

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

(Total Section, Day Two:  
4 hours, 15 minutes)

(25 minutes)

Discuss the first  
three objectives.

Explain the rationale  
for developing leader-  
ship and teambuilding  
skills among emergency  
planners.

Point out that an ade-  
quate plan is result  
of cooperation among  
many diverse groups.

### SECTION II: THE PLANNING PROCESS

#### A. LEADERSHIP AND TEAMBUILDING FOR EMERGENCY PLANNING

##### INTRODUCTION TO THE SECTION

##### Lecture/Discussion

##### OBJECTIVES

You will:

- Be exposed to the difference between a plan and planning and the importance of the planning process and good planners.
- Specify commonly accepted steps in the planning process and describe some characteristics of good planning and good planners.
- Form generalizations about how to deal with individual and group conflicts in the planning process.

As emergency program managers, you are faced with particularly demanding planning tasks:

- Must have plans capable of being adapted to wide range of emergencies (i.e., everything from fires and floods to nuclear radiation).
- Must have plans that facilitate cooperative action of diverse groups of individuals—some paid and some volunteer.

##### REVIEW

Section I dealt with skills of analyzing your community's potential hazards and resources, your local officials' support of your planning efforts, and a basic planning format.

Leadership and teambuilding skills are needed to facilitate cooperation.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Be sure you are familiar with instruments to be used in this section:

- Leadership Style Evaluation.
- Strength Deployment Inventory.
- Team Orientation and Behavior Inventory.
- Lost at Sea exercise.

### CURRENT TOPIC

This section deals with leadership/teambuilding skill development, planning for change, and action planning.

Notes

(20 minutes)

### PLANNING CONCEPTS I

#### Lecture/Discussion

Visuals 15-19.

Show the visuals and comment briefly on each.

Visual 15.

### COMPREHENSIVE EMERGENCY PLANNING

- Comprehensive emergency management is blend of these basic elements—good plan, good planning, and good planners.
- The course will help you with all three.

Visual 16.

### GOOD PLAN

- A good plan must answer all five basic questions (who, what, where, when, how) thoroughly.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 17.

- Plan must be put together by team of people involved in all four phases of comprehensive emergency management.
- Good plan is living document that must be continually evaluated and kept up-to-date.

### GOOD PLANNING

- Good planning blends the technical skills of plan development with the process skills of leadership, teambuilding, and coordination.
- Good plan is a reflection of the data contained in the hazard/vulnerability analysis.
- Good planning considers the barriers to plan implementation while the plan is being drafted.
- A plan is never finished. It should be periodically exercised, re-evaluated, and updated.
- Experiences of the past provide data on preparing for possible future disasters.
- Any plan can be improved—we should never "rest on our laurels."

Visual 18.

### GOOD PLANNERS

- Know all aspects of their territory:
  - People and problems.
  - Political system (how it works, who the "movers and shakers" are).
- Know technical aspects of developing a plan (e.g., data collection, action planning, annex development) as well as people skills (e.g., leadership, teambuilding, facilitating change).

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 19.

### IMPORTANCE OF PLANNING PROCESS

The planning process:

- Involves necessary people and organizations in development of the plan.
- Elicits input from concerned parties from the beginning.
- Builds awareness of how dependent people are on those within their own organization and those in other organizations.
- Provides an opportunity for everyone to get to know one another before an emergency occurs.

(1 hour, 40 minutes)

### LEADERSHIP STYLE EVALUATION

#### Individual Activity

#### INTRODUCTION

Effective planning requires leadership.

Leadership means influencing others to do what you want done—in this case, to develop effective plans.

Certain leadership styles are more appropriate to some situations than others. We will explore the different leadership styles by using the instrument, the Leadership Style Evaluation.

#### PURPOSE

The Leadership Style Evaluation gives assessment of leadership style in terms particularly applicable to the planning environment.

Best to take instrument without benefit of any theory to prevent interference of preconceived notions as you answer the questions.

Distribute Leadership  
Style Evaluation—Self  
Evaluation.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Review instructions with the participants.

Allow 40 minutes for participants to answer the 90 questions—let them break as they finish.

Watch time. Tell class when 35 minutes have passed.

While participants are taking the instrument, prepare flipcharts similar to those in SM pp. 59-60.

Distribute "Interpretation of the Leadership Style Evaluation," p.4.

"Interpretation of the Leadership Style Evaluation," pp. 8-9.

Describe styles to make sure participants understand them.

Allow participants to remain in heterogeneous groups. Have each group develop an order of importance for the styles.

Record conclusions of various peer groups on flipchart and post on wall.

Visual 20.

### PROCEDURE

Take 40 minutes to answer questions. If you finish before then, take a break but be sure to return on time.

Before scoring instrument, we will discuss the various styles so you fully understand meanings.

- Read detailed descriptions of the five styles.
- Rank the five styles in the order of importance for the emergency program manager who has responsibility for developing the plan.
- Bearing in mind our conclusions regarding the most desirable styles for emergency management coordinators, score instruments.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Post on flipchart number of participants having each style as a dominant (primary) style or secondary style.

Compare instrument results with group conclusions on desired style.

Visual 21.

SM p. 61/IG p. 197.

