

3: Yes Means Yes

San Francisco can count on Sacramento for the last bit of bread and meat in the house, can draw on us for every dollar we have, and then you can have our blood if you need it.

-Mayor of Sacramento, 1906[22]

Fractious and disparate planning always leads to fractious and disparate response.

-P. Marghella, *Destroy the Three-Ring Binders* [40]

Goal

Delineate and engage the network of partners who will participate in any emergency response. Document their capacities and resources.

Mission

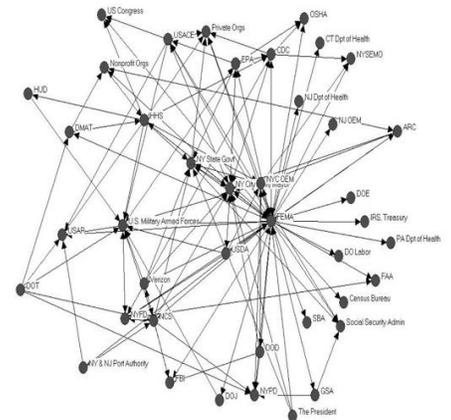
An organization that tries to plan by itself will have its ideas overrun by new faces during a disaster. Before defining any strategies to solve the problem, the planner should diagram and engage the universe of partners who will be involved in responding to the defined problem. First, create a map of all of the groups who will join the response to your problem, even those who aren't involved with emergency management right now. Then, document your best guess at the resources these groups will bring and any risks associated with including them in the planning process. Describe the planning processes they currently drive or would need to undertake to resolve the problem. Finally, integrate these groups into your planning process. This will clarify the wide-ranging strategies & resources that are available to you and ensure that when you ask if the whole jurisdiction is engaged, the answer is **Yes Means Yes**.

Operational Approach

- Remember, government thinks it is more central to a response than it actually is [41]. There's a huge response network during emergencies. Most critical infrastructure is private, especially healthcare [42]. Plus, business leaders often try to influence a response if they aren't part of the planning [43].
- All of these social units from families to corporations are already problem solvers. Invisible planning is happening all over the jurisdiction at a grassroots level [44] and they will supercharge their problem-solving after a disaster [12].
- In emergencies, local governments are expected to be strong. However, in normal times, they are designed to be fairly weak[29]. That means you'll need the help.



Write the Process ≠ Plan	1
Raise Wicked Problems	2
Capabilities Not Analogies	3
Coordinate don't Command	4
Strategize to Improve	5
Write Reality	6
Be One Community	7
Slow the Burn	8
No myths	9
Think Management	10



📖🎵 This **response network** used to be called the *mass assault*. HUNDREDS of groups-government/nonprofit/private, established/brand-new, local/state/federal/ international - will swarm into an affected area and start trying to help[17, 18]. FEMA situation reports listed 456 organizations during the response to the 2001 World Trade Center Attack[18]. The New York Times counted 1,607[24].

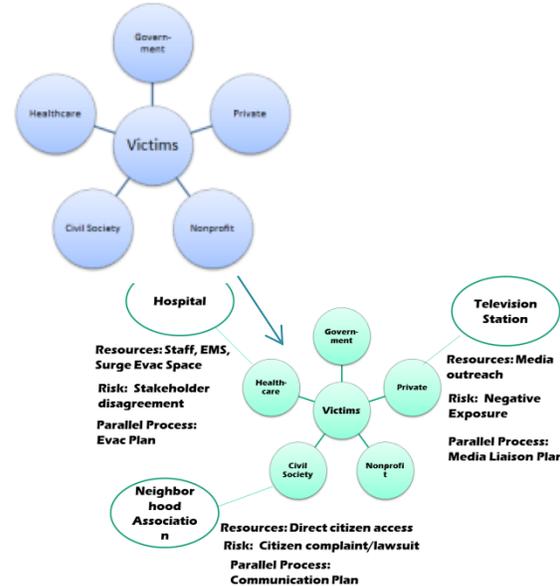
Objectives

1. Create a **Network of Means** of all the possible response organizations for your problem. These are your planning partners. There should be at least two dozen. There were 1,607 separate response organizations for the 2001 World Trade Center attacks[18].
2. For each partner, inventory the resources and capabilities of the groups: What usable resources do they have (e.g., staff, equipment, technical expertise)? What are they able to do in a crisis (e.g., surveillance, outreach, call centers) and how does that relate to the impact you found in problem analysis? [15]
3. Describe the possible risk in working with each partner (e.g., security risks, media leaks).
4. Name the potential planning projects they should engage in to help solve the defined problem (e.g., a continuity plan, an outreach effort). [13, 20]
5. Integrate some partners into the planning team, the advisory group and a larger outreach forum that includes more representatives from different kinds of partners.
6. Check your work with **Quarantelli's Typology**. Did you successfully find all types of organizations that will respond in an emergency?

Using and Abusing ICS

When you bring partners together, suddenly everybody gets delusions of org charts. Well, okay, but... In a crisis, political leaders will always rely on trusted relationships over formal plan elements when the two differ[45], so making a separate command structure isolates your response; odds are, then your operations will be taken over by political officials, leading to 'management by press conference' [22] where you learn the big stuff on TV. Instead, build a system of shared governance with radically connected partners and political leaders [12] where *Command* is much less important than *Coordination*. Avoid spending much planning time delineating complex chains of authority or giving your personal organization an unreal level of authority, which happens a lot [46]. Create a loose temporary emergency structure with ICS that cuts through bureaucracy, speeds decisions and creates accountability[47]. Include all types of organizations and new citizen efforts per **Quarantelli's Typology**. Ensure that organizations send reps with full command authority to the EOC [26]. In this way, ICS can support the complex response network while admitting that the power centers aren't going to change.

The **Network of Means** is on page three of the **Planning Directive Tool**. Use it to brainstorm connections between different organizations in a response.



Quarantelli's Typology [5] tells us that organizations will take on unexpected tasks & build new relationships. Meanwhile, brand new groups will emerge after disasters. All need to be included in an emergency with ICS.

		Tasks	
		Old	New
Relationships/Structures	Regular	Type 1	Type 3
		Established Organizations	Extending Organizations
	Non-Regular	Type 2	Type 4
		Expanding Organizations	Emergent Groups