

AUSTRALIAN EMERGENCY MANUAL SERIES

PART IV

Skills for Emergency Services Personnel

Manual 3

LEADERSHIP

EMERGENCY MANAGEMENT AUSTRALIA

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NOTE: Expansion of the Australian Emergency Manuals Series

In August 1996 the National Emergency Management Principles and Practice Advisory Group agreed to expand the original AEM Series to cover a more comprehensive range of emergency management principles and practice publications. The new Series incorporates the 20 original AEMs as PART IV of a five-part structure as follows:

- PART I – The Fundamentals
- PART II – Approaches to Emergency Management
- PART III – Emergency Management Practice
- PART IV – Skills for Emergency Services Personnel
- PART V – The Management of Training

From November 1996, the title, number and Part-colour of relevant new or revised EMA publications will reflect their place within the structure. Additionally, manuals in Part IV will be individually colour-coded to match the original AEMs. Existing manuals will remain current until their review date when they will be revised and integrated into the new Series. The first stage of this transition is indicated below in lists which will change as each new manual is published

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AEM-FOUR-WHEEL-DRIVE VEHICLE	OPERATION
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AEM-COMMUNICATIONS	PLANNING GUIDE (2nd edition)
AEM-TRAINING MANAGEMENT	AEM-ROAD ACCIDENT RESCUE
AEM-MAP READING AND NAVIGATION	AEM-CHAINSAW OPERATION
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Manual	EVACUATION MANAGEMENT	D
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Manual	EMERGENCY FOOD SERVICES	D
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Publishing status (11/96): A=Available, D=Development; R=Revision; P=Planned

NB. Manuals will be issued subject to availability and guidelines in the latter paragraphs of the Foreword, page v.

AMENDMENT LIST

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FOREWORD

THE AUSTRALIAN EMERGENCY MANUAL—LEADERSHIP HAS BEEN WRITTEN TO MEET THE NEEDS OF THOSE EMERGENCY SERVICES PERSONNEL WHO MAY NOT HAVE ACCESS TO PROFESSIONAL LEADERSHIP OR MANAGEMENT DEVELOPMENT PROGRAMS. THE MANUAL WILL BE USEFUL FOR MEMBERS OF THE VOLUNTEER EMERGENCY SERVICES, AND SHOULD BE A HELPFUL REFERENCE FOR PROFESSIONAL EMERGENCY SERVICE OFFICERS.

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INTRODUCTION

In the often trying and hazardous situations in which emergency workers find themselves, effective leadership is the key to a successful, well-executed operation. However, leaders in emergency management do not only lead in operations. Leadership must be maintained throughout all the phases of emergency management—prevention, preparedness, response and recovery.

No matter how large or small the team, no matter what the task, no matter what service the leader belongs to, the success or failure of the team is largely influenced by the leader's actions and example. Clearly, leaders will need to know a great deal, and more importantly they must be able to apply that knowledge.

Good leadership means consistently getting the best from the team. To achieve this means setting a personal example, being as part of, and leading the team; and sharing the experiences of the team.

Most individuals have the ability to develop leadership skills. This manual provides proven ideas that may be used to enhance a person's existing skills and increase their personal effectiveness as a leader.

There are many different aspects, conditions and factors which influence leadership and its application. This information contained in this manual can be no more than a basis of consideration. It has not been designed to give a guaranteed outcome. Ultimately, the onus is on individuals to adapt leadership principles, guidelines and experience to their own circumstances.

Individuals should develop their own unique approach to leadership. This manual should be used as a guide in that development.

AIM

The aim of this manual is to provide a framework for the theory and practice of leadership in emergency management.

SCOPE

Leadership in emergency management can be divided into three levels: leadership of individual teams; leadership of a number of teams; and leadership as a manager. This manual deals primarily with the first two levels, and provides an introduction to the complexities of leadership as a manager.