- Guess the outcome of instrument (i.e., rank their styles).
- Return to basic instrument and total raw scores and then complete the scoring process on page 5 of interpretation booklet.
- Record conclusions about leadership styles in SM.

(1 hour, 35 minutes)

Distribute Strength Deployment Inventory (SDI).

Allow participants 30 minutes to complete instrument; let them take break as they finish.

Watch time. Inform participants when 25 minutes have passed.

After all participants have completed instrument (but before scoring), explain theory of instrument.

### THE NEED FOR TEAMBUILDING— STRENGTH DEPLOYMENT INVENTORY

Individual Activity/  
Large Group Discussion

#### STRENGTH DEPLOYMENT INVENTORY

Read instructions and complete SDI, but do not look at scoring and evaluation information.

You will have 30 minutes to complete instrument. If you finish before then, take a break but be sure to return on time.

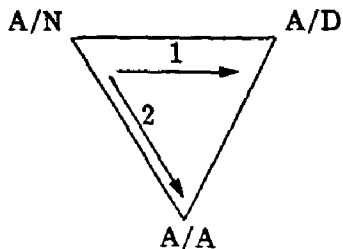
## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### SDI Interpretation Manual pp. 3-8.

Allow 10 minutes.  
While participants are  
filling out SDI, draw  
diagram on flipchart to  
show implications of  
arrows.

### Flipchart



Visual 20.  
Figure 7, SM p. 62.

Make sure participants  
understand the meaning  
of the various sides and  
corners of the triangle,  
as labeled in Visual 20.

- Turn to the SDI.
- Instrument results will give you an arrow on the triangle: the tail of the arrow will reflect your primary concern in decisionmaking when there is little pressure; the head of the arrow will reflect your primary concern when in a pressure situation.

One cause of conflict in teambuilding surfaces over different behavior when things are going well and when pressures arise.

- Individual 1 and Individual 2 both start out with Altruistic/Nurturing Orientation when there is no pressure.
- In a planning meeting with a lot of pressure, Individual 1 will push for a fast decision (Assertive/Directive Orientation) while Individual 2 will want to slow things down, gather more data, and analyze more (Analytic/Autonomizing Orientation).
- Obviously, one can expect conflict between Individuals 1 and 2.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

You might want to identify your own arrow orientation.

Ask participants to guess how their arrows will turn out.

Allow 15 minutes.  
On flipchart draw another diagram for participants' arrows.

Discuss the implications of having the head of one's arrow in various positions by using the charts "Things I Need to Guard Against" and "Behind the Weaknesses Are Strengths," SM pp. 64-65.

Visual 21.  
Figure 8, SM p. 63.

Allow 15 minutes.

SM p. 66/IG p. 199.

Score the instrument. As you finish, come up to the flipchart and roughly sketch in your arrows.

One can expect a great deal of diversity in most groups.

- Flipchart should show this.
- The diagram shows the diversity in a group of Army colonels at the Army War College.

### Large Group Discussion

### Conclusions Drawn From SDI

- Read instructions for discussion in SM.

A person's behavior changes when the situation changes from a relaxed environment to a stress-filled environment.

- Some people change a little while others change quite a bit.
- This phenomenon has a direct application to developing an emergency plan and functioning in a stress-filled EOC during a disaster.



## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Discuss.

Allow time for groups to  
present and summarize.

### Points to Cover:

Plan is developed in  
relaxed atmosphere.

Team members are  
familiar with one  
another's behavior  
in this atmosphere.

- Members of planning  
team function in  
emergency; behavior  
changes, creating a  
possibility for inter-  
personal communication  
problems and conflicts.
- An awareness of this  
characteristic can  
help overcome poten-  
tial interpersonal  
communication  
problems.

You might want to help  
class reach these con-  
clusions by asking ques-  
tions.

Let's identify some of the implications of these  
characteristics on human behavior and:

- Developing on emergency plan.
- Participating in emergency operations.

### Discussion Question

- What conclusions may be drawn about your  
changing behavior and how it affects:
  - Developing an emergency plan?
  - Participating in emergency operations?

### SUMMARY

- Expect diversity among the members of your  
emergency management team.
- Differences will cause conflicts in reaching  
planning decisions.

**INSTRUCTOR NOTES**

**CONTENT/ACTIVITY**

- Conflict is necessary and good because it ensures that all viewpoints and approaches are considered.
- Challenge to emergency program manager is to manage conflict/diversity—a key part of teambuilding.

Notes

(15 minutes)

Assign homework.

**HOMEWORK**

Read Wilkes-Barre Case Study. SM pp. 88-92. We will discuss the details of the study in class tomorrow.

Notes

**END OF DAY TWO**

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

DAY THREE  
(10 minutes)

Post flipcharts concerning "Leadership Style Evaluation" that were completed yesterday.

### OVERVIEW OF DAY'S INSTRUCTION

Yesterday you evaluated your leadership style and discussed the implications of the leadership style on developing an emergency plan.

The class completed a chart on leadership styles, illustrating the primary and backup leadership styles for the course participants.

You completed the Strength Deployment Inventory and determined how your behavior changes in predictable and turbulent environments.

We discussed what implications this change might have on putting a plan together and on functioning in an emergency.

Today you will complete the Team Orientation and Behavior Inventory.

- This will tell about your skills of maintaining the group and accomplishing the task.

