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# EDUCATION FOR LEADERSHIP

THE INTERNATIONAL  
ADMINISTRATIVE STAFF COLLEGES  
1948-84

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A. T. CORNWALL-JONES

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**EDUCATION  
FOR  
LEADERSHIP**

*For Joan*  
*Giving thanks always for all things.*  
St Paul to the Ephesians

# FOREWORD

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C-J, as the writer of this book was universally known among those connected with the higher direction of the war in both London and Washington, was a captain in a Gurkha regiment, seconded in early 1939 to the Committee of Imperial Defence for a brief period. He was never to return to his beloved Gurkhas again. When he retired in 1950, he had been for a number of years in the military secretariat of the Cabinet. After May 1940 he had been fully, and with increasing responsibility, at work in the Churchill war-making machinery. After the war he continued to be fully involved in serving those who were coping with the great problems of reorganising our defence services in Britain's markedly changed circumstances.

His job had been for more than ten years to remain one of the clear-headed generalists amidst a wealth of exceptional talent in many specialised fields and amidst a weight of service and professional experience also. His constant concern was to set down promptly and succinctly on paper the fruit of the interplay of these many and diverse minds whilst retaining the whole time the confidence (in many cases the confidences) of those amongst whom he worked.

I had seen him at work during much of the war. When I learned in 1950, not from him, that he was retiring, I believed that his almost unique experience could be of great value to the Administrative Staff College at Henley, which was just emerging from the formative period of testing the market for what it had to offer and was going on to consolidation and planning for future developments.

The basic idea upon which the college was founded emerged slowly from a series of discussions of a small group who invited, over a period of three years, more than a hundred people – leading politicians, industrialists, bankers, civil servants, trade-union officials and academics – to discuss with them their concern that after the war, when great changes were to be expected, very heavy burdens would be imposed on those moving from

middle- to higher-management responsibilities in many different sectors of national life. The discussions had ranged over the whole of management development. In early 1945 it was necessary to narrow the range. Under the leadership of Geoffrey Heyworth, their chairman, the group decided to concentrate upon the needs of those moving from 'departmental' to higher management. On behalf of the group (now the Court of Governors of the Administrative Staff College, recently incorporated) Sir Hector Hetherington, Vice-Chancellor of Glasgow University, wrote an article for *The Times* in November 1945 setting out the main objective of the College:

A time comes in eight or ten or fifteen years when, having learned and practised his calling, a man does well to cease for a little from action and to think about what he is doing, and why and how he is doing it. That is apt to be the most fruitful educational phase of all. The best thinking springs from practice; but a man who, by thinking, has more thoroughly possessed himself of what he is and does is ripe for greater responsibility.

A few months after the publication of this article I was given the responsibility of translating the ideas of the group into practice: to design a course of studies suited to the special needs of those for whom it was designed and to build up a staff to prepare the detail of the course and to put it into operation.

The project was particularly hazardous because to an unusual degree the success of each course would depend upon the qualities of the individuals sent to it and the relevance of their different experiences in industry, commerce, finance and in different areas of public life. (It should be noted that the college was a private-enterprise organisation with no government grant, relying for its finances upon the support which it could command.) It was a cliff-hanging experience in facing which we could do little to help ourselves. After the first three or four sessions (as each of the separate courses was called) we began to get nominations from firms and public departments who had sent people to the earliest sessions and were renominating. It was clear that the basic idea had got across correctly. The right kind of people were being sent and the qualities and experience of new nominees were settling down at higher rather than lower levels of ability and experience. By the beginning of 1950 we regarded the evidence as conclusive. We increased the directing staff and planned much needed changes and improvements on the buildings, which were then held on short leasehold but were shortly to be purchased.

There had from the first announcement of the setting up of the college been considerable overseas interest in what it proposed to do, but until we had tried out the methods we intended to use, there was little that we could show or tell to visitors. By 1950 that phase was over. By that time we had had several hundred visitors, including many from different countries who had come to see what we were doing and how we had set about it. It was in the late spring of that year that C.-J. retired from the Cabinet Office and joined the directing staff of the Henley College.

