**INTER–AGENCY STANDING COMMITTEE WORKING GROUP
59th MEETING**

**22-23 November 2004
UNHCR - Geneva**

IASC TF on Training: Emergency Team Leadership Programme Proposal

Circulated: 8 November 2004

**The IASC Emergency Team Leadership Programme:
A Proposal from
The IASC Task Force on Training
25 October 2004**

Emergency Team Leadership Competences

Summary: This paper presents the IASC Task Force on Training's proposal for the creation of an IASC Emergency Team Leadership Programme (ETLP). Part One (pages 2-4) of the document presents the rationale, objectives, design principles and proposed workplan for moving the initiative forward. Part Two, which is a background document, presents the results of the IASC Task Force on Training's needs assessment on emergency team leadership and the proposed Competency Profile for Emergency Team Leaders.

The IASC Emergency Team Leadership Programme:
A Proposal from the IASC Task Force on Training

Part One

Introduction

This paper presents the IASC Task Force on Training's proposal for the creation of an IASC Emergency Team Leadership Programme (ETLP). Part One of the document presents the rationale, objectives, design principles and proposed workplan. Part Two presents the results of the IASC Task Force on Training's needs assessment on emergency team leadership and the proposed Competency Profile for Emergency Team Leaders.

Rationale for the Proposal

In the last decade the importance of effective humanitarian action has steadily increased while at the same time concern has been raised that the concept of humanitarianism itself may be at risk[1]. What is the humanitarian community doing collectively to foster effectiveness, efficiency and professionalism in emergencies, in team work and in leadership?

In response, individual organisations would argue that their own development and training efforts intend to achieve these aims. At present, however, there is no systematic inter-agency leadership or management training, although some agencies offer learning opportunities with cross-organisational participation.

Collectively, therefore, the question persists. What is being done together? Is there a need for initiatives that work across organisations and foster cohesion and improvement for the humanitarian community as a whole?

The answer of the Inter-Agency Standing Committee Task Force on Training to this question is that yes, there is a need for such initiatives, and the place to start is with **emergency team leadership**.

Emergencies are characterised by rapidly changing conditions, complex and often insecure environments and competing urgent priorities (including life and death decisions). In a context of poor and incomplete information flow; rapid staff turnover; unclear and developing policy; an absence of systems; multiple actors and agencies without clearly defined roles; high pressure, stress and high expectations, the leadership challenges are enormous. Teams must be formed quickly; planning must be managed while concurrently responding. Decision-making must be fast in the face of confusing and conflicting information. Leadership in emergencies is key because the effectiveness of an emergency response is directly linked to the quality of the emergency teams on the ground. While emergency team performance is subject to a wide range of variables, experience has shown that the success of an emergency response team is inherently tied to the competence and effectiveness of its leader. Strengthen the leadership, strengthen the team. Strengthen the team and help ensure success.

The Inter-Agency Standing Committee Task Force on Training proposes the creation of an Emergency Team Leadership Programme with the target audience for the ETLP being potential and current emergency team leaders drawn from the IASC membership.

While individual agencies do have training programmes, these tend to focus on emergency management. There is only limited cross-organisational participation. There is no systematic interagency leadership development programme. This is where the ETLP will add value.

Objectives

The ETLP will provide a means for potential and current emergency team leaders to learn together and to share experience. Using the Emergency Team Leaders Competency Profile[2] as its

---

[1]

[2] See Part Two of this document which presents the Emergency Team Leader Competency Profile.

foundation, the programme will also foster establishment of networks and mentoring relationships across organisations. The programme will strengthen the quality of leadership in humanitarian operations, support stronger coordination between agencies, and foster the development of best practice in emergency leadership and management. The programme will also contribute to the creation of a larger cadre of trained and experienced emergency team leaders available for deployment to emergencies. Over time, the programme will contribute to the development of a body of knowledge of emergency team leadership.

Nature of the Emergency Team Leadership Learning Programme
The Emergency Team Leadership Learning Programme will be a blended learning programme involving a combination of self study, sharing/ networking, workshop/ simulations, and application. Implemented over a two year period, each year there would be a "class" of thirty individuals enrolled in the programme drawn from across the membership of the IASC. Members of the second year "class" will be paired with the first in a mentoring/ coaching relationship. The programme will foster a culture of professional development and peer support, taking into account the need for a reasonable work/life balance. It should also provide incentives for emergency deployment that will ultimately contribute to retention of highly effective team leaders.

Design Principles and Criteria for the ETLP
The IASC Task Force on Training has identified the following design principles and criteria for shaping the IASC's Emergency Team Leadership Learning Programme.

The ETLP will:

- *draw on the latest thinking on leadership and management.*

- *support individual self, peer and supervisor assessment and identification of developmental needs as well as the creation of individualized learning*

Sources of Inspiration for the ETLP
The IASC Task Force on Training has reviewed the realm of leadership and management learning and education programmes focusing on humanitarian Assistance. While there are now a number of post graduate degree programmes in humanitarian assistance or related areas such as disaster management, public administration or development studies, there is no programme similar to the ETLP with its envisioned focus on the development of emergency team leaders. Experience and inspiration for the ETLP can be drawn from a wide array of sources including civil defence and military training programmes as well as executive leadership development programmes.

Institutional Home and Governance for the IASC's Emergency Team Leadership Programme

For the ETLP to gain legitimacy and maintain credibility, the programme needs to be placed where it can grow and evolve. The choice of institutional home is of critical importance. The Training Task Force identified a number of potential options including individual agency or office using the commons services model of the UN, the UN Staff College, an academic institution or a donor government/ agency. The IASC Task Force on Training recommends the first option, an individual agency or office using the common services model of the UN. The key success factor will be to have an institutional home strongly motivated to make the programme a success. Until such time as funding has been secured for the ETLP, the organisation taking on the challenge of being the institutional home will need to dedicate a small team of individuals to the tasks outlined in the workplan below. The capacity required to manage the ETLP once funding has been secured will involve a minimum of two professional staff members plus consultancy support.

