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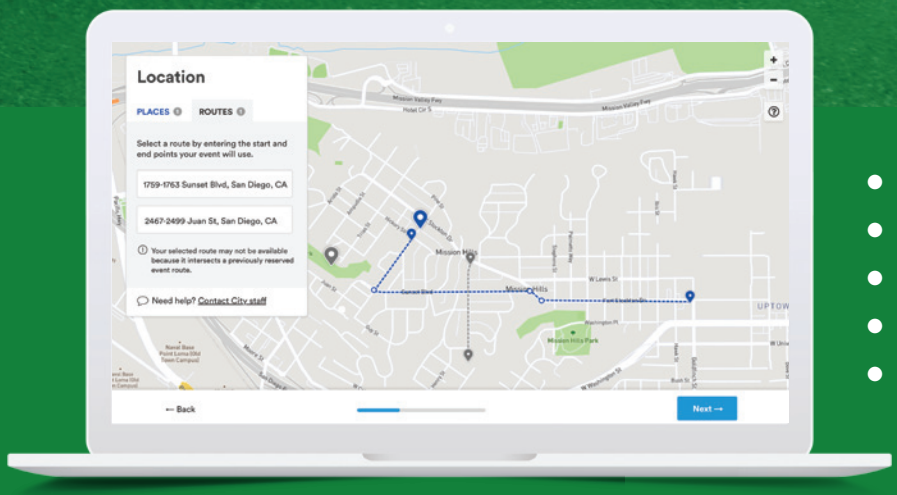


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# Charting an Ethical Career Course

## A Guide to Making Life-Altering Choices With Integrity

By Martha Perego, ICMA-CM

**Martha Perego, ICMA-CM,** *is ethics director, ICMA, Washington, D.C. (mperego@icma.org).*

**The trouble with having** high professional standards is that sometimes they get in the way of doing what may be in your personal self-interest. This conflict happens when an ICMA member negotiates employment, then considers whether to report for the position he or she accepted or decides to leave before serving the recommended professional tenure.

With these scenarios in mind, how do we strategize advancing our careers?

Many managers start by targeting the No. 1 organization they would love to work for or casting a broad net by applying to an array of organizations. The ICMA Code of Ethics is clear:

*It is absolutely ethical to go after several positions at the same time and even consider multiple offers.*

Taking an initial interview to test the waters to learn more about an opportunity and find out whether it would be a good fit is fine. You should not proceed to the next steps in the process, however, if you know that your heart isn't in it, it's not the right time to make a move, or the organization lacks the resources to meet your compensation needs. To do so is simply a waste of the organization's time.

### Multiple Searches

If you are in multiple searches, you may be fortunate to be a finalist in more than one organization. Perhaps City A wants to enter into negotiations now, but City B has asked you to return next week for a second interview. What to do?

If you want to keep your options open, then be honest and clear about your intentions. In the scenario above, the right thing to do is to let City A know that you are interested but still interviewing. There is the risk that they move on to the second candidate, but if they truly want you, they will wait. If you don't want to risk losing City A, then withdraw from City B. At some point, you may just have to make a choice and it might not be your No. 1.

You risk your reputation and even future employment when you are simultaneously negotiating with two organizations in private without proper disclosure. True story: A city council that negotiated an agreement to hire a new city manager revoked the offer when it learned that he

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**Creating and Supporting Thriving Communities**
ICMA's vision is to be the leading association of local government professionals dedicated to creating and supporting thriving communities throughout the world. It does this by working with its more than 12,000 members to identify and speed the adoption of leading local government practices and improve the lives of residents. ICMA offers membership, professional development programs, research, publications, data and information, technical assistance, and training to thousands of city, town, and county chief administrative officers, their staffs, and other organizations throughout the world.

**Public Management (PM)** aims to inspire innovation, inform decision making, connect leading-edge thinking to everyday challenges, and serve ICMA members and local governments in creating and sustaining thriving communities throughout the world.

was in active negotiations with another city. They weren't impressed with his integrity.

When you go into negotiations, it should be with the goal to seal the deal. Never enter into negotiations just to buy time. It's unfair to the employer and to the other candidates in the pool.

## When Yes Means Yes

Good news! You are the governing body's unanimous choice. You accept with the caveat of being able to reach acceptable terms. You negotiate with the governing body's representative and after some back-and-forth, you shake hands on the deal.