The basic method, which the college was developing, was designed to demonstrate the processes by which different specialisations and diverse practical experiences contribute to the formation of policies and to the introduction of changes in organisation and structure necessary to bring them into effect. In these circumstances C-J's transition to the directing staff at Henley was not very difficult: it involved him in demonstrating, in much less tense circumstances, an art acquired under the pressures of grave responsibility. In addition it required accepting responsibility for all those with whom he worked and an interest in their needs. This had been the basic training of regimental officers in the inter-war period.

C-J joined Henley at the beginning of the eighth session, May 1950. By that time we had learnt a good deal about the demands made by the Henley method upon the directing staff. Each took charge of one of the six syndicates, session by session. This involved him in having contact with ten diverse, mature and experienced men or women for virtually seven days a week throughout their 11-week course with three 4-day weekends off. It involved, too, taking a significant part in arranging and introducing material of many different kinds needed for the work on each part of the course. The Henley course was short in comparison with the typical 8-9 month courses provided at that time in, for example, America, for 'managers' with comparable practical experience to those who came to Henley. The shorter the course the more thorough and comprehensive must be the preparation. Fortunately, as it now seems with hindsight, the long delays, due to the economic circumstances of 1947-8, in securing stationery, telephones, adaptation of buildings and all the paraphernalia needed for a residential course, gave the small group of five, which prepared the first course, 12-15 months to do so instead of the planned 3 or 4 months. The relevance and the importance of adequate and relevant preparation will be apparent in each of the main sections of this book. With the completion of more than a hundred courses at Henley this is still the case. The current prospectus for the General Management Course reads: 'The Henley method involves unique care and attention to the learning needs of individual course members.' It also requires the materials provided course by course to be updated, modified and rearranged to meet changing economic and political circumstances. This has proved to be equally necessary in the overseas colleges with which C-J was concerned.

To meet the considerable overseas interest in the college the first thing we were able to do was to include session by session, as we greatly wished to do, five individuals whose educational and practical experience had been outside the United Kingdom. One of the consequences of this was that by 1950 we began to receive an increasing number of requests for assistance in setting up comparable colleges in other countries. In response we were able to provide opportunities for senior people to visit Henley as observers, to see the work in progress, but the number of Henley staff with adequate experience was still too small to enable us to spare one of them for the substantial period of time necessary to assist in planning a Henley-type course appropriate to local circumstances and to see it through at least a first session. However, by 1953 and the completion of eighteen



courses at Henley, it began to appear that there might be substantial advantages to the college as a whole, as well as to individual members of the staff, in accepting invitations to help in setting up new colleges by lending a member of the staff for the development period. There was a double advantage in doing so.

As has already been shown, the demands made upon the directing staff by the Henley method of work were unusually heavy. Relief from having to take three syndicates a year was essential to maintain vitality and widen the experience and interests of the staff, not to mention some relief to wives for the disturbance to home life made by the demands of each session. It was not at that time easy to find an appropriate solution to this problem. The individual needs of the staff differed widely. Some with specialised interests in one or other part of the course could fruitfully spend a period of six months (i.e. one session preceding or following the long summer recess) in pursuing their major interests. Others with continuous sessions off had a period long enough for observing, and in one or two cases participating in, advanced management courses in other countries, where quite different methods from our own were used. But for some perhaps the best stimulus of all could be to help plan, in a new college abroad, a course suited to local conditions and to see it through at least a first session. This would require at least eighteen months absence from Henley.

With these considerations in mind, we began as early as 1951 to develop a new policy. Each member of the directing staff was expected to take a syndicate at Henley for eight out of each successive series of twelve sessions; that is to say, an average of one session 'out-of-syndicate' in each calendar year. Each member of the staff was encouraged to make his own plan for periods when he would be out of syndicate, the college undertaking to assist him in making suitable arrangements. We increased the permanent directing staff to make possible the new arrangements. Instead of a permanent director of studies, each member of the directing staff took his turn for a year as director of studies. By this means an increasing number of the staff improved their knowledge of the course as a whole.