A decision on the institutional home is the first step in moving the programme forward. The IASC Task Force on Training will support the "Institutional Home" in the early stages of the ETLP and phase out its involvement as the programme moves forward.

The IASC Task Force on Training proposes that the governance mechanism for the ETLP be a Steering Committee of Interested IASC members selected for a three year term by the IASC Working Group. The role of the Steering Committee will be one of oversight and strategic direction.

Selection Criteria for Participants
It is important that selection of participants for the programme is fair and consistent.
The IASC Task Force on Training proposes that participation in the ETLP will be done on the basis of a distribution of places across the IASC Membership using size of organisation and degree of engagement in humanitarian emergency response as the primary criteria for allocation of places. Upon allocation of places, individual agencies would identify candidates for the programme on the basis of IASC agreed criteria.

Funding and Detailed Design for the ETLP
Funding for the ETLP will in the initial phase be based on fund raising appeals to traditional humanitarian donors. Over time, and as the ETLP demonstrates its value, the ETLP would move towards a self-financed model based on contributions from agencies, and its own fund raising efforts. Strategic partnership with universities, donors and/ or foundations will be considered

Detailed design work for the ETLP will be outsourced to learning consultants on the basis of a competitive bidding process.

Workplan: The Way Forward
The following task breakdown provides high-level view of the work ahead:

Task	Time Frame
• Present ETLP concept to IASC WG	IASC-WG 22/11/04
• Agree Institutional Home for the ETLP	IASC-WG 22/11/04
• Tender Design Contract subject with understanding that award of contract will be subject to successful fund raising	31/1/05
• Undertake fund raising	March-June 2005
• Award Contract	July 2005
• Undertake Design	July – September 2005
• Agree criteria for selection of first "class" of participants	July – September
• Select participants	October-December 2005
• Initiate ETLP	January 2006

Part Two

IASC Task Force on Training
Emergency Team Leadership

WHAT ARE THE CORE COMPETENCIES?

Summary

This paper summarises the results of a needs assessment focusing on emergency team leadership. It attempts to unravel what is involved in emergency team leadership and, on the basis of over 45 interviews with IASC agency staff, identifies eight competencies which are an amalgamation of skills, attitudes and personal attributes which effective emergency team leaders demonstrate. The competencies are:

- *Strategic Vision*
- *Ability To Prioritize Tasks, Plan, Organise, And Programme Manage*
- *Judgement*
- *Ability To Build And Motivate Teams*
- *Ability To Care For a Team*
- *Emotional Intelligence[3]*
- *Ability To Communicate and Negotiate Effectively*
- *Ability To Analyse a Situation and Adapt One's Leadership Approach*

Team leaders from individual IASC agencies work in differing contexts (in terms of their work, the nature of their teams and their agencies management culture). However, interviewees felt there were very few agency-specific team leadership competencies, and the above core elements were common to all.

The research in the needs assessment also indicated that there are three areas of knowledge, at minimum, that are prerequisites for effective team leaders. Effective emergency team leaders must have a solid understanding of:

- *Principles of emergency preparedness and response;*
- *His or her own individual agency, its scope of operations, mandate, policy priorities, administrative procedures, culture;*
- *The wider humanitarian system, the range of different actors who impact on our work and the opportunities for partnership that exist.*

The absence of such baseline knowledge would limit the effectiveness of make the even the most competency-rich individual.

Finally, there are two other areas that were repeatedly stressed as being essential to effective emergency team leadership. These were *political and cultural sensitivity*. Without these qualities, it was repeatedly stressed; leaders in emergencies will not be effective.

Next steps in the project include validating the results among senior managers, undertaking a content analysis of the competencies in order to develop a potential

---

[3] In Working With Emotional Intelligence (Bantam, 1998) Daniel Goleman characterises emotional intelligence as including five basic emotional and social competencies: self-awareness, self-regulation, motivation, empathy and social skills. See Annex Four for definition and detail.

curriculum, reviewing the curriculum against existing leadership and management training approaches, and determining appropriate methodologies for the development of a learning programme on emergency team leadership. All interviewees acknowledged the difficulty in providing a comprehensive learning programme to tackle the above, but recognized the potential benefits of such an initiative.

Background

Experience has shown that leadership at all levels in emergencies is a key factor in ensuring an effective response. Over the last few years humanitarian agencies have expressed concern not only about the increasing difficulty in identifying skilled and experienced emergency team leaders but also on the quality of the leadership itself. There is also concern regarding the difficulty in integrating emergency teams into existing offices where the focus is not on emergency response. The number of team leaders needed for emergencies is not huge, but gaps and differences in leadership quality do exist. Two underlying causes have been identified.

First, many good experienced team leaders already exist within IASC agencies. But some are at a stage in their career where they would rather not disappear into the bush for months at a time because of either personal commitments or the fact they are already in tough postings. If we want this group to engage more in emergencies we need to do a better job at soliciting their applications. Solutions to this problem are likely to be particular to individual agencies, but could include a combination of reinvigorating sales efforts, increasing the incentives for going on emergency rosters and missions and new learning opportunities.

Second, the very nature of emergency situations pose difficult leadership and management challenges, thus it should not be surprising that concerns have been raised about the quality of leadership among humanitarian agencies and the need to cultivate more effective emergency team leaders.

