully oriented around citizen's needs and securing the best outcomes. Organisations will have to collaborate and work across services and professions to deliver system change to achieve the well-being goals identified in the legislation. New and innovative ways of working will be required and those involved in leading, managing and delivering public services will all need to fully adapt to this changed agenda.

In shifting to new forms of service design and delivery, public organisations and those delivering services need to operate on the basis of five ways of working. These are:

- Long term - the importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs;
- Prevention - how acting to prevent problems occurring or getting worse may help public bodies meet their objectives;
- Integration - considering how one organisation's well-being objectives may impact on each of the well-being goals or on the objectives of other public bodies;
- Collaboration – services and organisations acting in collaboration with each other;
- Involvement - the importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.

The WFG Act also established statutory Public Service Boards (PSB), based largely on local authority boundaries which are made up of local authorities, Health boards, Natural Resources Wales and Fire and Rescue Services plus other invited organisations. These boards must assess the state of well-being in the locality, set out objectives in a Local Well-being Plan and take all reasonable steps to meet those objectives. The Future Generations Commissioner and the Auditor General are both able to hold public bodies to account and local authority scrutiny committees will ensure effective scrutiny of public service boards.

Alongside the legislative context of the WFG Act, an additional element of the new public service agenda in Wales is the ‘sign up’ of public and third sector organisations to the Academi Wales ‘One Welsh Public Service’ values and behaviours which emphasise the need for all public and third sector bodies in Wales to put citizens first, work for the long term and work together and these values sit alongside the WFG well-being goals (Academi Wales). The central idea is that when organisations work on the basis of these values and place them at the centre of their activities, it will lead to a more joined up, sustainable public services for the citizens of Wales.

In the future in Wales, it is clear that traditional ways in which public servants in single service sectors operated will not be appropriate for modern needs which will require working across boundaries with shared goals and principles. As organisations in Wales take on this collaborative agenda, there will be many challenges and opportunities, and understanding and recognising these will be central to the success or otherwise of attempts to implement this ambitious piece of legislation.

Rose (2011, p.151) argues that one of the biggest challenges in collaborations is inter-professional working. Different professionals “experience challenges arising from differing ideologies, working practices and priorities”. Rose’s (2011) research is focused on inter-professional working within children’s services and these challenges are likely to be magnified if the scale of collaboration is the whole of the public sector. Bryson et al (2015, p.654) also argue that “collaborations are unlikely to get off the ground without the involvement of sponsors and champions” and these will include leaders. In addition then to leaders and leadership, there will also be challenges associated with the “governance of collaborations through structures and processes for collective decision making”. Vangen et al (2015, p.8) highlight that the governance of collaborations involves “the design and use of a structure and processes that enable actors to direct, coordinate and allocate resources for the collaboration as a whole and to account for its activities”. In securing effective collaborations, leadership and governance will be central and it is these key elements that this graduate programme seeks to focus on.

As well as leading their own organisations, the leaders of the future will be required to lead through network arrangements which will be informed by user participation and co-production (Timmins, 2015). This type of leadership requires a particular skill set as it “seeks to affect change for the social good across multiple interacting and intersecting systems” (Leadership Academy, 2017). Leaders:

“are not heroic individuals who, through force of will or personality, achieve changes that others find impossible. Rather, they recognise the need to build alliances and collaborations by engaging their peers and many others in working towards a better future. They lead through influence and persuasion, recognising that delivering sustainable improvements usually takes time. They are also resilient in the face of obstacles, keeping faith with their purpose even when they encounter resistance. They have learnt how to work across organisational boundaries through networks that bring together services around the needs of populations and people who use these services. In the words of one

of the leaders interviewed for this report, system leaders succeed by ‘being comfortable with chaos’”.

In order to operate effectively, leaders will therefore require training and leadership development programmes. In addition, the nature of the leadership itself may also be adapted to a more distributed model where traditional hierarchical structures are replaced with flatter structures with more localised decision making and leadership responsibilities.