The rest of the day will be spent developing skills in teambuilding, planning for change, coordinating, networking, setting goals and objectives, and action planning.

Are there any questions before we continue?

Notes

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

(1 hour, 30 minutes)

Distribute TOBI.

After everyone has completed instrument (but before scoring), explain theory.

Cite work or task behaviors listed on "Group Observavation Form," SM p. 68.  
Figure 9, SM p. 67.

Cite group maintenance behaviors on "Group Observation Form."

Distribute TOBI scoring sheet, IMP.

### ASSESSMENT FOR INDIVIDUAL TEAMBUILDING CAPACITY—TEAM ORIENTATION AND BEHAVIOR INVENTORY

#### Individual Activity

- Complete TOBI.
- If you finish before the rest of the class, you may take a break.

#### THEORY OF TOBI

- Two axes—task and maintenance.
- Task behaviors relate to achievement of objectives.
- Maintenance behaviors related to the development and continuation of a high-quality group environment.
- With both orientations, you are asked to rate your values and skills.
  - Value points—how much you care about task and maintenance behaviors.
  - Skill points—the skill you have in both areas.

#### PROCEDURE

- Guess your value and skill outcomes.
- Score the instrument and roughly sketch in your value point (V) and skills point (S) (on the flipchart).

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Flipchart

M  
A  
I  
N  
T  
E  
N  
A  
N  
C  
E

T A S K

Discuss the implications of whatever pattern the class forms. Some participants will be low in some skill area—lead to discussion of thoughts for improved teambuilding.

NOTE: The following discussions will help improve maintenance/task capabilities.

### Important Points

- Ideal position is high task, high maintenance.
- TOBI can be related to Leadership Style Evaluation.
  - High task/high maintenance tends to describe facilitator leadership style.
  - High task/low maintenance tends to describe commander style.
- Teambuilding material will help you develop maintenance skills.
- Instruction in job aids will help you improve your planning task skills.

Notes

INSTRUCTOR NOTES	CONTENT/ACTIVITY
(10 minutes)	BREAK
<p>(1 hour, 10 minutes)</p> <p>Time allotments are estimates.</p> <p>If anyone has done exercise before, make him/her an observer.</p> <p>Issue the individual worksheets for the exercise, IMP.</p> <p>Have three tables form one large group. Allow the remaining tables to stay where they are. Issue worksheets to the four groups. IMP, Lost at Sea.</p> <p>Give groups 25 minutes to reach a group ranking of the 15 items. Announce the time left at 5-minute intervals.</p>	<p>GROUP DECISIONMAKING</p> <p><u>Small Group Activity</u></p> <p>PURPOSE</p> <p>Demonstrates how group solutions to complex problems are normally better than individual solutions—wider participation in the decision.</p> <p>CONCLUSIONS FOR PLANNING</p> <p>Planning in emergency management community is best done in groups.</p> <p>The groups should include those who possess essential information and those who will implement plan.</p> <ul style="list-style-type: none"> <li>● You will participate in group decision in simulated emergency situation.</li> <li>● Lost at Sea exercise will help identify key features of group decisionmaking and planning.</li> <li>● Read instruction on individual worksheet and make individual decision by ranking the 15 items.</li> <li>● You will then form groups and rank the items. You will have 25 minutes as a group to develop your list.</li> </ul>

## INSTRUCTOR NOTES

When done, have each group name one individual to act as consultant to another group.

Have the consultants join new groups and have each group brief its consultant on its plan. Allow 10 minutes here.

Have consultants give advice to new groups—and allow groups to modify their plans on the basis of consultant's advice. Allow 5 minutes.

Allow 20 minutes for the following:

After all groups have made final adjustments to plan, distribute solution sheet (Lost at Sea Answer and Rationale), IMP.

Allow time to read the solution.

Ask participants to record thoughts on group decisionmaking in SM p. 69/IG p. 201.

It is best to draw these conclusions of the class through a series of questions. Allow 10 minutes.

- Have participants comment on pattern of group dynamics.

## CONTENT/ACTIVITY

- Each group will name an individual to consult with another group. You will have 10 minutes to confer with your consultant.

- Make your final plan adjustment.

- Read solution and record.

### SUMMARY

Group solutions tend to be better than individual solutions because more information and brainpower are applied.

- When a very large group is attempting to solve a problem, many good ideas go unheard because everyone can't/won't participate. Small-group problem solving is an excellent way to ensure that all points of view are considered.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<ul style="list-style-type: none"> <li>● An outside expert who critiques group solution can often assist group in refining solution.</li> <li>● In a later period, we'll come back to this experience to discuss general issues involving group dynamics.</li> </ul> <p style="text-align: center;"><u>Notes</u></p>
<p>(50 minutes)</p> <p>Review purposes of three instruments just completed.</p>	<p style="text-align: center;">SUGGESTIONS FOR IMPROVED TEAMBUILDING</p> <p style="text-align: center;"><u>Lecture/Discussion</u></p> <ul style="list-style-type: none"> <li>● The Leadership Style Evaluation helped you identify your primary and backup styles in a leadership role.</li> <li>● The Strength Deployment Inventory allowed you and your group to assess your behavior in both low- and high-stress situations. <ul style="list-style-type: none"> <li>- Knowing how others are likely to act in stressful situations can be an advantage.</li> </ul> </li> <li>● The Team Orientation and Behavior Inventory focused on two basic orientations while serving as a group member: <ul style="list-style-type: none"> <li>- Maintenance behavior—concern for group feelings.</li> <li>- Task behavior—concern for getting the job done.</li> </ul> </li> </ul>



## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Stress that teambuilding is an important first step in the life of the group.