This draft paper summarises the results from the first phase of this needs assessment. It attempts to consolidate inputs from over 45 emergency team leaders, with varying profiles from within OCHA, UNHCR, UNICEF, WFP, ICRC and IFRC[4], and WFP whose views were canvassed as part of an attempt to better understand the nature of leadership in emergencies and the competencies involved. The attached concept paper (Annex I) and interview guide (Annex II) give a more comprehensive description of the methodology. The Task Force is very grateful for all staff members who made the time to share their views, knowledge and experience.

Leadership and Emergencies

In essence, management involves deciding what needs to be done, creating networks of people to undertake tasks and ensuring that the work actually gets done. However, thinking on management is not static and evolves with society. In current management discourse, leadership skills are seen as increasingly relevant. They are perceived to be well suited to the modern work place - where change is constant and management styles based solely on systems, structures and the absolute knowledge of the manager are judged to be inflexible and inefficient. Current management programmes within agencies have reflected this evolution (see Table 1).

---

[4] IFRC has already undertaken internal research and has piloted a programme focused on emergency team leadership. Therefore, rather interviews, a meeting was held with key IFRC staff involved in the programme to discuss their research and experience thus far.

Table 1.

MANAGE		LEAD
Structures, systems	**Focus**	People, empowerment, vision
Independent, rational. With clear objectives can figure it out	**Assumptions about people**	Persons with emotions, motivated by desire to make a contribution
Heroic, all knowing problem solver.	**Role of manager**	Facilitator of problem solving. Inspire colleagues and build shared vision
Administers and maintains: does things right	**Attitude**	Innovator and developer: does the right thing

Adapted from UNHCR's MMLP, 2002

Compared to "normal operations", emergencies are characterised by rapidly changing conditions, complex and often insecure environments and competing urgent priorities (including life and death decisions). Emergencies can also be characterised by poor and incomplete information flow; rapid staff turnover; unclear and developing policy; an absence of systems; multiple actors without clearly defined roles; high pressure, stress and high expectations. Thus the leadership approach to management, which is gaining credence in "normal" work settings, takes on an even greater significance in emergencies.

The challenge for the IASC if it wants to contribute to enhanced leadership in emergencies is to identify the core team leadership competencies, which are of special significance in humanitarian emergencies, and identify ways and means for fostering more effective team leadership throughout the humanitarian community.

Context

At first glance it seems unlikely that it is possible to develop a common competency profile for team leaders across such diverse organisations as ICRC, IFRC, OCHA, UNHCR, UNICEF and WFP. The scope of their work, nature of their teams, and their institutional culture seems to be prohibitive of a common profile. However, this research indicates that although differences in the context do exist, they are not as significant as they superficially appear. There are themes and team leadership competencies which are common to all.

For example, ICRC is assumed to have a Swiss management monoculture and yet approximately 50% of ICRC's staff are not Swiss and many people sent on shorter missions come from supporting national societies of the Red Cross and the Red Crescent from more than 20 different countries. These staff members bring their own management needs to which ICRC delegates have to adapt.

Another example comes from UNICEF which has a very clear mandate of working in emergencies and development - simultaneously. One would have thought this could raise specific team leadership issues for UNICEF compared to other agencies. But all others too have to deal with similar issues of integrating "parachuted in" emergency staff into already established teams and being aware of the long term impact of decisions made on day one.

OCHA's UNDAC teams, perhaps provide an example of the most intense team building challenge. Team members are deployed often only for two weeks. The team has to be effective from day one. Interestingly, the nature of UNDAC teams differ from most other IASC members emergency teams – they have a very flat hierarchy with the team leader often more junior than those s/he is leading. However, other agencies face similar challenges of accelerated team building are often faced with leading teams with members who may have more experience and knowledge than the team leader him/herself.

A final example would come from IFRC, where one might think an Emergency Response Unit team leader responding in the first hours after an earthquake may need a different competency

profile when compared to a UNHCR Head of Field Office responding in the sixth month of a refugee emergency. But even in the sixth month of a refugee emergency, there will be situations when decisions have to be made under massive time pressure and an authoritative approach has to be taken.

The following list provides details on the common competencies which are considered of greatest importance in emergency team leaders. There is also considerable overlap between categories and a mix of knowledge, skills and personal attributes. In the chart, the term "team members" refers not just to staff from a single agency, but also often to other actors and partners - acknowledging the leadership role that UN agencies and the Red Cross movement often has to take in the field.

Competency: Strategic Vision	
Why of special significance in emergencies	**Indicators/ Activities**
• Emergencies are often characterised by a very fluid situation and a lack of clear policy guidance. Plans may need to be changed rapidly.	• Team leader is able to maintain broader perspective of the situation, develop a vision and doesn't get lost in the detail. S/he ensures longer term goals are reflected in the present activities as much as is feasible
• There is either incomplete information available, or too much and it is a challenge to see what is important - cannot see the wood for the trees	• Ideas are drawn out from the team and put into a comprehensible framework and plan
• Team members can get lost in the detail of their technical jobs, especially when there are so many competing priorities and a confusion of actors	• Available resources are assessed, gaps identified, and required resources requested rapidly and clearly
• Perception that there is no time to plan	• Team leader communicates direction to the team, ensuring their understanding and ownership of the plan (they see the shared vision/end state and how they are going to get there)
• Decisions and programming made at the initial stages of an emergency can have long-term impacts (both positive and negative). This issue is of enhanced importance for agencies that need to undertake developmental and emergency programmes simultaneously.	• Team members and staff have confidence in leader and are clear how their work fits into the overall framework (see also overlap with team building competency)
• Due to time pressures, evaluation and monitoring are often weak. However, constant analysis of the team's efforts is essential to improve the response.	• Tasks are delegated effectively, so that Team Leader is not lost in the detail
	• Team leader refrains from intervention where none is required.
	• Team leader sees beyond the limited role of his/ her organisation and understands motivations and role of other actors (including non humanitarian - political, military)
	• Team leader is able to drop into the detail when it is clear there are problems and if it is affecting the overall success of the operation.
	• Medium and long term implications of decision considered.
	• Despite the need for an overall view of the situation, the team leader maintains linkage with challenges facing team and gets out to the field whenever possible.