Are you obligated at this point to take the position since the governing body has yet to vote on the agreement? Yes! Once you accept a formal offer of employment, that commitment is considered binding unless the employer makes fundamental changes in the negotiated terms of employment when it votes.

You inform your current governing body that you are moving on. What if it counters with an offer to raise your compensation? That extra compensation would be great! Ethically, you can't accept the offer at this stage because you have given your word to the other organization.

What if after the agreement is ratified, you learn that the governing body isn't the cohesive group presented during the process? Is that sufficient justification to withdraw from the position?

No! While it's incumbent upon you to do the necessary research to make an informed decision, the risk of the unknown is a reality with any move to a new organization. No organization or community is static. Change and managing ambiguity come with the territory. There is the expectation that you as the leader have the requisite skills to navigate challenging situations.

When someone who accepts an approved offer fails to report for duty, it is harmful to the organization, the other candidates in the pool, and to the profession.

## Should I Stay or Go?

Six months into the new position, things are not going well. Maybe the honeymoon with the governing body was short-lived. Maybe it's just not a good fit.

This type of situation can be gut-wrenching. You had high hopes for the position. You may have relocated the family. Should you stick it out? Should you start to look for a new position now? How do you know when it's time to throw in the towel?

The profession defines a professional commitment as a two-year tenure. This is so embedded in ICMA's culture that members often refer to it as the "two-year rule." It is not a hard-and-fast rule but rather a guideline. In general, a member taking the role as the chief appointed officer should be willing to commit to at least two years. Turnover in the manager's office impedes forward progress.

There are exceptions to the guideline. If the governing body refuses to honor the terms of your agreement or takes a vote of no confidence, you should make plans to exit. If you receive a poor performance evaluation without constructive advice on how to improve, that is often an early warning indicator of a lack of support.

If you encounter significant personal issues that you could not have predicted when you accepted the position, that, too, is a legitimate reason for an early, but smooth, departure.

In all other situations, you should explore strategies to make the position work. You want to be certain that you have done all within your means and fully accessed the resources in your toolkit before making the decision to leave. Seeking outside advice from a peer or ICMA can be invaluable in developing your strategy.

At the end of the day, you are in the best position to ascertain whether the position is a good fit professionally and personally. That decision takes into account your current employer, your community, and of course, your chosen profession. PM




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*We Asked Our Readers »*

# How Does Your Community Minimize Risk to the Organization and Its Employees?

**Deborah Sargent**
City Manager
Campbell River, California
Deborah.Sargent@campbellriver.ca

At the city of Campbell River, we recognize risk on a number of fronts. We minimize potential problems and work to protect our employees, community members, our organization's reputation, and the investment of public funds by following comprehensive procedures, policies, and practices, and through a culture of continuous improvement. We employ a safety advisor and a purchasing and risk management officer. We call upon legal counsel for timely advice as required.

Specifically, the city focuses on:

- Asset management, by protecting public investment and community services.
- Health and safety, by protecting people and the environment.
- Operations and service continuity, by conducting scheduled risk management inspections and providing reports on risk exposure.
- Procurement and project management, by prequalifying bidders and basing contracts on provincial master municipal construction documents.
- Professional development and employee retention, with a corporate culture that maintains a positive workplace.
- Property damage, by reducing the risk of damage to public and private property.
- Public safety, by instituting an extensive risk policy.
- Reputation management, through a commitment to progressive community development and proactive communications and issues management.

**Amanda Mack, EMPA**
City Manager
Spencer City, Iowa
amack@spenceriowacity.com

The city of Spencer takes the time to regularly review both our internal and external processes and procedures. We especially take time to review risk mitigation after major events occur. This past summer, our community was struck with several incidents of flooding. During and after each event we reviewed our plans, procedures, and processes and were able to adapt "on the fly" when necessary. We asked ourselves, "what worked well, what didn't, where can we improve for the next event" and then worked to implement those changes.

Additionally, Spencer spends a great deal of time working through long-range infrastructure planning. This, in and of itself, is a risk mitigation process that is helpful to the city staff, council, and community.

The final piece we put into place regarding risk mitigation is clear communications. We have built a strong communication structure that allows us to share information both internally and externally in an efficient and appropriate manner. We have built a culture that allows employees to provide feedback on that communication structure and offer improvements. By leaning into clear communications, employees are able to meet challenges head on and not find themselves in a situation where they are uninformed or unprepared to deal with that challenge. PM

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When an **emergency or crisis** hits, local government managers face difficult choices. Their skills in management and leadership are put to the test when the normal workings of the local government are interrupted with a disaster. ICMA encourages members to prepare their staff and communities for disaster by establishing robust emergency plans and considering procedures for all stages of a crisis.