Allow 5 minutes for discussion.

Discuss characteristics of healthy and unhealthy groups, Figure 10, SM p. 70.

Allow 5 minutes for reading and discussion.

"Suggestions for Improved Teambuilding," SM p. 71.

Allow 5 minutes for group to read suggestions.

Stress the importance of several key suggestions in the planning process; e.g., numbers 1, 5, 7, 9, 10, 11.

### TEAMBUILDING

- Draws a group closer together.
- Allows group members to become aware of the thinking and working patterns of others in the group.

Before teambuilding begins, there are several important questions that must be answered.

- Does the team include all individuals who will be directing implementation of the plan?
- Does the team include all individuals necessary to provide technical input for the plan?
- Is the group composed of individuals who are likely to work well together?

### IMPROVING TEAMBUILDING SKILLS

There are verbal and nonverbal ways of telling others in the group that they are valued by the group.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

"Ten Commandments for  
Good Listening," SM p. 72.

Allow 5 minutes for  
reading and discussion.

Refer the group to  
Figure 11, "The Group"  
(also Visual 22).

Allow 10 minutes for  
discussion.

### Suggested Responses:

- Displaying aggression—2.
- Blocking—9.
- Dominating—6.
- Playboy mentality—5,  
3.
- Avoidance—1.

There may be disagree-  
ment on some of these.

Have participants refer  
to page entitled "A  
Mature Group Possesses,"  
SM p. 74.

Allow 5 minutes for  
reading.

### GOOD LISTENING SKILLS

Review suggestions for developing good listening  
skills.

Using the "Group Observation Form," SM p. 68,  
see if the following behaviors can be identified:

- Displaying aggression.
- Blocking.
- Dominating.
- Playboy mentality.
- Avoidance.

Note that each character portrayed in Figure 11  
is numbered.

### CHARACTERISTICS OF A MATURE GROUP

After reading the page, provide examples of  
observable behaviors that indicated that a group  
is at one end of a given scale or the other. For  
example:

INSTRUCTOR NOTES	CONTENT/ACTIVITY
Allow 5 minutes for open class discussion.	<ul style="list-style-type: none"> <li>● #2—What are some indications that a group has superior decisionmaking procedures?</li> <li>● #5—How can we tell when a group makes poor use of resources?</li> <li>● #7—What are some indicators that a group has very clear goals which are accepted?</li> </ul> <p>Think about your planning group at home. How would you rate it using this rating sheet? How would you recommend improving the weak areas?</p>
Define consensus decisionmaking.	<p>CONSENSUS DECISIONMAKING</p> <p><b>Consensus decisionmaking:</b> process by which a group <b>as a whole</b> agrees to support one decision most acceptable to everyone.</p>
Contrast consensus with majority rule.	<p><b>Majority rule:</b> process by which a group agrees to support a decision supported by the <b>majority</b> of group members.</p> <p>The American jury system is an example of consensus decisionmaking.</p>
Allow 5 minutes to read "Consensus-Seeking Guidelines," SM p. 75.	<p><u>Question</u></p> <p>Why is consensus decisionmaking more appropriate in the emergency planning process than majority rule?</p>
Verify that class understands consensus vs. majority rule.	<ul style="list-style-type: none"> <li>● Everyone to some degree must "buy into" the final decision.</li> <li>● Consensus represents a blend of a variety of viewpoints.</li> </ul>

**Section II A: Leadership  
and Teambuilding**

**INSTRUCTOR NOTES**

**CONTENT/ACTIVITY**

- Consensus has a positive effect on group cohesion.

Notes

(1 hour)

LUNCH

**INSTRUCTOR NOTES****CONTENT/ACTIVITY**

<p>(5 minutes)</p> <p>Review objectives.</p>	<p><b>B. ACTION PLANNING</b></p> <p><b>INTRODUCTION TO THE PART</b></p> <p><u>Lecture</u></p> <p><b>OBJECTIVES</b></p> <p>Given your own plan, you will:</p> <ul style="list-style-type: none"><li>● Differentiate between a goal and objective in the planning process and explain the steps of a commonly accepted procedure for setting goals and objectives.</li><li>● Draw conclusions about goal setting in the action planning process as it pertains to the development of a basic plan for a local emergency management jurisdiction.</li><li>● Discuss action planning—remember, we want you to leave here with an action plan ready to be used at home.</li></ul> <p><u>Notes</u></p>
<p>(10 minutes)</p>	<p><b>LEADERSHIP AND TEAMBUILDING REVIEW</b></p> <p><u>Lecture/Discussion</u></p> <p>As a result of the past six hours of looking at leadership styles and approaches to teambuilding, you should have:</p> <ul style="list-style-type: none"><li>● Better knowledge of various leadership styles available.</li></ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- Understanding of the styles you practice most.
- Better feel for most appropriate leadership styles for emergency program manager responsible for developing emergency plans.
- Value of team/group approach to decision-making.
- Improved understanding of values and skills you bring to teambuilding process.
- Ideas on how to improve your teambuilding skills.