This manual is essentially aimed at those personnel who may not have access to professional leadership or management development programs. It will be most useful for members of the volunteer emergency services, and will be a helpful reference for the professional emergency service worker. It is a reference manual which can be used as a basis for the development of agency-specific training resource material.

AUSTRALIAN EMERGENCY MANUAL
LEADERSHIP

SECTION ONE
LEADERSHIP OVERVIEW

SECTION ONE—LEADERSHIP OVERVIEW

CHAPTER ONE

TERMINOLOGY

DEFINITIONS

- 1.01** A key leadership skill is clear communication. To achieve this there must be a shared understanding of common words, particularly command, control, coordination, leadership and management, which are used throughout this manual. They are defined below:

1.02 **COMMAND**

Command is the authority and responsibility within an agency for planning, organising, directing, coordinating and controlling the activities and resources of that agency in the achievement of assigned tasks

- a. Command relates to a single agency only, and normally has a higher legislative basis.
- b. Command works vertically only within that service
- c. Command relies upon service policy and procedures describing how that service achieves corporate strategies, aims and objectives.
- d. Command may be influenced, but cannot be interfered with, by outside agencies.

Command relates primarily to organisations.

1.03 **CONTROL**

Control is the overall direction of combined activities of agencies and individuals involved in meeting an agreed goal. Control operates horizontally across all agencies and individuals involved.

Control relates primarily to situations.

1.04 **COORDINATION**

Coordination is the process of bringing together agencies and individuals to ensure efficient and effective management of tasks and resources to achieve agreed goals. Coordination is effected through liaison. Coordination operates vertically through an organisation as a function of command, and horizontally across agencies as a function of control.

Coordination relates primarily to resources.

1.05 LEADERSHIP

Leadership is the ability to influence the activities of others through the process of communication to reach a common goal.

1.06 MANAGEMENT

Management is the process of planning, organising, directing, and controlling resources to reach a common goal.

SUMMARY

- 1.07** Leaders command people, control the situation, and coordinate resources by using leadership and management skills.

AUSTRALIAN EMERGENCY MANUAL
LEADERSHIP

SECTION TWO
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SECTION TWO - TEAM LEADERSHIP

CHAPTER TWO

THE EMERGENCY MANAGEMENT LEADERSHIP MODEL

INTRODUCTION

- 2.01** There are many theories of leadership. Some argue that leaders are born and not made, others believe that leaders can be created. The emergency management model recognises that some aspects of leadership are inherent in the individual and accepts that leadership ability can be developed through education and training.

2.02 EMERGENCY MANAGEMENT MODEL

The model identifies three elements of effective leadership—foundations, skills and actions. The foundations will help identify potential leaders, the skills of leadership may be developed in training and the actions will be practised in the day-to-day activities of a leader.

LEADERSHIP FOUNDATIONS

- 2.03** Experience indicates that certain foundations are common to successful leadership. Many lists of foundations are available in various leadership studies. These foundations are, however, only a beginning. Having these foundations will not guarantee success as a leader, although without these foundations, the leader's task may be made more difficult.

2.04 DESIRED ATTRIBUTES

Potential leaders may be identified by their ability to demonstrate leadership foundations which may include:

- a. confidence;
- b. courage;
- c. empathy;
- d. initiative;
- e. integrity;
- f. loyalty;
- g. self-motivation; and
- h. sound judgment.

LEADERSHIP SKILLS

2.05 Leadership foundations are the basic building blocks of effective leadership, but having leadership foundations is only the beginning of being a good leader. Effective leaders develop skills through training and education so they:

- a. know their job (task knowledge);
- b. know themselves (self-improvement);
- c. know their team members (interpersonal skills);
- d. know how to listen and be understood (communication skills); and
- e. know what is right (ethics)

LEADERSHIP ACTIONS

2.06 Possessing the foundations and knowing the skills required is still not enough to be an effective leader. A leader must act. The actions an effective leader must take are to

- a. build the team (practise teamwork);
- b. focus the team (tell them why),
- c. manage the task (allocate resources effectively),
- d. support individuals (listen), and
- e. adapt your leadership style to suit the situation (be flexible).