This policy was introduced gradually. About two years after its introduction it became clear that well-grounded requests for help in setting up colleges in other countries could no longer be declined. In the autumn of 1953, at the invitation of four such countries, I spent twelve weeks in visiting Australia, New Zealand, India and Pakistan. Two of these were already intent upon setting up their own colleges. Australia was making preliminary enquiries while New Zealand had been running successfully, without much formal organisation, periodical comparable courses. As was to be expected, the sources and strength of local support for setting up a college differed widely as did proposed financial arrangements. But there was no doubt that some substantial institution would emerge in each case. Australia was the first off the mark closely followed by India, which is only briefly mentioned in this book as another member of the Henley staff, J.W.L. Adams, went to Hyderabad to help Principal Shrinagesh to set up

the Administrative Staff College of India. In Australia a group of enterprising members of the business community acted with promptness and decision. I was told the night before I left Sydney, in October 1953, that they had already taken the first steps to bring into legal existence the Australian Administrative Staff College. Subsequent steps, including finding the right principal, took longer. It was not until the spring of 1956 that Sir Douglas Copland, the first Australian principal, was free to pay a lengthy visit to Henley to see the college at work. At the end of his visit he asked for the loan of a member of staff to work with him in preparing a suitable Australian course and to see at least one session through. I left him to make his own selection. He told me before he left that it was to be C-J, whom he later invited to join him. C-J takes up the story in the first overseas part of this book.

There were longer delays in setting up a college in Pakistan, but by 1959 it was decided to go ahead. The first principal, Mr A.K. Malik, visited Henley and asked for assistance. Given a free choice he invited C-J to join him in Lahore. The reputation he acquired in coping with the distinctly different circumstances in these two assignments resulted in a personal invitation to him to give like assistance in the Philippines. Later, after he had passed the Henley retiring age, he undertook to give brief service to Ghana.

The pages which follow speak for themselves. They tell of the enthusiasm of C-J and his wife for the work he had been doing at Henley and the relationships established there with his colleagues and with members coming from overseas countries who had worked with him in syndicate. He had a keen desire to share these experiences with others. His loyalty to, and co-operation with, the principals setting up colleges in their own countries was the basis of his success. Each of the overseas colleges has, in its different way, contributed to the understanding of and to improvements in the original experiment and to each other's growth. There is an increasing number of them, only some of which can be included in this book. It is greatly to be hoped that they will all continue to benefit mutually by the exchange of experience and that each in the changing circumstances of today will feel able to extend help to any interested newcomers.

Sir Noel Hall,  
First Principal,  
Henley Administrative  
Staff College

# PREFACE

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This book is concerned with the years 1950-70, which I spent at home in the United Kingdom and abroad in the service of The Administrative Staff College at Henley-on-Thames. Its main purpose is to discuss the issues I encountered in helping others who, in Australia, Pakistan, the Philippines and Ghana, wished to make some use of the ideas for which the Henley College then stood, and in the process to contribute a little to an understanding of these Staff Colleges and their original aims.

Of these twenty years, I spent in all nine in the Henley College itself and eleven in these other countries and in the coming and going over the miles between them.

I was fifty years old in 1950 and had just retired from the Army. I had had a wonderful twelve years with a battalion of Gurkhas in India, a couple of years at the staff college at Quetta, half a dozen years on the staff in district and brigade. By 1939, when the war came, I had already begun what turned out to be a series of appointments which took me from the Chiefs of Staff Organisation in London to the Defence Committee in the Middle East, to the Anglo-American Combined Chiefs of Staff in Washington and, ultimately, in 1946 to the Inter-Service rump of the Chiefs of Staff Organisation, which remained in the Cabinet Office when the Ministry of Defence first appeared. For these last eleven years, I found myself working with people who were making history in and just after the Second World War. It was intensely interesting and stimulating but the lack of field service and command experience in it was not going to open up for me the prospect to which I aspired.