The second key challenge concerns governance and the public servants of the future need to be aware not just of the traditional accountability arrangements but those of network and collaborative governance accountability as well (Pierre, 2009; Swann and Young Kim, 2018). Effective governance arrangements for service delivery will need to be in place to ensure that public money is spent appropriately and good governance principles including openness and accountability are adhered to (ODPM, 2009) right across the collaborative network. Getting the right governance arrangements in place will allow different organisations to come together to deliver agreed services without undue concern for issues such as data protection and data abuses, for example. The effective operation of the Public Service Boards will ultimately be dependent on the existence of appropriate collaborative governance arrangements. It is clear from a number of public service failures that it was in part governance which ultimately failed allowing poor quality and below standard services to be delivered. For example, the Francis enquiry into health care in Mid Staffordshire found that:

"those with the most clear and close responsibility for ensuring that a safe and good standard care was provided to patients in Stafford, namely the board and other leaders within the trust, failed to appreciate the enormity of what was happening, reacted too slowly, if at all, to some matters of concern of which they were aware, and downplayed the significance of others" (Francis Inquiry, 2013)

A more recent example in Wales, and again within the health sector, is the failure of a health board to govern appropriately in relation to overseeing practices within maternity services within Cwm Taff Heath board (<https://cwmtaf.wales/>, Royal College of Midwives, 2019). The key findings of this internal report indicate evidence of dysfunctional systems, staff concerns about a punitive culture, poor leadership and a lack of interdisciplinary working (<https://cwmtaf.wales/>, p8).

Reflecting both of these issues, it was clear that in designing a new Masters programme, leadership and governance would feature prominently.

4. The All Wales Public Management Graduate programme

The ‘All Wales Public Management Graduate’ programme has been put in place by Academi Wales, the Centre of Excellence for Leadership Development in Wales and part of Welsh Government in order for public servants of the future to be better skilled, networked and service focused. The graduate programme is in response to the legislative context of Wales’ Social Service and Well-Being Act, 2015, the WFG Act, together with the Academi Wales Public Service values. The need for more collaborative leadership and improved governance are the key drivers of the graduate programme. The University of South Wales successfully tendered for the delivery of a Masters programme as part of the graduate programme and developed a new award – an MSc in Leadership and Governance. This award is currently only delivered as part of the graduate programme and is not offered as part of the University’s suite of masters programmes and does not feature on its platforms.

In shifting to the new agenda in public services, the values and behaviours already identified and drawn up by Academi Wales will be fundamental (<http://academi-wales.gov.wales/pages/one-welsh-public-service>). Securing ‘sign up’ to these values and behaviours from all of those employed in public services in Wales is important and clearly a part of this is ensuring that the graduates on this programme act as ‘change agents’ in their fields. In addition to getting the values and behaviours on to the agenda of all employees in the public sector, there is a need to ensure that those collaborating with the public sector also become fully aware of this agenda too.

A. Academi Wales – All Wales Public Management Graduate programme

Having undertaken extensive research into graduate programmes across the public and private sectors, this programme is made up of some traditional elements of graduate development, including the provision of a Masters qualification, incorporating coaching and mentoring as central parts.

The whole ethos of the programme is the need for graduates to have experiences across organisations to enable them to work collaboratively and to view challenges and identify policy solutions from multiple perspectives in their working lives. In securing this, the aim is for graduates to have up to three placements within the two year programme, for them to work on the same issue or challenge in their placements to allow them to review it from multiple perspectives. The placements, with the required level of co-ordination from one to the next, are intended to provide public servants of the future with two benefits. First, graduates should gain a wider perspective on policy issues and their resolution within the context of the legislative

framework in Wales. Secondly, through their placements, graduates should develop a network of contacts across services and organisations which will be beneficial in the future as they seek to effect change and service improvement. The intention is that having a wider perspective on policy issues will impact on improvement in the future.