Good group leadership and teambuilding skills are essential to effective planning. To develop doable plans, you must involve people who will act on them.

Leadership, in the sense of influencing individual performance, is only one characteristic of a good planner. Coordinators must also understand peculiarities of their regions, particularly susceptibility to various types of disasters.

### Notes

(30 minutes)

## PLANNING FOR CHANGE

### Lecture/Discussion

#### INTRODUCTION

When you bring people together to plan, you are causing them to change the way they work (individually and with one another).

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 23.  
SM p. 79.

Change is an unusual phenomenon—people tend to resist change, at least they resist efforts to change.

To lead is to bring change—thus, leaders must be skilled in planning for change.

- Much recent research on the matter of planning for change; visual depicts a way of thinking about change and planning strategies.
  - Range of strategies open to the leader to bring about change. On the right side we have:
    - Educative strategy in which the leader exerts very little pressure but educates participants on the value of the change as they want it to occur.
    - Persuasive strategy through which participants are persuaded to support the change but are not necessarily convinced that it is good.
    - Power strategy requires leader to exert the maximum amount of external pressure on participants to achieve the change—brute-force approach tends to alienate many people.

### PRINCIPLES OF CHANGE

Principles of change that might help you, as leaders, to facilitate change in the planning group process.

- Be conscious that you are involved in a change effort and must plan facilitating actions.
- Timing can be very critical—you are more likely to get cooperation from participants in a major planning effort if you start when people are not too busy.
- Legitimizing the change means to make participants believe there is a reasonable rationale for it.

Visual 24.  
SM p. 80.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- When planning for a flood disaster, bring in someone from recent flood area to legitimize your idea.
- Clear presentation of ideas is key to understanding.
- Get the support of top leadership (i.e., city manager, state director of emergency management) before enlisting potential members of planning team.
- You cannot expect to have the full support of all members initially; you must build it gradually.
- Some important groups may not participate initially, but keep trying to expand the range of participation.
- People are less resistant to change if they are convinced that participation will not be unacceptably demanding.
- People are less resistant to change if they are sure that they can disengage from the change effort if they become dissatisfied with it.
- Leader must show respect for the existing situation and understand resistance to change.
- Important to design the change so that continual learning and improvement can occur—periodic reviews should be conducted to assess how the members feel things are going and to make required adjustments so that people do not just leave without benefit to the team.
- Sometimes we think of change as temporary, but if it is a move toward comprehensive planning, some attention should be given to making certain aspects of the change permanent. This is called institutionalizing the change:
  - Permits the change to live on, even if initial leader departs.



INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<ul style="list-style-type: none"> <li>• The existence of a standing planning group by job title might be something to institutionalize.</li> </ul> <p>When you get people together for a big planning effort, you are bringing change to their lives—just meeting as a group represents change.</p> <p>Planning process will normally highlight interdependencies among participants that demand changes in the way every participating organization does its work. So—to plan is to change.</p> <p style="text-align: center;"><u>Notes</u></p>
<p>(15 minutes)</p> <p>SM p. 81/IG p. 203.</p> <p>Refer to Preclass Activity, Assessing Support from Elected Officials, pp. 63-64.</p> <p>Select group spokespersons to report findings.</p>	<p style="text-align: center;">INITIATING CHANGE</p> <p style="text-align: center;"><u>Small Group Activity</u></p> <p>Using the Preclass Activity, you will accomplish the next task in small groups.</p> <ul style="list-style-type: none"> <li>• Assume your budget is below the rate-of-inflation line and the cause of this is political, not economic.</li> <li>• Select a strategy, accompanying principles, and actions to be taken to correct the situation.</li> <li>• We will discuss your findings as a class.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p style="text-align: center;"><u>Notes</u></p>
(10 minutes)	<p style="text-align: center;">BREAK</p>
<p>(1 hour, 55 minutes)</p> <p>It is suggested that 20 minutes be devoted to each of the three lectures:</p> <ul style="list-style-type: none"> <li>● Extension of comments on earlier visuals.</li> <li>● Contingency planning or planning in turbulent environments.</li> <li>● Planned change.</li> </ul> <p>Visuals 15 through 19 from Planning Concepts I as a review.</p>	<p style="text-align: center;">PLANNING CONCEPTS II</p> <p style="text-align: center;"><u>Lecture</u></p> <p>PLANNING CONCEPTS</p> <p>Planning is a continuous process, not just document on the shelf.</p> <ul style="list-style-type: none"> <li>● It requires skilled leadership.</li> <li>● Planning must look toward the future.</li> <li>● Imperfect planning is better than no planning.</li> <li>● Value in participating in planning process—helps build skills and coordination in planning and implementation team.</li> </ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Show Visual 25 and quickly cover with a sheet of paper. Keep visual on screen while discussing each point.

Reveal first bullet only.

### STEPS IN PLANNING

Earlier we looked at some of the characteristics of a good plan, good planning, and good planners. Now we will discuss the steps in planning that will help us achieve these goals.

#### Decide What Must Be Planned

Deciding for which emergencies to plan and in what priority are frequently not given proper attention.

- Tunnel vision of team members for specific problems or past emergencies can obscure the real problems.
- Unproductive to plan well for wrong problem.

Focusing on right problems and looking toward the future.