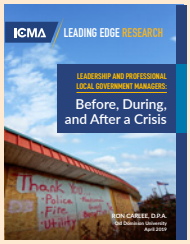
**Ron Carlee, D.P.A.,** *director of the Center for Regional Excellence, Strome College of Business, and visiting assistant professor, School of Public Service, Old Dominion University, Norfolk, Virginia*

"The importance of preparation—including learning and applying the lessons of others—cannot be understated even for localities that rarely or have never experienced a crisis."

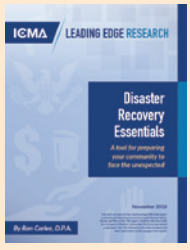
"Cities will continue to experience unprecedented shocks and stresses to their systems, services, and way of life. Many of these events will feel unpredictable (like the scene of an active shooter), and at times, unavoidable (like being in the path of a hurricane). When disaster strikes, no uplifting hashtag can overshadow real and intentional planning."

**Abena Ojetayo,** *chief resilience officer, Tallahassee, Florida*

## Crisis Resources




**Leadership Before, During, and After a Crisis.** In this new ICMA Leading Edge Research report, Ron Carlee, D.P.A., captures the ideas, feelings, and stories of the professional managers who were involved in different crises. By analyzing the common and effective leadership and management skills and techniques that professional managers deploy when a crisis strikes, we can better understand the lessons learned from managers and identify leading or promising practices that can be adopted by others. Download the report: *https://icma.org/leadership-during-and-after-crisis*




**Disaster Recovery Essentials**

To help members prepare for the challenges of a crisis, this tool provides tips and techniques for managers to use when planning for disaster recovery. This resource describes important takeaways from managers' experiences in eight recovery topics. Each includes a set of related questions to help other managers begin to assess and improve their own capacity to lead a community through recovery. Download the report: *https://icma.org/documents/leading-edge-research-disaster-recovery-essentials*

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**2019 ICMA Regional Conferences**

**Midwest Regional Conference**
**May 8–10** | Evanston, Illinois

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**Retooling Workplace Culture to Thrive in 21st Century**
10–11:30 a.m. PT (1–2:30 p.m. ET)
**Thursday, May 16**

**Encouraging Inclusive Communities**
9:30–11 a.m. PT (12:30–2 p.m. ET)
**Wednesday, June 12**

**Grappling with Gnarly Issues, (opioids, homelessness, and more)—How Local Government Can Help**
10–11:30 a.m. PT (1–2:30 p.m. ET)
**Wednesday, September 11**

**Promoting Trust in a Divisive World**
11 a.m.–12:30 p.m. PT (2–3:30 p.m. ET)
**Thursday, October 10**

**Having Difficult Conversations in Your Organization and Beyond**
9:30–11 a.m. PT (12:30–2 p.m. ET)
**Thursday, November 14**

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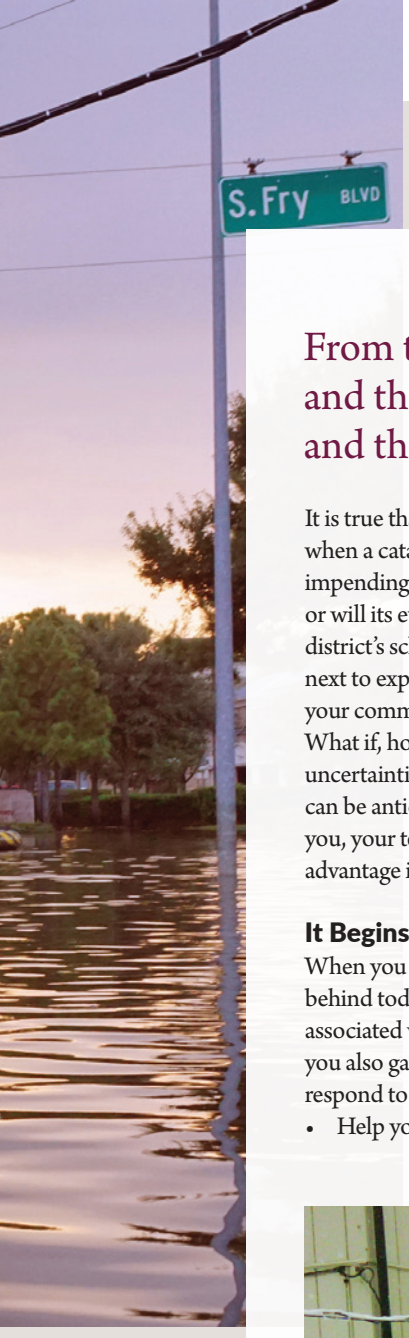
# BECOMING CRISIS READY