Competency: Ability To Prioritize Tasks, Plan, Organise, And Programme

Why of special significance in emergencies	Indicators/ Activities
• For team leaders who do not have 20 years of experience the likelihood of making good decisions is increased through organising and effective planning • Emergencies frequently have multiple objectives and activities. It is important for the team leader to be able to deal with many issues in parallel. • Time management especially important in emergencies. Need to make time for networking as well as technical work. Without networks, technical work will fail. • Easy to miss things at the height of an emergency. But a small detail can be life threatening Despite the pressure, a team leader must be disciplined, rigorous and reliable • Team members often have overlapping mandates, skills, Terms of reference and are unclear of where they fit in and may resent others role. However, perhaps more than in any other situation, the meeting of individual objectives is reliant on collaboration. If team members (staff or partners) work in isolation the work is doomed. • Multiple or parallel reporting lines often exist in emergencies, within and outside of the emergency team. This can reduce the effectiveness within agency specific teams, but also reduce the credibility of interagency teams through mixed messages etc • In emergencies, staff selection is rapid and often undertaken in rather a formulaic fashion (e.g. 2 programme officers, one logistician and 3 field officers). The actual skills, experience and expectations of these staff may be very different to their labels. • Similarly, emergency staffing priorities are often for multi-skilled staff members who can skip between tasks. Staff members who think they will only be asked to do what their "label" describes will surely be surprised. • Modern technology has set specific challenges in emergencies. People have become used to email and regular phone calls. Managing this in the time pressured of an emergency is a challenge. Who to copy etc. • In emergencies the environment and context of programmes can change rapidly. Team leader need to be able to adapt accordingly. • In emergencies, problems are constant. It is easy to become pessimistic – even fatalistic. Team leaders must keep a positive attitude, be keen problem solvers. Team leader should be a fixer.	• Situation quickly grasped and objectives identified. Results focus kept at all times how to achieve it • Plan of action developed which is clear, but flexible enough to adapt according to the environment • Clear team structure is established, which team members understand, together with respected reporting lines and clear targets so that team members feel accountable for their work (can be implemented at agency, interagency and humanitarian community level). Organigram is created and kept "alive". Team leader avoids short circuiting the structure. • Team leader regular revisits objectives with staff as a reminder in case they veer away • Team leader has established strengths, weaknesses, motivations, characteristics, management needs and expectations of individual team members. Team member's diversity and skills is respected. • Importance of sharing information acknowledged between staff and partners. Clear procedures defined and agreed. • Team membership turnover is managed well, especially hand-over to and integration of new members • Plans and approaches are flexible an adapted to changing environment. • Team leader perceived to have a positive attitude. Problems are solved!

Competency: Judgement

Why of special significance in emergencies	Indicators/ Activities
• Emergencies are characterised by poor and incomplete information or even sometimes information overload with associated multiple priorities	• Team leader can use experience to sift through what is important and what is not, but also of that which is important, what is urgent. Solid understanding of agency mandate/ scope of activities can assist.
• Postponing or avoiding decision-making in emergencies can cost lives and cripple programmes. Sometimes there may not be time to consult with all	• Team leader has courage to make timely decisions and stick with them. Willing to take calculated risk or sometimes unpopular decisions and be accountable for the consequences.
• Team leader cannot do everything - if s/he attempts to, there will be blockages. Emergencies tend to attract people who are "self starters" and like to do everything themselves.	• Team leader has democratic tendencies, but can recognise when more authoritative approach is necessary.(sometimes having to make decisions with little/ no consultation)
• With high staff turnover, it is important to be able to quickly assess the ability of team members and who you can trust with what	• Tasks are delegated effectively and to staff within their limits so that tasks are completed and moral is maintained.
• Many tasks are time dependent. Waiting for perfection can sometimes be problematic and compromise may be better.	• Team members need to have confidence that Team leader has good overall understanding of the agencies' mandate and objectives
• In emergencies there will be many competing priorities and some tough decisions will have to be made	• Team leader is not only decisive, but is able to be persuasive - convincing others of his/her point of view
• Time is very short. There is a need to concentrate on core tasks and not waste time on nonessential tasks as this can demoralise staff.	• Team leader is fair, and can project fairness
• In an emergency the numbers of competing priorities are so great that one has to get the maximum performance from one self and the team without burning anyone out – also an important consideration for motivating the team.	• Team members feel that decisions are made fairly and transparently
	• Manager trusts staff and vice versa. Willingness to be firm and remove staff one cannot trust. Ineffective programmes and activities are stopped. Better to have a clean break, than sidelined staff working on something of no importance.