In order to identify appropriate placements for graduates, Academi invited ‘expressions of interest’ amongst public and third sector bodies. In particular, a key element of this is that organisations were asked to work collaboratively to create appropriate and purposeful graduate roles. Panels made up of senior public and third sector leaders were convened to review each of the proposed placements to ensure quality of the working experience for graduates, the appropriate development stretch, the opportunity for successful delivery and potential spread of good practice between organisations. An example of one of the placements focused around the challenge of domestic violence in an area and for this, three services came together to work on this issue collaboratively. These were the police, a local authority and a local health board. Once the placements were refined and agreed, a key issue was that they were organised around both around an issue or challenge and that they were in the same locality. The significance of the issue has already been presented. In relation to the need for the placements to be in the same locality, this was deemed important to ensure that the graduate had impact across their placements and also in light of the well-being agenda for the graduate themselves in terms of travel and access to organisations.

In relation to the recruitment of the graduates, the programme was advertised during the Winter/ Spring of 2017/2018 and it attracted a total of 1057 applicants. After completing an on-line

assessment, a total of 145 graduates were successful. These were invited to ‘Assessment Centres’ across Wales to undertake a range of management scenarios. These included one focused on the organisation and delivery of a town centre Christmas fair with few financial resources, for example. The scenario required collaborative working, prioritisation, delegation, decision making and also leadership. Candidates also undertook group exercises which demonstrated their leadership skills and their ability to influence without ‘positional power’. A new ‘strengths based’ recruitment model was developed specifically for the selection of appropriate graduates using evidence that this form of recruitment, as compared to competence models, elicits appropriate behaviours (Bibb, 2016). A total of 50 graduates successfully completed this element and this number were interviewed. Following this stage, a total of 27 graduates were successful and from this number, 16 graduates were appointed. They were informed of this in June 2018 and the graduates started on the programme in September, 2018.

B. MSc Leadership and Governance

The University of South Wales designed a new award, an MSc Leadership and Governance, to be delivered as part of the graduate programme. The award has been designed with some key inputs from Academi Wales and is based on the concept of the delivery of public services for the benefit of citizens, rather than public organisations and this represents a shift away from thinking about the providers of services to those receiving them. The citizen is at the centre of this shift and the Masters award in Leadership and Governance is at the heart of where public services need to be – citizen focused. Concepts of co-production, co-delivery, co-design and in some situations, co-leadership, feature prominently and also collaborative working, not just with other public organisations, but with the third and private sectors and also with citizens. As evidenced in the ‘21st Century Public Servant’, ‘softer’ skills

will need to feature more as well as dedicated public management and professional knowledge (Needham and Mangan, 2016b). Understanding political situations, whether they are party political or not and being able to operate effectively in these will be important for graduates and this award exposes graduates to a variety of cases (Manzie and Hartley, 2013; Hartley, et al, 2019). Regardless of which bodies or organisations deliver public services, having effective governance and scrutiny arrangements in place will be fundamental as will the shift which is required from the leaders of organisations. Different approaches to leadership will be required in public services of the future and it is these which the new Masters award seeks to develop.

The aim of the MSc Leadership and Governance award is to develop the critical thinking, knowledge and skills needed for an understanding, critical appraisal and application of the theories and techniques relevant to the field of public service management. In addition, the course aims to enhance participant's confidence in the analysis of organisations and the public services they deliver, public policy problems and overall, solutions around these informed by financial and non-financial data and also to enhance participants' key analytical, evaluative, problem solving and risk assessment skills.

The teaching on the Masters programme is delivered in blocks of two days which include one over - night stay where a guest speaker is invited in to talk to the graduates. This aspect is focused on developing knowledge through personal experience and also extending graduate networks which are fundamental to success as a public servant (Brunetto et al, 2018). The MSc in Leadership and Governance operates with a 'problem/issue-based learning' approach that engages directly with the issues facing Wales as a contemporary society, the devolved countries of the UK and the UK itself and the world at large. From the outset, participants will be actively involved in their learning as active producers of ideas, working collaboratively to develop a range of analytical tools with

which to gather and process information and craft potential solutions to authentic and real problems and issues in society. The very first module is ‘Being a Reflective Practitioner’ and this develops learners as critical thinkers seeking to improve and develop both themselves, the services and the organisations within which they are employed. Focusing on problems, challenges and resolving these are at the centre of this immersive learning environment, where the objective is to provide graduates with a core sensibility and analytical tool-set highly applicable to and in demand for a wide range of professions, setting them up to be intellectually flexible, articulate and imaginative, as well as keenly efficient practical problem-solvers in the new careers of the 21st Century. The learning and teaching process is set within the context of the values and behaviours set out in the ‘One Welsh Public Service’ including the need to work long term, in collaboration with other professions and services, taking on the ‘respect’ agenda and ensuring that the focus of all services is both on improvement and on the citizens receiving them.