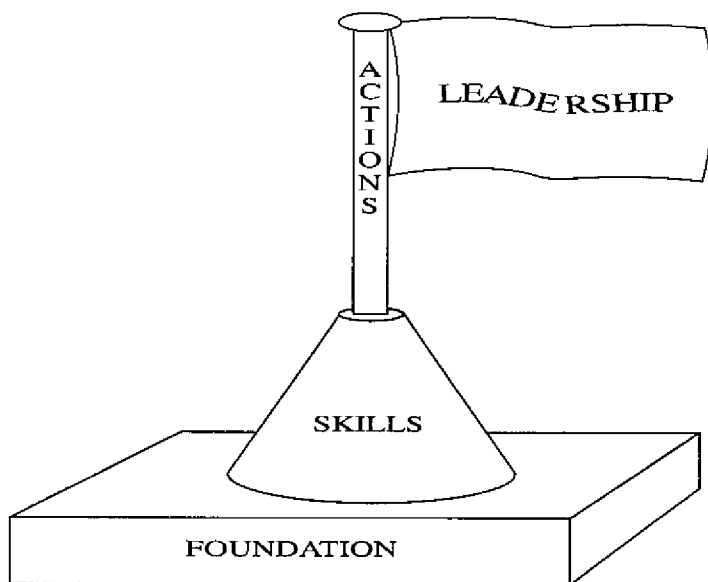


Figure 2:1—Emergency Management Leadership Model

SECTION TWO—TEAM LEADERSHIP

CHAPTER THREE

THE FOUNDATIONS OF LEADERSHIP

INTRODUCTION

- 3.01** The emergency management leadership model (see Figure 2:1) highlights the importance of leadership foundations. These foundations enable leaders to perform the actions required for effective leadership and include:
- a. self-confidence;
 - b. courage;
 - c. empathy;
 - d. initiative;
 - e. integrity;
 - f. loyalty;
 - g. self-motivation; and
 - h. sound judgement.

FOUNDATIONS DEFINED

3.02 SELF-CONFIDENCE

Self-confidence is the ability to make a decision, take charge of a situation, and see it through to a conclusion. At times, that decision may be to do nothing. A leader must be self-reliant and willing to act boldly when necessary.

3.03 COURAGE

Courage is the ability to do what is right because you know it to be right. It is the conviction to continue in the face of opposition or adversity to meet the goal. It is the ability to take the difficult decision, to admit when you are wrong, and to grow from that experience.

3.04 EMPATHY

Empathy is the ability to identify with a person and so understand his or her feelings. Empathy is a key to building rapport and good working relationships.

3.05 INITIATIVE

Initiative is the readiness and ability to act. A leader sees what has to be done and does it, even in the absence of orders or guidance. Teams will unite quickly behind a leader who acts decisively.

3.06 INTEGRITY

Integrity is behaving with honesty and in accordance with accepted principles of appropriate behaviour

3.07 LOYALTY

Loyalty is giving total support to peers, team members and management. Loyalty cannot be expected if it is not given. Leaders will lose the respect of their team if they do not show loyalty to management and do not represent the needs and concerns of team members.

3.08 SELF-MOTIVATION

Self-motivation is the inner drive to succeed. The energy and determination displayed by a highly motivated leader gives the team the drive to get things done.

3.09 SOUND JUDGEMENT

Sound judgement is the ability to form a valid opinion, estimate, or conclusion from a given set of circumstances. Leaders use intellect and common sense in making sound judgements. Competent leaders must also be prepared to make sound judgements quickly and under pressure.

SUMMARY

- 3.10** Success as a leader cannot be guaranteed by these foundations. It would be difficult, however, to be a successful leader without being conscious of the value of these foundations. Emergency management leaders should build on their own personal foundations and attempt to develop other useful traits.