This meant, then, that I had to set about seeking a new and enduring career and I count myself fortunate to have found it with a private enterprise – The Administrative Staff College at Henley. I was not certain in my own mind how far I would be able to meet what was required of me in this new life; but when in March 1950 I went down to Henley with my wife Joan, to talk it over with Mr (later Sir) Noel Hall, whom I knew well

in the war, I was impressed with the task he had taken on. I saw some affinity between the work I had already done and that which would be required of me in his college. It would be a big step to take and I did not want to make a mistake, but it held some fascination for me at once. I was to be concerned with the development of middle managers drawn almost entirely from civilian life – from private enterprise with its immense variety, from the Civil Service, diverse enough in itself, from the nationalised industries and their surrounding controversies; in fact from all three sectors of the economy, each with its own purposes, conventions, traditions, practices and prejudices. I felt this was 'It'. Noel Hall seemed to want me. So at the end of that day I threw caution to the winds, went home and three months later retired from the army and joined him at Henley. Neither my wife nor I had any idea of the interest the college was to evoke or the opportunities it was to open up for us; least of all did we imagine that it would claim our involvement for the rest of my working life.

The college had started in 1948 and had hardly settled down when applications to send men on its sessions began to arrive from other countries, mostly but not all from the Commonwealth. These were welcomed, not least for the diversity they added to the basically British composition of each session. They seemed, too, to have been satisfied by their experience. As the number of applications increased, their nominators came to visit Henley to see for themselves; and then some of them showed interest in having a similar type of Staff College of their own. Noel Hall gave enormously of his mind and of his time to all such inquiries and interests, and in due course made substantial visits overseas to any so-minded to help them think it through. When at the next stage most of the overseas principals asked for a man from Henley to help them get started, I frequently had the luck to be invited. My wife and I left our growing family behind at school in England and shared in the whole experience.

By the time my first chance came, in 1957, I had been at the college for seven years and was on the way to discovering what it was trying to do and how it was doing it. I had got to know well a great many people in the three sectors which the college sought to serve – private enterprise, nationalised industry and government. I had been inside the plants and premises of goodness knows how many enterprises, both public and private, and visited some Government departments I had never seen before. I had been instructed briefly in the mysteries of cost accounting, in the complexity of the wages structure in the engineering industry, encountered some, but all too few, trade unionists, and sweated through the best part of a sabbatical year preparing some case studies for the Institution of Works Managers. I felt I was learning. There was a fund of knowledge and talent in the membership of a syndicate of eleven and in a session of sixty-six, which could be tapped on the site, and outside the college a community from which talents of almost any kind could be marshalled with a little foresight, so that many of the gaps in the skills and knowledge available in a small team of staff could be filled from other sources. I suppose we on the staff had particular difficulties of our own in

so wide a course of studies. I certainly had, as the reader will see in due course. But we had much in common with members because we all had some experience in management, albeit in different fields. This, I discovered gradually, was an asset. It seemed to make us sensitive to members' needs. It certainly made us, and members, more aware of our strengths and weaknesses.

The course of studies was structured, unfolding gradually in a way which sought to help members build on what they knew already and go on to more complex matters later in the course. The subjects, carefully delineated in their boundaries, were fitted together to make sense in members' minds, contributing to each other as they went along. Pressure on the individual fluctuated as his responsibilities varied in the course. Days were long, but there was some time, every now and again, for more than just work.

Most of the small directing staff were a bit older than the members of each session but there was no master/pupil relationship. This did not mean that there was no teaching. What it meant was that teaching was two-way traffic. It took some time to find this out and see in perspective the discretion each member of the staff had in deciding whether, when and how to try and help, or whether to 'let 'em find out for themselves'. I enjoyed the exercise of this discretion, but it was responsible business, more in it than was often imagined. As members of the staff, we were free to develop our own style. Within the boundaries of each subject and inside the general concept of the staff role there was a lot of room for manoeuvre if one was interested in the idea of helping maturing men and women develop. Yes, I had been lucky. I had found another career which was full of interest as I had sensed that day in March 1950 with Noel Hall.