The modules on the MSc Leadership and Governance and the credits which are attached to each one are presented in Table 1 below and these subject areas were identified and developed to best fit the public service context in Wales.

Table 1: MSc Leadership and Governance Modules and Credits

Modules	Masters level Credits
Being A Reflective Practitioner	10
Political Awareness	10
Understanding and Challenging Performance	20
Governance and Scrutiny	10
Leadership, Innovation and Change	20
Collaborations and Partnerships	20
Programme Leadership	10
Leadership and Governance Work based Learning 1	20
Leadership and Governance Work based Learning 2	20
Leadership and Governance Research Project	40

In addition to traditional academic subjects, work-based learning modules have been included in the award and here graduates focus on using academic knowledge to reflect on practices within their work placements. Throughout the programme, graduates are expected to develop as ‘change agents’ fully focused on meeting and managing current and future service needs in terms of service improvement. In addition to traditional classes, masterclasses and guest speaker programme, the graduates regularly engage with both Academi Wales and the host placement organisations, their mentor and their coach in relation to their performance, personal growth and the impact which they are having. They regularly deliver presentations to senior leaders within their placements and to others within their network.

5. Good Practice and Challenges – Developing Public Servants for the future

In the development of the new All Wales Public Management Graduate programme, there have been many areas of good practice identified and also some challenges. In terms of good practice, shifting from traditional organisation based leadership models to the leadership of services requires new thinking and demands that services and organisations work together differently. It is evident that there is much enthusiasm in public services in Wales to work together, to break down boundaries and to be citizen focused. As evidenced by the willingness of many organisations to be involved in the programme through placements, it is clear that traditional hierarchies can be broken down when aligned to a clear reason and purpose for doing so. Graduates are working in roles across organisational boundaries and focusing much more on the service aspect, the joined-up service which citizens expect.

Clearly, attracting the high number of applications indicates that graduates were very interested in the positions on the programme. Central to their development is the promotion of soft skills

which have been identified as being really important in effective collaboration (Hall and Battaglio, 2019). These ‘soft skills’ are a key part of the Masters programme and included in modules in ‘Political Awareness’ where the assignment involved a reflection on the use of these skills by colleagues within the workplace and their relevance. Graduates used the frameworks put forward by Manzie and Hartley (2013) as part of their ‘political awareness’ reviews. ‘Soft skills’ have also been developed within the additional programme of behaviour based courses organised by Academi Wales for the graduates.

Getting the programme in place and working right across the public and voluntary sectors has been in itself an achievement in view of how diverse these sectors are both in funding sources and how they are organised. Added to this issue is the geography of Wales, where it was the intention to bring those involved in the same ‘challenge’ locally together. This was achieved in almost all cases in terms of the graduate placements.

In relation to the challenges, the initial challenge in getting the programme started was the employment arrangements for the graduate group. With massive diversity across the public and third sectors in pay and conditions, it was identified that due to complexities such as these, local employment arrangements would not be possible. Consequently, Welsh Government agreed to be the host employer thereby assuring harmonious terms and conditions for the graduates. Whilst this resolves the host employer aspect, there are on-going differences in local arrangements such as travel pay, flexible working and IT access. These are managed on an on-going basis.