SECTION TWO—TEAM LEADERSHIP

CHAPTER FOUR

LEADERSHIP SKILLS

INTRODUCTION

- 4.01** Leadership skills are integral to the Emergency Management Leadership Model. These skills enable the leader to earn respect and provide an example for others to follow. Leadership skills can be developed by training and education. There are five key skills to concentrate on. These are:

- a. know your job;
- b. know yourself;
- c. know your team members;
- d. know how to listen and be understood; and
- e. know what is right.

SKILLS EXPLAINED

4.02 KNOW YOUR JOB

Leaders must have sound task knowledge, and be skilled in the functions of the team. They must develop the skills and acquire the knowledge necessary to lead the team. Leaders should take every opportunity to expand their knowledge. Gaining knowledge helps leaders to:

- a. make sound decisions;
- b. make rapid decisions;
- c. train their team;
- d. give better advice to their peers and managers; and
- e. increase their confidence.

4.03 KNOW YOURSELF

Leaders require a sound understanding of their own strengths and weaknesses. Leaders should use every opportunity to evaluate their own performance. Good leaders listen to their team members and respond to feedback. Leadership is a continual process of learning. Leaders will learn best from their own experience and should not be afraid of trial and error, but reflect on any mistakes, and learn from them. Leaders may also observe other leaders in action and adopt positive styles where these suit their personality.

4.04 KNOW YOUR TEAM MEMBERS

Each member of the team has individual strengths. Good leaders will identify these strengths and use them to achieve the common goal. The leader will understand that everybody has bad days and will not always perform at their best. They will know the individuals in their team well enough to take account of this, and still realise the full potential of the team. Effective leaders are coaches and will take opportunities to encourage individuals to develop their own skills.

4.05 KNOW HOW TO LISTEN AND BE UNDERSTOOD

Interpersonal communication is a key aspect of leadership. Effective leaders must be able to listen to others. By listening, leaders will learn what other people think and feel. This is empathy. Listening is an active process. It requires concentration and skills including attending, encouraging, and paraphrasing. Attending skills include: paying attention by facing a person square on; leaning slightly forward, adopting an open posture; and maintaining comfortable eye contact and relaxing. Encouraging the speaker includes non-verbal cues such as nodding and smiling, plus verbal cues such as 'go on'. Paraphrasing is the skill of restating a person's comment in your own words to check your interpretation.

4.06 Effective leaders must also be understood and have their messages acted upon in accordance with their directions. Good leaders will seek feedback to ensure the task is understood.

4.07 KNOW WHAT IS RIGHT

Leaders need to know and embrace the ethics of their service to be credible and to retain the confidence, respect and loyalty of their team members. Consistent application of the service's ethics in everyday behaviour is therefore an important leadership skill. Leaders must uphold and foster the ethos and values of their service.

SECTION TWO—TEAM LEADERSHIP

CHAPTER FIVE

LEADERSHIP ACTIONS

INTRODUCTION

The difference between leaders and other people is that leaders act.

- 5.01** This chapter provides an overview of the actions required for effective leadership. Good leaders will practice leadership actions at every opportunity. They know that constant practice will improve their leadership ability. Good leaders adjust their style of leadership to suit different situations. They are prepared to listen to the ideas of others and learn through experience.
- 5.02** Leadership is not a step-by-step process. Effective leaders will constantly act in five areas: building the team; providing a focus for the team; managing the task; supporting individuals; and adapting their style to suit the circumstances. All of these actions are concurrent and continuous. The leader's challenge is to balance the division of time between the task, the team and individuals.