Competency: Ability to build and motivate team to achieve results

Why of special significance in emergencies	Indicators/ activities
• Emergencies often include a large number of staff or external actors (not all of whom an agency might be funding) with whom agency leaders must help build into a team if its work is to be successful.	• Team members feel included and that all relevant information is shared with them
	• Team members feel room is provided for debate when possible, and their inputs are listened to and welcomed.
• In emergencies, there is no time to go through a long drawn out process of building a team. Team leaders have to accelerate the process and yet team members can be a very diverse group sin terms age, experience and cultural background.	• Team leader is transparent with staff regarding decisions. If decisions have to be made without consultation, then s/he will justify why when possible.
• Deployed emergency staff may have different expectations when compared to other staff members who may already be present in a country. Emergency ops are seen as their opportunity to learn, shine, be exposed and fast track their promotion through the organisation. They may seek greater delegation and recognition for their efforts.	• Team members understand the aim of the programme, feel ownership and are motivated to take the initiative and voluntarily want to participate in meeting the objectives. Team members have sense of belonging in the team and feel pride in their team.
	• Team members are inspired by leaders attitude, commitment, calmness and direction
• Emergency staff and partners often work in dangerous environments where they are more reliant than ever on each other's efforts. In emergencies, poor performing staff or organisations can be not just dysfunctional, but <u>dangerous</u> to themselves and others.	• Team leader identifies strengths, weaknesses, concerns, motivations, management needs and expectations of all individual staff
• Emergency deployments sometimes involve relatively inexperienced staff or staff with considerable agency experience in a more developmental context. . They may have gaps in their skills, which because of other pressures in emergencies it is difficult to address. Additionally, the stress of emergencies can make individuals ore defensive and dismissive of learning opportunities. Time available for formal training can be very limited.	• Staff members with weaknesses are quickly identified and responses rapidly implemented to help raise their performance (responses should be developed in tandem with staff in question). In extreme cases weak performing staff should be removed.
	• Team leaders create an environment where learning is encouraged and promotes learning efforts (see separate note on learning in emergencies). Team leader provides sensitive, but honest feedback. Staff members feel feedback is a positive and can recognise team leader's willingness to also learn. If possible, coaching and mentoring roles are identified and acknowledged.
• Team members may be under significant stress when compared to normal work. The need to be given credit for ones work, and yet to feel covered if things go wrong by team leader are heightened	• Team leader is able to raise awareness, understanding and appreciation of character, cultural, differences between team members
• All members of an emergency team can be equally important when it comes to security in an emergency. (A low paid guard may be most important). Essential therefore that all team members feel motivated and part of the team.	• Team members feel they are given credit for work well done and empowered to take the initiative. Also feel covered/ defended by the team leader
	• Supports and encourages opportunities for fun/ sport for team members

Competency: Ability to care for team, manage stress and resolve conflicts sensitively

Why of special significance in emergencies	Indicators/ activities
• Insecurity is common in emergencies and seems likely to deteriorate rather than improve in the coming years	• Team leader maintains security awareness and responsibility for the team.
• Emergencies are synonymous with long hours, stress and staff burn out. Stress can create very destructive team dynamic. More common forms of stress management – contact and spending time with family, sport, quiet, sleep are more difficult.	• Team Leader spends time with team members, knows them and within his/her abilities counsels them. Members feel supported, that the leader cares for their welfare and that they are therefore encouraged to care for the welfare of other team members. Staff also feel that they will be looked after if something goes wrong/
• In emergencies staff are often living in rougher conditions than normal programmes (i.e. before living arrangements have been organised, little room for privacy, etc and appropriate security systems are still being implemented)	Team leader acknowledges risk of stress among team members, including him/herself and ensures (directly or through delegation) that opportunities are provided for staff to deal with stress constructively (E.g. relax, contact families, get to know other team members socially, well fed)
• The very nature of emergency work can be more emotionally draining - many demands which cannot all be met	
• Tensions and poor communication between staff or partners is inevitable due to the nature of the environment (and competing/ overlapping mandates of actors). There is a danger of cliques developing. This not only reduces team's the effectiveness, but can also be dangerous	• Inevitable conflict between staff is tackled and resolved sensitively – see also under negotiation. All staff members feel involved in the team.
• Often Emergency Response Teams (ERTs) have to integrate with existing office structures - this creates its own challenges, especially when combined with a very high turnover of staff when compared to "normal circumstances". The team leader needs to handle sensitively	• ERTs are incorporated, or work together, efficiently and sensitively with existing teams
	• Team members feel leader is accessible
• In times of stress, there is an understandable risk that our populations of concern start to be viewed as just numbers and problems by the Team Leader. This feeling can spread to the team and be very demoralising.	• Team leader recognises stage when emergency work ethic needs to develop into more sustainable pattern
	• Team leader maintains positive attitude and is glue for the team.
	• Team leader recognises that team members have differing needs in terms of care (some will need 4 hrs sleep a night, some 8hrs)

Competency: Emotional intelligence	
Why of special significance in emergencies	**Indicators/ activities**
• Emergencies require a large number of technical inputs. The team leader is often propelled to a more senior position than s/he would routinely hold.	• Team members feel that leader is honest about his/her knowledge levels and looks for support where s/he has weaknesses or gaps
• One cannot expect the team leader to be an expert in all. Other team members may have greater knowledge in different areas	• Team leader is aware of his/her inter personal/ management strengths and weaknesses and finds ways to compensate (e.g. delegating other staff member to organise social event etc)
• Emergencies can be high profile - many are watching and expecting you to succeed. Tendency for team leaders to fear failure more than normal. This lack of self assurance can increase defensiveness	• Team leader is not defensive, self reflective (honest self-assessment), not afraid to ask for help and willing to learn.
• The current humanitarian environment is very competitive - both in terms of programme space and funding. Too much humility can lead to agency and their beneficiary constituents losing out.	• Team leader is able to quickly assess and tease out knowledge and experience of others for benefit of the programme
• Team members will look to the team leader as a role model perhaps more than in a normal work situation	• Team leader is able to acknowledge, give credit/ visibility to the efforts others
	• Humility has limits. Whilst Team leaders should encourage the inclusion of partners and staff. At certain stages the team leader should show their commitment, drive and belief in the programme and try and convince others accordingly
	• Team leader maintains tact and poise. Does not over react., remains well balanced/
	• Team leader is aware of cultural differences and sensitive to his or her prejudices
	• Team leader aware that team members will seem him/ her as a role model, maintains a positive attitude, but not afraid of explaining in to staff that s/he is also affected by situation., but still very much in control