BY MELISSA AGNES

## Transforming today's uncertainties into strategic opportunities




From the impact of climate change, to acts of terror, to cyberattacks, and the list goes on, there's no denying that we live in uncertain times and that with these uncertainties come increased risk and exposure.

It is true that we can never be entirely sure of when a catastrophic incident will strike. Will the impending hurricane pass around your community, or will its eye drive straight through? Will your district's school or your city's nightclub be the next to experience a devastating tragedy, or will your community remain safe from such horror? What if, however, I tell you that many of the uncertainties that leave you increasingly exposed can be anticipated and foreseen in ways that can give you, your team, and your organization a strategic advantage in trying times?

## It Begins With Understanding the "Why"

When you take the time to understand the why behind today's uncertainties, not only will the risks associated with them significantly decrease, but you also gain the advantage of preparing yourself to respond to any rising threat in ways that:

- Help you quickly get ahead of the narrative of the story and position your organization as the voice of trust, credibility, and leadership, which is the voice that your community will look to you to have in times of crisis.
- Foster increased trust and credibility in your team and organization, rather than suffering a potentially irreversible depreciation of those attributes.
- Ultimately, put you in a position to successfully work with your community's emergency managers and, together, save more lives when the crisis is of a catastrophic nature.

Achieving this level of readiness requires more than the typical, stagnant crisis-management plan. Why? Because a plan is an extremely linear and siloed approach to a non-linear, cross-organizational situation.

With all the added exposure that things like social media, mobile technology, and the 24/7 news cycle bring to today's crisis and issue management, that plan does little to truly serve in times of heightened risk.

Instead, today's organizations gain the most strategic advantage when they approach their crisis readiness as the development of a program »

Department for International Development/Ed Hawkesworth

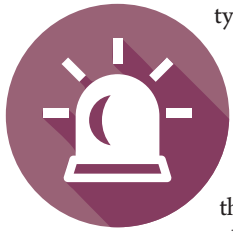
that is then embedded into the culture of the organization. Being crisis ready means managers have an entire organization of people who are trained and empowered to:

- Identify rising risk in real time, no matter what that risk may be, or how it may strike.
- Properly assess its material impact on community and the brand—is it an issue or is it a crisis?
- Respond in a way that both effectively manages the incident and fosters increased trust and credibility in the organization.

### How to Gain a Strategic Advantage

If risk can strike from anywhere and we live in a world of uncertainty, then having a team that is equipped to instinctively identify, assess, and respond to any negative event in ways that foster *increased* trust and credibility in your organization, will put you at a strategic advantage to be the leader that your community needs you to be when it matters most.

The good news is that achieving this level of readiness is easier than most initially believe. In fact, there are four steps you can take today that will put your team at a strategic advantage in dire times.



## Step 1:

**Identify and understand your risks.** This includes everything from your high-risk scenarios—the most-likely, high-impact issue and crisis scenarios that pertain to your organization and community—to the risks within those risks, including the risk of emotional relatability and the impact it threatens to have on an incident's escalation.

To identify and understand your risk, you first need to begin by defining the difference between an "issue" and a "crisis" for your organization, and determine the thresholds where the crossover from one type of incident to the other lies.

**Defining issue and crisis.** As a baseline, a crisis is a negative event or situation that stops business as usual to some extent as it requires escalation straight to the top of leadership. It requires this escalation because the incident threatens long-term material impact on one to all of these five things:

1. Stakeholders (people).
2. The environment.
3. Business operations.
4. Your reputation.
5. Your bottom line.

An issue, on the other hand, is a negative event or situation that does not stop business as usual because it does not require escalation straight to leadership. I refer to issue management as a form of business as usual on hyperdrive. Why? Because it does not threaten long-term material impact on any of those five attributes listed above.

An emergency, for example, is a negative event that requires real-time management. Depending, however, on the specifics of the emergency and the long-term material impact it threatens to have, any given emergency situation can be either an issue or a crisis.