BUILD THE TEAM

5.03 TEAM—Together Everyone Achieves More

A 'leader' without followers is not a leader. Leaders need to spend time building their team by matching individuals to one another and the task. This is usually done during the preparedness phase of emergency management. Teamwork will ensure that team output is greater than the sum of individual efforts. Good leaders will accept this as fact and will always have team-building as their prime aim. To build the team, the leader must:

- a. inform;
- b. organise and train;
- c. set standards and examples; and
- d. develop and maintain discipline, morale and team spirit.

5.04 INFORM THE TEAM

Keep your team informed. When team members know the plan, they will be committed to achieving the common goal. By ensuring that the team is kept fully informed, leaders will encourage individual team members to feel that they hold a genuine stake in the team and its goals.

5.05 Leaders must ensure team members understand the plan and their part in it. Leaders should ask questions to confirm understanding and invite members to seek clarification where anything is unclear. This is NOT an opportunity to debate the merits of the plan. Delivery of instructions using SMEAC briefings (see Annex A) are a proven way to communicate the plan.

5.06 Circumstances are seldom static, particularly in emergency management. Good leaders remain flexible and are prepared to change their plans to meet the developing situation.

5.07 ORGANISE AND TRAIN

Effective teams must be organised. This is the responsibility of the leader who must take charge and create order out of chaos. Creating order may be as simple as arranging seating in a vehicle and appointing a radio operator, through to responding as a team in a major emergency.

5.08 A good leader will ensure that team members are given every opportunity to learn and improve their individual skills. The leader will then train those individuals to use the skills as members of the team. An individual cannot train for team skills in isolation. The team is only as strong as its weakest member. Leaders will take each individual's skills and combine these through team training to build an effective team.

5.09 SET STANDARDS AND EXAMPLES

Good leaders set performance standards and expect excellence from their team with respect to behaviour, ethics, dress and well-being. The leader will set and maintain high standards, and should not be afraid to correct faults. The team will take their cue from the leader's level of performance, attitudes and behaviour. Leadership by example requires leaders to:

- a. be capable, mentally alert, helpful, interested and appropriately dressed at all times;
- b. control their emotions—outbursts of anger or fits of depression will not win respect;
- c. be calm, confident and optimistic in all situations;
- d. ensure that personal habits are not open to criticism;
- e. display self-discipline;
- f. exercise initiative;
- g. be loyal to team members, peers and management;
- h. not show favouritism within the team;
- i. adhere to agency principles;
- j. be prepared to listen to others; and
- k. share the dangers and hardships experienced by the team.

5.10 DEVELOP AND MAINTAIN DISCIPLINE

Discipline is behaviour according to established rules. The effective leader will impose discipline for the good of the team. The team leader should aim to move from imposed discipline, which is leader centred and authoritative (directive), to a more team-centred consultative (supportive) style. This shift will reflect team members' increasing development of self-discipline and the team's development of collective discipline.

- 5.11 Discipline should produce willing, intelligent actions, appropriate conduct and cooperation within the team. Good discipline will ensure a readiness to do what is required for the good of the team, even though it may result in temporary discomfort for the individual.

- 5.13 Discipline should not be seen as simply awarding punishment, which can be a negative influence on behaviour. Punishment, however, remains as an important last resort. Leaders should concentrate on building strong self-discipline within their team which will strengthen team cohesion and build morale, and reduce or eliminate the need for punishment. This is helped by setting rules and parameters from the start.

- 5.14 Collective discipline exists when individuals accept group objectives and are willing to depend on, and be depended upon by, all other members of the team. At times this may be against their personal desires, but their training and identification with the team enables them to keep the team goals ahead of individual desires. Such discipline is a matter of persuasion rather than force, an attitude which can be encouraged through training and example. Collective discipline incorporates the following leadership actions:

- Training**—Preparation for the task is reflected in the maxim 'train hard, work easy'. Effective training will ensure certain actions and skills are transformed into disciplined habits.
- Standards**—Discipline is established by insisting upon high standards. The team member who is allowed to get away with below average performance or poor conduct has little incentive to improve and will adversely affect the behaviour and attitude of the rest of the team.
- Example**—Leaders will not always be liked for demanding high standards but will always earn respect and develop discipline by constantly living up to them.