- Tendency to plan for the last emergency rather than next emergency or potential emergencies.
- Obvious but takes leadership and group discipline to get planning groups to spend time to decide, "What must we plan for?"
- Part of the job of planning team is to decide future problems.
- Planning is not good unless realistic.
  - No purpose in planning to use resources that you don't have and can't get.
  - Appropriate to visualize new resources and investigate possibility of using them.
  - Operational plans (that are also dynamic and continually in need of updating) at any moment must be based on resources actually available.

#### Identify the Planning Team

Seldom is enough thought given to identifying the planning team.

Reveal the second bullet.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- Include everyone who has unique and important technical input to the plan and everyone who will have a role in implementing the plan.

Problems: You don't always know who has information to contribute or who may be needed for implementation. You can't always get people to contribute time to planning.

One Approach: Assemble obvious team members first and brainstorm about who else should be approached and by whom.

Anyone who will have a hand in implementing the plan should be involved in writing it or reviewing it. Everyone need not attend every planning meeting, review every aspect of the plan, or be equally involved—but everyone should play a sufficient role to ensure that:

- Their technical input is obtained.
- They understand their jobs as implementers.
- They are committed to the plan.

### PLANNING TEAM'S ROLE

Planning team has responsibility:

- To accurately assess existing resources.
- To determine additional resources required.
- To function as a force to acquire the additional new resources.
- To accurately assess the impact of the hazard/vulnerability analysis with respect to the emergency plan.
- To determine the appropriate responsibilities and assign those responsibilities to specific organizations.
- To develop detailed procedures for carrying out assigned responsibilities.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
Reveal third bullet on visual.	<p>Essential to focus on implementation problems while the plan is developing. Planning team should continually ask: "What are the obstacles to implementing this plan?" and "What can we write into the plan that will help overcome each obstacle?"</p> <ul style="list-style-type: none"> <li>● Do not confuse this exercise with the process of plan testing or evaluation.</li> <li>● This is the conscious thinking through of implementation problems as a means of influencing plan.</li> <li>● Tough to do, so often ignored, resulting in faulty/infeasible plans.</li> </ul> <p><b>Key Questions</b></p> <p>"Does it focus on the right problem?"</p> <p>"Is it feasible to implement?"</p> <p><u>Write the Plan</u></p> <p>Writing the plan will take time and effort.</p> <ul style="list-style-type: none"> <li>● You would be in a good position to assign tasks, provide guidance on format, and review proposed input.</li> <li>● Might organize subgroups to develop portions. <ul style="list-style-type: none"> <li>- Participants should not struggle to produce final product on the first try—plan for several drafts so that changes can be made during review process.</li> </ul> </li> </ul> <p><u>Evaluate and Test the Plan</u></p> <p>Provisions for testing and evaluating should be written into the plan and accomplished before making it final.</p> <ul style="list-style-type: none"> <li>● Plans must be updated over time; the best approach is to write into the plan provisions for updating.</li> </ul>
Reveal fourth bullet.	

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Reveal final bullet on visual.

### Provide for Continuous Updating

Dealing with planning as a continuous process will assist in achieving workable plans.

- Often plans are developed and put on shelf until needed.
- Working to update plans on a continuing basis has a number of advantages:
  - Plan is continually under scrutiny for feasibility.
  - Plan is improved over time.
  - Plan is more likely to be understood by implementers, particularly new members.
  - Implementation team is held together by task of reviewing plan.

### Final Note

Access to top leaders (e.g., city managers, state directors of emergency management), sometimes called clout, is important—as is knowledge of the system and the skills to make it work.

- Doubtful that an emergency management coordinator could get necessary resources for job without thorough understanding of budget processs and capacity to find a way to articulate needs to budget makers.

### PLANNING IN TURBULENT ENVIRONMENTS

We think of plans as documents that foresee all problems and guide actions unerringly.

This is correct at times, although rarely can any plan fully guide action throughout its implementation.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 26.  
SM p. 82.

### Problems of Prediction

In planning we think about operating in the future and continually face problems of prediction and uncertainty.

- We may make plans for a flood disaster on the assumption that certain community volunteers will be available; but they may become concerned for their families and evacuate the area. Plans based on their participation become unworkable.
- Communications facilities might become vulnerable more quickly than envisioned by the plan.
- Anticipated outside help (e.g., state or federal assistance) may come slowly or not at all.
- You might be saying: Maybe there's no point in planning, since I can never accurately predict the future.
- You can plan, even in unpredictable or turbulent environments, but you have to plan in a different way.
- How you plan depends on how well you think you can predict future environment:
  - When you are faced with an unpredictable future, you must plan in a very tentative way; do not lock yourself into comprehensive plans that won't work.
  - Developing a series of contingency plans for various scenarios may not be feasible right now.
  - Avoid pitfall of making a lot of invalid assumptions; you might find your plans fail because they lack flexibility.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

SM p. 82.

Allow:

- 15 minutes for discussion.
- 10 minutes for report.

Discuss unpredictable situations developed by the groups.

### Small Group Activity

In small groups, address two questions:

- How can you tell if you are working in a turbulent or unpredictable environment?
- What are some possible unpredictable situations in your planning environment?

Subgroups report findings.