Another challenge early on in setting up the programme was getting organisations to really work together and this is harder in reality than it first appears. Professionals are familiar with

working through their own solutions to problems and issues and getting them to come together to focus on a policy issue or challenge and for this to then to become the focus of the graduate's work was not without some difficulties. It has involved some 'letting go' from the organisations themselves and to a sharing of resources, some of this involving graduate time. One example which has emerged is that whilst Public Service Boards have a published joint delivery plan and in theory would operate as an ideal environment for a graduate placement, in practice, although with some notable achievements, the majority of graduates placed in PSBs have encountered the challenges of organisational boundaries and traditional command and control leadership approaches.

From Academi's perspective, getting organisations to come together around an issue or challenge was easier in some areas more than others. Their willingness to come together around the issue was clearly related to the characters of many of the key individuals involved in identifying the placements. Those with 'soft' skills such as understanding, persuasion and a willingness to change were those who were most likely to volunteer to be involved to host a placement. The human (softer) skills are key to this such as influencing, relationship building, broker, persuader (Needham and Mangan, 2016a). Some organisations, despite some pressure, did not wish to participate in the programme at all. It is clear that despite the legislative context of public service delivery in Wales, not all organisations are ready or willing to adopt new ways of working.

The All Wales graduate programme is currently a pilot programme and it has been agreed by the Minister in Wales that it will be extended resulting in a new cohort to be recruited every two years. The next graduate programme is expected to be launched in the Summer of 2020. It is anticipated that those who complete the programme will be employable right across the

public and third sectors and this clearly shifts the model of recruitment in Wales away from the separate recruitment of civil servants, NHS professionals, local government staff and others to a much more integrated public service model. Whilst this model of leadership development for public servants of the future has only been in place for this group of graduates, the challenge will clearly be to have this approach put in place right across public service recruitment. It may be that some sector groups will resist this form of training as cautioned by Pecukonis et al (2008, p.420). Within the health care context, these authors highlight that “it is difficult to prepare health professionals to work across disciplines when most, if not all, profession specific education discourages cooperation between professionals”. This argument may be even stronger as the all Wales graduate programme not only operates within health but the wider public services.

For the University, this award has been designed specifically for the graduate programme and clearly, working closely with Academi Wales, has required flexibility in relation to approach and delivery arrangements. For example, this pan Wales award has meant that teaching is delivered right across Wales outside of the traditional academic premises. In addition, the programme does not operate on the usual academic calendar in terms of submission dates, examination boards and graduation. Clearly, developing awards within the context of tenders can be complex and require academics to operate in new ways. There is also the need to reflect the bilingual requirements of Wales within all aspects of the Masters programme including the submission of assessment work in Welsh.

The graduates on this pilot will be completing their programme in the summer of 2020. They will then have to apply for employment positions and given their experiences, they have ex-

expectations that they will gain job roles commensurate with their skills and expertise. The challenge will be to what extent organisations in Wales will be ready to employ these 21st Century public servants. Wales has now created a cadre of leaders to operate in the new ways of working, in keeping with the legislative and values context in Wales and there is an expectation that they should be well received in the workplace. This is a key challenge for many currently employed within the system.

This graduate programme is a small one and expecting it to have the impact on the agenda set out within the legislative and current context of public services in Wales is a big ask. Clearly, scale is an issue, though as the programme becomes embedded within the system with additional cohorts, it is likely to have this impact. Applying this approach to the training and development of future leaders into other areas of the public sector in Wales will be key. This would therefore mean that professionals right across public services in Wales would participate in more joint leadership and development programmes so that key messages including those around collaborative working, the need to be citizen focused and working for the long term are embedded.

6. Conclusion

This paper has focused on a new graduate programme for the development of leaders for the future in Wales. The programme is built on a foundation of the public servant of the future with a range of skills and experiences across a variety of services. The paper has set out the evidence base supporting this programme of development for future leaders and also the context of public services in Wales. The graduate programme has been presented and key areas of good practice and some of the challenges have been presented. We conclude that following their programme, these graduates will be moving into the workplace and a big issue is the extent to

which they will be able to operate effectively across service and organisational boundaries. Legislation and the requirement to operate within the 'One Welsh Public Service' values support this and there will be a need for continued political championing and funding of this development programme by the government.

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