Competency: Ability to negotiate and communicate effectively.	
Why of special significance in emergencies	**Indicators/ activities**
• Time is short, the environment can be confusing and stress levels can be high. Team members can be unfamiliar with each other and language problems may exist.	• Team understands team leader and other team members.
	• Succinct and clear written reports
• In emergencies, structures and systems are still developing. Informal networks or more important than ever to achieve objectives.	• Team leader has appropriate language skills and/or knows how to work with an interpreter
• People's moods are probably more erratic in emergencies than in routine situations because of the stress and environment.	• Opportunities to network developed/ taken and networks built within team and externally at all levels – can communicate with gardener or a minister.
• Emergencies are more likely to produce conflicts in the work place than more routine situations because of the stress and unfamiliarity of actors.	• Team leader a good judge pf personality, mood and human emotions.
	• Conflicts are resolved peacefully.
• Furthermore, the substance of the work is involved may be actual conflict between external actors. Negotiation skills can be life saving both in the protection of beneficiaries and also staff.	• Positions of external actors are understood and/ or solutions found where possible?

Competency: Ability To Analyse a Situation and Adapt Ones Leadership Approach Accordingly	
Why of special significance in emergencies	**Indicators**
• No emergency situation is the same. Different situations, different tasks and different team members can all require a different "team leadership" approach including team issues, delegation, decision making, planning,	• Team leader adapts approach according to the situation.
• Policy and objectives are often unclear in the early stages of an emergency.	• Team leader quickly analyses available information and identifies objectives – see also under organising/ planning
• See also team competencies: team members will be unfamiliar to team leader in an emergency. S/he must be able to quickly analyse the strengths and weaknesses	

What is perhaps surprising is that respondents did not agree with the traditionally held view that the most suited profile for emergency leaders is a humanitarian "cowboy"! Of major importance were competencies often perceived as "softer skills" involving what has more recently been termed "emotional intelligence" (E.g. self awareness, self regulation, personal motivation, empathy and social skills - see annex IV).

Furthermore, when analysing the competencies, it becomes clear that certain paradoxes exist within the desired profile. For example, leaders should be strong, know what they want and be able to give direction, but simultaneously leaders should also be able to admit their knowledge gaps, listen to team members and care for their staff. In conclusion, maintaining a blend of all the above competencies is essential and this blend has to be adapted depending on the environment, task in hand and approach of other team members. Management gurus (Goleman, Boyatzis and McKee, 2002) talk of there being six styles of leadership: visionary, coaching, affiliative,

democratic, pacesetting and commanding - all of which demand a varying mix of the above listed competencies. Whilst all the ingredients are essential, having the ability to analyse the situation and adapt one's leadership style is perhaps itself the most important competency of all.

It should also be recognised that, if one follows the dogma of management science, some of the above ingredients are not labeled leadership, but more traditional management skills (i.e. relies on knowledge, structures, systems and objectives). But such hair-splitting regarding terminology is unhelpful. What is clear from the research is that whether labeled leadership or management, the competency is seen as essential for emergency team leaders.

The importance of Effective Team Membership

While the focus of the needs assessment is on team leadership, an important theme emerging from the survey results is the importance of effective team membership. Effective teams, according to the interviewees, involve both capable leaders and capable team members who can work in a mutually supportive manner, solve problems together, and deal with conflict and frustration without breaking down or becoming dysfunctional. In essence, effective teams believe that they are stronger as a group than they would be as individuals, thus sharing a commitment to the team that transcends individual self-interest. Given that organisations are by definition hierarchical and that ad hoc teams in the form of working groups, committees, and task forces are a way of life in humanitarian operations, both effective leadership and membership should be incorporated in any new learning programme on emergency team leadership.

Past and Present Learning Programmes which include leadership skills

New initiatives should ideally make the most of synergies with existing learning programmes see Annex III), thereby reinforcing, rather than reinventing management/ leadership models already introduced. Existing management learning programmes certainly seem to provide a good framework for the theoretical component of any new leadership in emergencies programme. However if, through this needs assessment, current programmes are found to be lacking then changes can be suggested. However, it should not be forgotten that the impact of any effort to strengthen specific emergency leadership skills should benefit management practice throughout the organisation, as the skills are very transferable to "routine" work.

A list of possible ingredients for a new "Emergency Leadership" learning programme is already being collected, but the Task Force hopes to undertake a brainstorming workshop later in the year to further refine the competencies developed and identify learning approaches and formats which would best address them.

Targeting

Many differing opinions exist concerning how to target any staff development effort. Some feel that, "All humanitarian staff are marines, we have no infantry". They fear that any specific initiative is at risk of promoting an elite cadre of skilled emergency managers - leaving behind other staff (for whom leadership skills are also very important in delivering their routine management responsibilities and which, due to the nature of humanitarian agencies' work and funding situation, are often in chronic emergency mode, even if not labeled as emergencies and benefiting from ERT deployments). However, others felt it was only pragmatic to acknowledge that whilst all efforts should be made to raise management standards across the organisations, there may be some staff members who have greater potential to be effective emergency team leaders than others. Our efforts should focus on them - even if there is a risk of creating an elite cadre. Indeed, the perception of an elite could itself be a benefit - attracting the most able and motivated staff. Having acknowledged this is the case, and apart from self-selection, how do we find these staff with the necessary potential?

One possibility is to utilise existing management tools (such as electronic data profiles of staff and Performance Appraisal Reports) and search for suitable staff at the appropriate levels. This could facilitate the profiling of existing staff and their skills, experience, location and availability.

The end product could be a target list of suitable candidates and their learning needs facilitating a tailored approach to any support programme. Such profiling would also allow agencies to identify a list of staff who already have the necessary skills, do not require any additional support and could, at least in theory, be immediately be deployed as team leaders (see para 3 at the beginning of the paper). This sort of profiling could also be undertaken formally by inviting inputs and suggestions from supervisors or informally, by training providers/ emergency sections approaching directly those who it feels have the potential to gain from any programme.