As we came to the end of the assignments, and much later to the end of this book, I was perplexed as to the manner in which Joan and I, who had shared so much of the whole experience, could give thanks to all those who helped and encouraged us on our way. We had met and made friends among those who had put their faith and belief into their new college and their energy, determination and enthusiasm into getting it established. I worked intensively with the principals and their staffs, helping them to organise and run their early courses. I worked during session with the scores of members who came and went on these courses and many of the streams of local men and women who were invited to contribute to college discussions. In the developing world we met many of the host of foreign consultants who were offering their varied skills and who were usually ready to stimulate us in one way or another. We had witnessed the wisdom and the generosity of the Ford Foundation and the men and women who had made it work. We had also lived and worked among the people of the lands in which we found ourselves, sharing in their lives where circumstances and language permitted, motoring where we could, walking the fields, climbing the hills, bathing in the rivers and seas, and so often thrilling to the grandeur of what we saw. Everywhere we were made welcome. Everywhere help was needed and we so often received what we sought. Thus was our task made possible and rewarding.

Finally, so many personal friends encouraged me to press on with the completion of these accounts. From all these sources of strength and support a few names appear naturally in the text as part of the stories I have told. I pray that all those who do not so appear will forgive me for not mentioning them by name – that they will absolve me from the charge of ingratitude. Their faces, their personalities, lie embedded in the rich memories they gave us as we enjoyed the privilege of living in Henley and, for a while, in Australia, Pakistan, the Philippines, India and Ghana.

C-J  
Snowball Hill  
Russell's Water  
Henley-on-Thames  
July 1980

# ACKNOWLEDGEMENTS

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After my husband died in August 1980, I spent the next four years preparing his book for publication. I should not have been able to do this but for the support and friendship of many people in the countries he writes about, and especially Mr J.P. Martin-Bates, principal of Henley 1961-72, and Mrs Barbara Margerrison, principal's secretary 1966-70, registrar 1970-80. To them all, thank you. I am also deeply indebted to the present principal of Henley, Professor Tom Kempner, for his support and financial assistance in making publication possible.

In the spring of 1983 I was saddened by the death of Sir Noel Hall, the founder and first principal of Henley, without whose vision the philosophy common to all these colleges would never have been established.

C-J and Noel met in the War Cabinet Office in 1940. Their paths crossed many times during the war and they worked together from 1950 when C-J joined Henley. I would like to offer the work I have put into this book in memory of them both.

Joan Cornwall-Jones  
1984

# GLOSSARY OF TERMS USED

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Administrative Staff College is the title used in Britain, Australia, Pakistan and India. In the Philippines the parallel term used is Executive Academy; in Ghana, the College of Advanced Management. Sometimes it is convenient to refer to the different colleges by the name of the place in which they are located, and sometimes the name of the house in which they are accommodated. Thus I refer to:

The British college as Henley, which is the town nearby, or Greenlands, which is the name of the house in which it is accommodated.

The Australian college as Mount Eliza, which is the town nearby, or Moondah, which is the name of the house.

The Pakistan college as Lahore, which is the city in which it is situated.

The Philippine Executive Academy as the academy in Manila or in Baguio, the former being its headquarters, the latter the place in which its sessions were actually in operation.

The Indian college as Hyderabad, which is the city in which it is located, or as Bella Vista, which is the house.

The Ghana Institute of Management and Public Administration had two wings – The College of Advanced Management and the School of Public Administration – both of which live in the Achimota area and operate under the same director. Together they tended at the beginning to be referred to as GIMPA, the college being referred to as the Ghanaian College.



## The Title of Principal

Except in the Philippines, where the title was that of administrator, and Ghana where it was director, the chief executive was referred to as principal.

## Session

This word was used in all the colleges except Ghana to describe the body of members who attended the 'senior' courses, which were then their sole preoccupation. It was used to distinguish them from the more common word 'term', which seemed to imply some connection with previous terms, e.g., in schools or universities, whereas, in the Staff College concept, nobody on arrival had any connection with any previous session, each of which started from its own beginning.

## Syndicate

The term used to describe the small group of ten or eleven carefully mixed people to whom much of the work in these colleges was assigned. In the Philippines the term 'panel' was adopted in its place.

## Modified Syndicates

These were based on the same criteria as ordinary syndicates but the membership was different. The object was to enlarge each individual's experience of working with others.

## Specialist Syndicates

The specialist members of the session – e.g., accountants or marketing men – were brought together to discuss special problems in their own fields and subsequently to make their conclusions available to the rest of the session.

## Members

Various terms were used to describe the individual who attended these 'senior' courses at the different colleges – participant, student, member. I