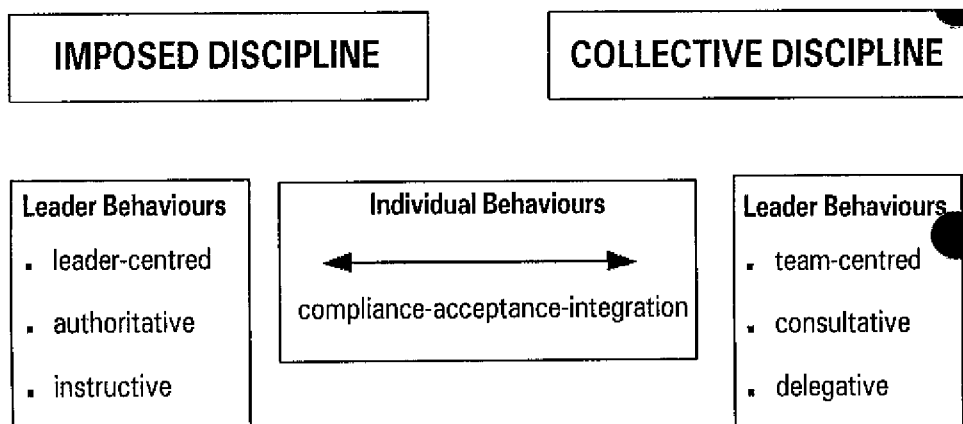


Figure 5:1—Discipline

5.15 MORALE AND TEAM SPIRIT

Morale and team spirit influence the sense of purpose, cohesion and motivation of the team. It would be unusual to find high team spirit in a group of people with low morale. Morale is a state of mind which reflects the collective mood of the group. When morale is low, team members may be unenthusiastic, doubting, uncooperative, and disruptive.

5.16 Even when team morale is high the leader must remain alert to the needs of individual team members whose morale might be low. Team morale will suffer if leaders fail to identify problems which are of concern to individual team members. Remember, support for individual needs is a leadership responsibility.

5.17 Good leaders will know that to maintain high morale in the team they should:

- display confidence and competence especially in the face of a hardship (*there is no quicker way to destroy team morale than for the leader to complain about the situation*);
- instil unity of purpose by keeping the team informed;
- foster good humour, respect and a sense of loyalty amongst team members;

- d build team members' self-esteem by being constructive and avoiding negative criticism,
- e treat all team members with dignity and respect, and never extend favouritism;
- f be aware of assistance programs available to team members, and promote access to these when required;
- g. ensure the team has a meaningful place in the lives of its members,
- h. promote a sense of worth, purpose and pride in the team, and provide proper recognition for achievement,
- i. actively and forcefully represent member's concerns to management;
- j pursue issues to conclusion;
- k create opportunities for unique experiences and successes as a team, and
- l. promote trust and resolve conflict within the team

FOCUS THE TEAM

5.18 Leadership is the art of motivating individuals within and across organisations to willingly achieve desired goals. In training or operations, it is the leader's responsibility to provide a focus and lead the team in pursuit of team goals and objectives.

5.19 PROVIDE A COMMON GOAL

A team cannot pursue its goal unless that goal has been identified. This is the leader's task. Team leaders must clearly define what the job is and what a good job looks like so that they, and the team, can monitor the quality of their own performance. Having a clearly understood goal is one of the best motivators for good team performance.

5.20 Goals (aims) are determined by problem solving and decision making. In emergency management this is called the **appreciation process**. In simple terms, leaders conduct an appreciation by.