Others lacked confidence about such approaches. There is a perception that little uniformity exists between supervisors' approaches to Performance Appraisals and staff assessments, making comparisons between staff or objective assessments of staff abilities problematic. Furthermore, an informal/ direct approach by emergency sections quite rightly risks being seen as unfair by those without exposure or access to their management.

An alternative approach, is to develop a standard programme and then advertise this widely inviting applications from all (could be combined with soliciting applications from those who are known to have potential). However, strict selection procedures would have to be implemented; otherwise any scheme could be at risk of being hijacked by staff with considerable emergency experience, but perhaps without the necessary potential to progress managerially.

Another discussion, resolves around what grade any effort should be targeted. Some feel that "leaders" are only needed at senior levels (e.g. operations manager/ Coordinator/ Representative). Encouraging leaders at lower levels will only cause conflict. A more enlightened view acknowledges that leadership skills are needed by any person in a management position and that any targeted training effort should be function, rather than grade based. Taking this viewpoint, anyone who could potentially hold an emergency management position (Head of field office and above?) could be eligible for support under a leadership programme. An alternative is to run a two-tier approach - providing support for overall "leaders" (Co-ordinators, Heads of Agencies, etc.) and a separate training for others.

Whilst the aim may be to eventually open up any staff development programme globally, there is a strong argument to concentrate any initial pilot efforts in HQs. As this would be cheaper, allow a more ambitious start and would also acknowledge that of all agencies' offices, it is HQs which perhaps have the most "fat" and opportunity to release staff for emergency missions.

How?

Although not part of the initial terms of reference for the research, the opportunity was also taken to ask interviewees their views on a possible learning programme regarding emergency team leadership. In brief:

- All interviewees acknowledged the difficulty in providing a comprehensive learning programme to tackle the subject, but felt a learning programme could still be effective and that tools can be provided to help those with potential

- Respected emergency team leaders are involved in its delivery

- All expressed support for trying this in an interagency fashion as this will improve the knowledge and understanding between agencies (identified itself as a prerequisite for emergency team leaders).

- The very fact that agencies explicitly state what they look for in emergency team leaders would be a positive development. This can guide selection processes, act as an aide memoire for team leaders in the field

- To improve many of these skills a more serious look should be take at mentoring and coaching

Emergency Team Leadership

Problem/ Concern

Over the last few years humanitarian agencies have expressed concern about the difficulty in identifying skilled and experienced Emergency Team Leaders. Efforts to address this problem have often focused on the development of surge capacity and stand-by arrangements to respond to emergencies. There is also the problem of ensuring effective leadership in situations in which organizations have to shift operations from a development orientation to emergency response. The IASC Task Force on Training has also noted that there is currently little learning/ training activity focusing on leadership, in particular the role of leadership in maximizing team performance, and very little on leadership in emergencies. In this regard, the UN and NGO community in general, has not given leadership development the same degree of attention that the topic has received in the private sector and the military. While most organizations do have management development programmes that do include components on leadership, these are not specifically focusing on emergency situations. Yet, experiential knowledge strongly indicates that that leadership at all levels in emergencies is a key factor in determining whether a response to an emergency will be successful.

Potential Solution/ Response

As a means of increasing and strengthening its cadre of emergency team leaders and as a complement to existing management development programmes, the IASC Task Force on Training is proposing to assess the feasibility of the develop a new inter-agency learning programme which addresses Emergency Team Leadership. Following are key aspects of the initiative.

At its 12-13 March 2003 meeting, the IASC Working Group strongly supported the effort of the IASC Task Force on Training to focus on this issue.

Needs Assessment Approach/ Methodology

Consistent with best practice in learning programme design, the feasibility of a new learning programme on Emergency Team Leadership will be assessed on the basis of a rigorous needs assessment.

The IASC Task Force on Training will utilise a competency-based approach to the needs assessment. The choice of the use of a competency-based approach is to encourage compatibility with organisation's Career Management System and complementarity to existing Learning Programmes. The IASC Task Force on Training will administer the needs assessment in three phases.

The first phase of the learning needs assessment will employ a qualitative action research approach in order to identify a "working list" of emergency leadership competencies. Key emergency staff (both team leaders and members) from within the IASC will be interviewed and existing management programmes will be informally reviewed.

The second phase will involve a survey to identify important gaps in these competencies. A questionnaire will be used which encourages both self assessment of targeted staff, but also feedback from their respective supervisors.

Third phase will include a brainstorming event with the aim of developing a response strategy to gaps identified through the survey that would include considerations of target audience, goals and objectives of the potential learning programme, methodology and options for implementation.

Potential Learning Strategy

As indicated above, the results of the needs assessment will determine the shape and content of the learning programme. While it is too early to define what the learning methodologies will be, the IASC Task Force on Training working assumption is that the result will be a blended learning programme involving a combination of self study, sharing/ networking, workshop, and application.

The Task Force on Training envisions any learning programme on Emergency Team Leadership as complementary to and supportive of existing emergency management and generic management programmes.

Way Forward

Task	Completion Date	Responsible
Action research to develop competency profile	30/9/03	UNHCR as lead
Needs Assessment Survey of potential team leaders and supervisors using competency profile as assessment tool	31/11/03	TF on Training
Validate results through survey and through focus group presentations to senior managers	20/12/03	TF on Training
Design Workshop to develop learning strategy and programme proposal	30/02/04	TF on Training
Produce summary paper and learning programme proposal	31/7/04	TF on Training
Initiate Learning programme development	?	TF on Training

LEADERSHIP IN EMERGENCIES

Objective	• Define key competencies required by team leaders in emergencies • Identify possible ways to support staff development in this area
Methodology	• Semi structured interview with experienced emergency staff and managers. <u>Using below open questions as a guide and prompt only</u>
Output	• For each interview a small summary should be completed. Interviews will be consolidated into final note.