### INDICATORS OF TURBULENT OR UNPREDICTABLE ENVIRONMENTS

- Many participants.
- Transient participants.
- High participant interdependence.
- Ambiguous goals.
- Team conflict.
- Resistance to change.
- Vague rules for decisions.

Purpose is not to identify all the possible unpredictable aspects of planning—but to alert you to fact that there are uncertainties that have impact on planning.

### Notes



INSTRUCTOR NOTES	CONTENT/ACTIVITY
(15 minutes)	COORDINATION AND NETWORKING
Visual 27. SM p. 83.	<p data-bbox="950 415 1214 447"><u>Lecture/Discussion</u></p> <p data-bbox="719 478 1219 510">APPROACHES TO COORDINATION</p> <p data-bbox="719 541 919 573"><u>Your Function</u></p> <p data-bbox="719 604 1339 667">To develop coordination within the system of participating organizations.</p> <p data-bbox="719 699 1403 793">Coordination is so central to effective planning that it deserves specific attention in this course—three alternative approaches:</p> <ul data-bbox="719 825 1409 1192" style="list-style-type: none"> <li data-bbox="719 825 1409 982">● As indicated, the three approaches to coordination (authority, negotiation, and influence) are distinctly different in both formality of the arrangement and sanctions that are possible.</li> <li data-bbox="719 1014 1409 1192">● Your situation lies between negotiation and influence. In some cases, it may be possible to achieve an authority relationship with members of the emergency management team—but largely, you will be negotiating with and influencing others.</li> </ul>
Visual 28. SM p. 84.	<p data-bbox="719 1260 1109 1318">SOME COMMON BARRIERS TO COORDINATION</p> <ul data-bbox="719 1350 1409 1854" style="list-style-type: none"> <li data-bbox="719 1350 1409 1413">● Members fear that coordination will reduce freedom to make decisions to run programs.</li> <li data-bbox="719 1444 1409 1539">● Persons or groups providing resources may disagree about client needs and services to be provided.</li> <li data-bbox="719 1570 1409 1633">● Coordination is complicated if too many organizations are involved.</li> <li data-bbox="719 1665 1409 1854">● Disagreements may occur regarding right of one or more organizations to be involved and disagreements about which organizations should: <ul data-bbox="768 1822 1333 1854" style="list-style-type: none"> <li data-bbox="768 1822 1333 1854">- Function in which geographical areas.</li> </ul> </li> </ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 29.  
SM p. 84.

- Provide which services.
- To which clients.

- Expectations may differ regarding clients to be served and services to be provided.
- Participating organizations don't always think coordination is needed.
- Staffs in organizations may think that costs of coordinating will be too high or that program costs will be too high.
- An organization might like to participate but doesn't have resources to use in the coordinated effort.

### FACILITATORS TO COORDINATION

- Agreement on goals and objectives.
- Agreement on individual and organizational roles:
  - Who will do what?
  - Who is responsible to whom for what?
  - Roles may have political overtones.
  - A key job of the emergency management coordinator involves clarifying roles.
- Awareness of interdependence among the participating organizations.
- If good ties already exist between participating individuals or organizations, build on them.
  - People accustomed to working together will tend to coordinate when placed in formal system and can be catalysts.
- Since participative organization welcomes funds, tying funds to interagency coordination increases cooperation.
- A crisis will almost always spur coordination—during planning efforts, coordinator must focus group's attention on potential crises.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
Visual 30. SM p. 85.	<p>NETWORKING</p> <p>Organizational concept helpful in your planning efforts:</p> <ul style="list-style-type: none"><li>● Linkages with other organizations doing the same job for mutual learning and support.</li><li>● Information, advice, and support.</li><li>● Organization with no center or formal organizational arrangements.</li><li>● Think of network initially as way to get your job done, but team members may develop subnetworks to help one another.</li></ul>
(30 minutes)	<p>GOALS AND OBJECTIVES</p> <p><u>Lecture/Discussion</u></p> <p>End product is an <u>action plan</u> you can put into effect when you return home.</p> <p>The writing of good goals and objectives is essential to action planning.</p> <p>Goals and objectives are often confused, but they are not the same thing.</p> <ul style="list-style-type: none"><li>● <b>Goal:</b> <u>Long-range</u> statement of <u>what</u> you want to accomplish.</li></ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Discuss examples of each.

SM p. 86.

Allow about 10 minutes to work on this; identify one or two participants who have expressed good goals and objectives and ask them to share theirs with class.

Discuss until you feel sure everyone understands how to state a goal and objective.

SM p. 87.

- **Objective:** Short-range statement telling how you will accomplish the goal.

In SM write one goal and one associated objective applicable to planning in your community.

- You wrote goals individually; however, to be effective, goal setting must be done by the whole planning group. Individuals take a stab at writing goals—but ultimately these goals must be tested before whole group to get technical input and commitment.

### PROCEDURE FOR SETTING GOALS/OBJECTIVES

Putting initial list together gets group goal setting effort off to good start—it is very difficult for a group to start with nothing.

Recognize that your list is only a start and don't become too attached to any ideas. Having developed goals and objectives as an individual, you are better equipped to direct the group effort in refining them and putting them into priority order.

### OBSTACLES FOR SETTING GOALS/OBJECTIVES

- Should be identified and actions planned to overcome them.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- Should not be overlooked.
- Should not prevent a valid goal or objective from being expressed.
- Yet we are all bound in our planning by some threshold of reasonable resources and should not expect system to respond to something unreasonable.