- a identifying what, if anything, is the problem,
- b determining whether the problem is within the scope of the team's resources and responsibilities,
- c reaching a decision, and
- d deriving a plan of action to implement the decision

The **appreciation process** as detailed in the Australian Emergency Manual—Rescue (Chapter One) is included as Annex B

5.21 SPECIFY THE MISSION

Leaders must specify the mission and give a general outline of how the mission will be achieved. In some situations, the leader alone will determine this. At other times, determining the mission will be a consultative process with members of the team, peers or other agencies. However, the final decision must be made and promulgated by the leader. Operational decisions cannot be made in committees. Leaders can confer and consult with others, but the decision must be made by the person who is ultimately responsible—the leader.

5.22 ENCOURAGE INITIATIVE

Leaders should encourage initiative by allowing team members to decide how they will complete their assigned tasks and only detail the actions required if warranted by an individual's level of training. Leaders should tell team members what is required and then provide the resources and support required to complete the task. By allowing team members to use their initiative, the leader shows trust and confidence in the team and in their ability to complete the task. This will raise team members' self-esteem and continue to build team morale and team spirit.

MANAGE THE TASK

5.23 The ultimate responsibility for completion of the task lies with the team leader. To succeed, leaders must know what is to be done, and how to do it to the required standard to reach the goal. This means the leader must **plan** the execution, **organise** what needs to be done, **check** the results and **revise** plans as necessary. This is managing the task.

5.24 PLAN

Leaders should remember that simple plans are usually the best plans. The key to successful planning is thinking the problem through and identifying the best solution. A useful approach to planning identifies:

- a. **what** to do,
- b. **when** to do it,
- c. **where** to do it;
- d. **how** to do it; and
- e. **who** will do it

5.25 ORGANISE

The leader must organise for the plan to succeed. This requires clear direction by the leader. Good leaders will take charge, ensuring everyone understands and follows the plan. They will

- a. make sound and timely decisions by monitoring the team's progress and ensuring that resources are available;
- b. coordinate team members' efforts, ensuring activities follow the plan and contribute to the task,
- c. regulate the pace of work to meet schedules,

- d. give advice when asked or when necessary and keep discussion relevant to the goal; and
- e. be accessible to team members, take an interest in their plans and support their initiative

5.26 CHECK

Wherever possible, effective leaders should step back and take an overall view of the activity. This prevents them becoming too involved in the detail and enables them to maintain a focus on the bigger picture. The leader monitors effectiveness and efficiency, gives encouragement and explores alternative options as circumstances change.

- a. **Effectiveness**—Leaders must check whether the goal is being, or is likely to be achieved. To help monitor progress, the leader should identify performance benchmarks and reporting arrangements. Leaders should constantly seek information from every possible source to assist them with monitoring progress.
- b. **Efficiency**—Leaders must ensure that the best possible result is achieved with the minimum resources, time and effort. Leaders should aim to 'do the right thing right'. For example, there is no point in delaying evacuation by waiting for luxury coach transport when an available school bus will do the same job.
- c. **Alternatives**—A good leader is always looking for a better way. Leaders should encourage initiative and where appropriate, incorporate new ideas from team members.

5.27 REVISE

In emergency management, circumstances can change as, or even before plans are implemented. A good leader will be prepared to revise the plan to meet changing circumstances. The appreciation process is ongoing and will alert the leader to the need for change. Checking provides the feedback that keeps the plan on track.

SUPPORT THE INDIVIDUAL

- 5.28 A team is made up of people. Good leaders recognise that they must support those people as individuals to make the team work. Leaders must seek to understand each individual's capabilities, problems, needs and wants. The leader should give individuals responsibility to the limit of their ability, employ them where they are best suited, use their talents and achievements and provide feedback. In summary, supporting the individual means that leaders **know, encourage, train and care** for the individual members of their team.

5.29 KNOW THE TEAM

Leaders develop trust and commitment by getting to know members of their team. It is important that leaders do not become intrusive, restricting their enquiries to what they need to know. This may include:

- a. employment situation and availability;
- b. family, social and sporting commitments that may impact on the team's ability to do its job;