POSSIBLE QUESTIONS

Emergency Team Leadership

- What competencies are needed for an emergency team leaders <u>and why</u>? What would you look for if you had to send somebody out tomorrow?

- Which of these skills are either specific to emergencies, or are enhanced, when compared to management in more routine situations?

- Which of these competencies is most commonly lacking?

- Are there different cultural approaches?

- Does your agency have specific team leadership needs compared to others? Why is this? What is the context?

Use of specific examples to prompt identification of the above

- What were your most and least successful emergency operations?

- What made the difference? What were the styles, attributes of the managers / leaders / team members? What were their special competencies or weaknesses?

Ideas for support

- Do you wish you had received any support in developing your leadership skills? If yes, what?

- How did you learn your skills?

- How could we help develop staff's leadership skills?

- How would we target these efforts?

- Could we learn from any existing initiatives within the UN, Red Cross Movement or NGOs?

COURSE TITLE	AGENCY	DETAIL AND ANALYSIS	RELEVANCE
Leadership and management training	DPKO: OMS	Pilot course initiated in May 2003 and focused on technical skills regarding establishing, sustaining and closing peacekeeping operations - however includes some leadership elements.	**
Leading a Team	ICRC	Aimed at middle management level: managing meetings, decision-making, team dynamics and inter-personal skills.	**
Cycle de direction	ICRC	Management and leadership course for heads of field delegations. Presently under design.	**
FACT Team Leadership Training	IFRC	The workshop aims a both strengthening the team leader skills of the participants as well as draw upon their experiences, to discuss, review and further develop the Federation policies and procedures for disaster response	***
EFCT: Emergency Field Coordination Training	OCHA	Coordination focused course, but includes element on team leadership. Related skills of communication and sharing are but elements of broader topic of leadership in emergencies.	**
CIMIC and CIMIC staff course	OCHA		*
UNDAC training	OCHA	Focused on introduction to humanitarian issues, and other actors involved, rather than management or leadership issues	*
Resident Coordinators Assessment Centre	UNDP	Assessment days for Resident Coordinators. Very expensive, but applicants receive extensive feedback on their performance which can assist self-evaluation and learning responses.	**
DMTP Disaster Management Training Programme	UNDP: BCPR	Focused on technical issues regarding Disaster Management, rather than the management styles etc	*
MMLP Middle Management Learning Programme	UNHCR: SDS	Evaluation of the programme to be completed in July. But has received a much broader take up and completion rate. Course includes key leadership theory, models and strategies, but as part of wider management issues.	**
AEMS Advanced Emergency Management Learning Programme	UNHCR: EPRS	Past effort by EPRS to strengthen the skills of senior emergency managers. Single workshop event of debatable success. There have been other workshop events held with Emergency Preparedness and Response Officers to debate issues and learn from each other's best practice.	**
WEM Workshop on Emergency Management	UNHCR: EPRS	Workshop focuses on team building and team skills. Though there is little time for a debate regarding leadership. Furthermore, it has been difficult to get more senior staff to take out the 10 days necessary for the course.	**
Managing an Emergency Response Distance learning package	UNHCR: EPRS	Module part of 6 part series. This module covers issues like decision making, managing conflict, making decisions, thinking systematically, managing information	***
SMLP Senior Management Learning Programme	UNHCR: SDS	As part of the course, incorporates key leadership theory, models and strategies, but has suffered high drop out rates as senior managers struggle to find the necessary time, but	**
Operations Management Learning Programme	UNHCR: DOS	Elements of management and leadership, but more system focused	
Emergency Preparedness and Response Training	UNICEF (English, French and	Five day course aimed at providing a practical and solid overview of emergency management preparation requirements and initial response based on UNICEF's	*

Programme	Spanish)	mandate.	
A Principled Approach to Humanitarian Action (PATH training programme)	UNICEF (English, French and Spanish)	A three day course designed to reinforce understanding and practical application of the international legal and ethical standards that guide UNICEF's humanitarian action as well as the work of our partners.	
A Principled Approach to Humanitarian Action (PATH e-learning course)	UNICEF (available end 2004)	A self-directed CD-ROM course on the international legal and ethical standards that guide UNICEF's work and our partners in complex emergencies.	
Senior Leaders Course	UNICEF	Two week course for country representatives that addresses identified UNICEF competencies. It includes a one day module on "Leading UNICEF in Emergencies".	
Senior Programme and Operation Officers Course	UNICEF	Two week course for senior programme and operations officers that addresses identified UNICEF competencies. It includes a one day module on managing emergencies.	
Emergency management Training	WFP	SRSA supported workshop which attempts to simulate the stress of a real emergency	**
	WFP?		

Annex IV

The Five Components of Emotional Intelligence		
	Definition	Hallmarks
Self awareness	• The ability to recognise and understand your moods, emotions and drives, as well as there effects on others	• Self confidence • Realistic self- assessment • Self deprecating sense of humour
Self regulation	• The ability to control or redirect disruptive impulses or moods • The propensity to suspend judgement - to think before acting	• Trustworthy and integrity • Comfort with ambiguity • Openness to change
Motivation	• A passion to work for reasons that go beyond money or status • A propensity to pursue goals with energy and persistence	• Strong drive to achieve • Optimism, even in the face of failure • Organisational commitment
Empathy	• The ability to understand the emotional makeup of other people • Skill in treating people according to their emotional reactions	• Expertise in building and retaining talent • Cross-cultural sensitivity • Service to clients
Social Skill	• Proficiency in managing relationships and building networks • An ability to find common ground and build rapport	• Effectiveness in leading change • Persuasiveness • Expertise in building and leading teams

Taken from Goleman, 1998