### Notes

(15 minutes)

SM pp. 88-93/  
IG pp. 205-210.

Recall homework assignment. (Participants were to read this case study before the discussion.)

Ensure that participants highlight strengths and weaknesses.

### Suggested Problem Areas:

- Comprehensive plan to deal with natural disasters did not exist.
- The only planning document was 13 years old.

## WILKES-BARRE CASE STUDY

### Lecture/Discussion

In small groups, address questions:

- What went wrong at Wilkes-Barre?
- Can you identify some process problem areas?

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- Exercises excluded private-sector organizations.
- Little organization between fire, police, and civil defense.
- First responders were affected by the multiplicity of political subdivisions.

### Suggested Strengths:

- Networking involved numerous volunteer organizations as well as flood forecasting service.
- Recent exercises had been conducted.
- Local college had worked with civil defense in conducting training.

### Suggested Improvements:

- Update plan.
- Involve private-sector organizations.
- Improve coordination among fire, police, and emergency management, as well as adjacent jurisdictions.

Select group spokespersons to discuss findings.

- Can you identify the process areas that were strengths in this emergency?
- What actions could have been taken to improve the situation?

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<u>Notes</u>
(20 minutes)  SM pp. 94-96/ IG p. 211-213.	<p data-bbox="948 741 1232 772" style="text-align: center;"><b>ACTION PLANNING</b></p> <p data-bbox="727 804 1390 867">Two levels of action planning—differentiated by their degree of specificity.</p> <ul style="list-style-type: none"> <li data-bbox="727 898 1377 1020">● Big picture approach, shown in SM, "Action Planning Framework 1," lists 12 commonly accepted emergency management functions and asks you to specify: <ul style="list-style-type: none"> <li data-bbox="776 1052 1089 1083">- What must be done.</li> <li data-bbox="776 1115 1133 1146">- Who has responsibility.</li> <li data-bbox="776 1178 1365 1241">- With what organizational and individual strengths or weaknesses must you deal.</li> <li data-bbox="776 1272 1268 1335">- How the task will be managed or performed.</li> </ul> </li> <li data-bbox="727 1367 1414 1860">● Consider preparation of emergency management plans. <ul style="list-style-type: none"> <li data-bbox="776 1461 1390 1587">- For a community with effective planning "What must be done" might be stated: "Write a comprehensive emergency management plan."</li> <li data-bbox="776 1619 1398 1682">- You probably have lead responsibility, but also list others you need on planning team.</li> <li data-bbox="776 1713 1414 1860">- Individual strengths might include extensive experience in some subarea of the plan; weaknesses might be heavily competing commitments for time. Organizational weaknesses might include the general lack</li> </ul> </li> </ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

of organization for planning or lack of resources or political support.

- In "Action Planning Framework 1," be fairly general in specifying how task is to be performed. In the case we've been discussing, you might want to include such items as:
  - Emergency program manager will write a very rough draft of the overall plan.
  - The draft plan will be modeled after some plan you have seen here or elsewhere.
  - Planning team will be assembled to review and refine the plan.
  - Appropriate members of the planning team will be asked to prepare annexes.
  - Team will review the final plan.
  - Plan will be tested in exercise to establish feasibility.
  - State director of emergency management will review the plan.
- Homework activity is designed to help you gauge your job, identify total range of tasks to be managed, and make some first-order judgments on what should be done by whom—or to help you to decide what planning must be done.
- "Action Planning Framework 2" will help you accomplish the necessary planning. Addresses your planning task at home and helps you determine the specific actions you have to take upon your return.
  - Only three columns—Objectives, Activities, and Target Completion Dates.
  - Designed to address only one mission: to get the necessary plans written.

SM p. 97.



INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>SM p. 98/IG p. 215.</p> <p>Assign homework.</p> <p>If any time remains in this period, allow the groups to form and brainstorm a bit about objectives and activities.</p>	<ul style="list-style-type: none"> <li>- That mission will have a number of objectives associated with it (establishing the planning team; deciding what emergencies to plan for; setting priorities, timetables, and responsibilities for the accomplishment of tasks, etc.).</li> <li>● Those who wish a more complete action plan might add a <u>Resources</u> column that would list all of the resources available to accomplish each activity and a <u>Problems</u> column that would list key problems or obstacles anticipated.</li> <li>● <b>Major project for this course is to complete an action plan:</b> objectives, activities, and target completion dates to get your planning done on your return home. Each plan will be different because home situations vary widely.</li> <li>● Because of these differences, we want you to test your action plan with peers before leaving because other people can offer valuable assistance.</li> </ul> <p><b>HOMEWORK</b></p> <p>Begin work on action plan tonight.</p> <ul style="list-style-type: none"> <li>● Using "Action Planning Framework 2," list three objectives related to the planning goal.</li> <li>● List activities for each objective involved (disregard target dates for now).</li> <li>● Tomorrow, we'll list all objectives and activities on flipchart and try to refine one or two.</li> </ul> <p>We will reconvene tomorrow at 8:30.</p>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Remember to prepare headings on two flipchart papers before class tomorrow.

Goal:

Objectives	Activities

Notes

END OF DAY THREE