Being able to quickly and accurately evaluate the long-term material impact of a given situation puts you and your team in a position to respond effectively in a way that can protect both the people of your community and the long-term reputation of your local government's brand.

**Action Item:** Now that you have these definitions, your first task is to use them as a baseline to identify the most-likely, high-impact issues and crises to which your organization is most prone or vulnerable.

From there, define the thresholds and factors that would escalate each of your identified issues into crises, as well as de-escalate any given crisis down to an issue level.

This is a crisis-ready action that you are entirely in a posi-

tion to take now. The simple act of doing this will help you gain better clarity and understanding about the risks of those uncertainties that are probably plaguing your leadership team.


## Step 2:

**Develop strong emotional intelligence.** We can never be entirely sure when a negative event will go viral against our organization, increasing the real-time challenges, exposures, and impacts of the situation on the brand.

If you want to understand both sides of emotional relatability, however, you can then train your team to be able to quickly detect the probability of virality and get ahead of it in a way that de-escalates the situation and the long-term negative impact it threatens to have on your organization.

This Crisis Ready™ formula was designed to help your team quickly identify the potential of negative virality: Emotion + Relatability + Shareability = Heightened Risk of Virality. If a negative event has high emotional impact and if, by sharing it the sharer knows that emotion will relate to those within his or her network, it is likely to be shared, consumed, related to . . . shared, consumed, related to. . . and so forth, increasing its probability for virality.


Melissa Agnes was a featured speaker at the 2018 ICMA Annual Conference in Baltimore, MD.


**Action Item:** Teach your team to be able to quickly assess and evaluate the emotional relatability of a given situation, and then design an escalation protocol for team members to follow once strong emotional relatability is identified.

There's also another element to developing strong emotional intelligence, which is to understand one of my Crisis Ready™ rules: Logic will never overpower emotion.

If strong emotional relatability is detected, it doesn't matter whether that emotion is rational or irrational, logical or illogical. It is real, it is powerful, and it will be impactful.

In order to reason with and overcome negative emotional relatability, your response to the incident needs to adhere to this Crisis Ready™ formula: Heightened Risk of Virality = Logic (Validation + Relatability + Proof).

**"THERE'S ALSO ANOTHER ELEMENT TO DEVELOPING STRONG EMOTIONAL INTELLIGENCE, WHICH IS TO UNDERSTAND ONE OF MY CRISIS READY™ RULES: LOGIC WILL NEVER OVERPOWER EMOTION."**

*— Melissa Agnes*

A common mistake I see is when leaders attempt to speak rationally in emotionally charged situations. To resonate logically in such instances, you have to first get into the hearts of those you are trying to reach.

This is done by taking your logical explanations, statistics, and commitments, and wrapping them in emotional relatability that matches, if not surpasses, that of the capacity of the negative sentiment. »


**Action Item:** Teaching your team to detect emotional relatability and then to be able to act and communicate with emotional intelligence is one of the secrets to being crisis ready.

## Step 3:

**Proactively find opportunities to consistently build trust.** Building up trust now, which means proactively finding ways to strengthen the relationships you share with your community, will give you powerful advantages in the midst of a crisis or a viral issue. Here are two major crisis-ready benefits of this approach:

**1. Truly *knowing* the members of your community and other stakeholder groups.** This knowledge leads to your team instinctively understanding what is expected of it and how to meet those expectations in real time, in the midst of a breaking crisis or viral issue.

**2. Gaining the benefit of the doubt at the onset of an incident.** In a world where controlling the narrative is next to impossible, gaining the benefit of the doubt at the start of a breaking incident means those who matter most to your organization will have the instinctive reflex to say, "We will wait to hear from the organization because we trust that it will do what's right and be forthcoming with the information."

This offers a powerful advantage that only comes with earned trust.

**Action Item:** What does your team do each day to strengthen the trust it shares with your stakeholders? Trust is earned over time and it takes a cultural mindset of proactively seeking small opportunities to, as Captain Chris Hsiung of the Mountain View, California, Police Department says, "Make daily deposits in your bank of community trust."

## Step 4:

**Choose to embed a crisis-ready culture.** While I've shared some powerful, actionable strategies with you here, there are five distinct phases to becoming crisis ready and truly building out a culture of crisis readiness (see Figure 1).

Having a true culture of readiness takes commitment and dedication, and the rewards are immense and far exceed the sole acts of issue and crisis management.

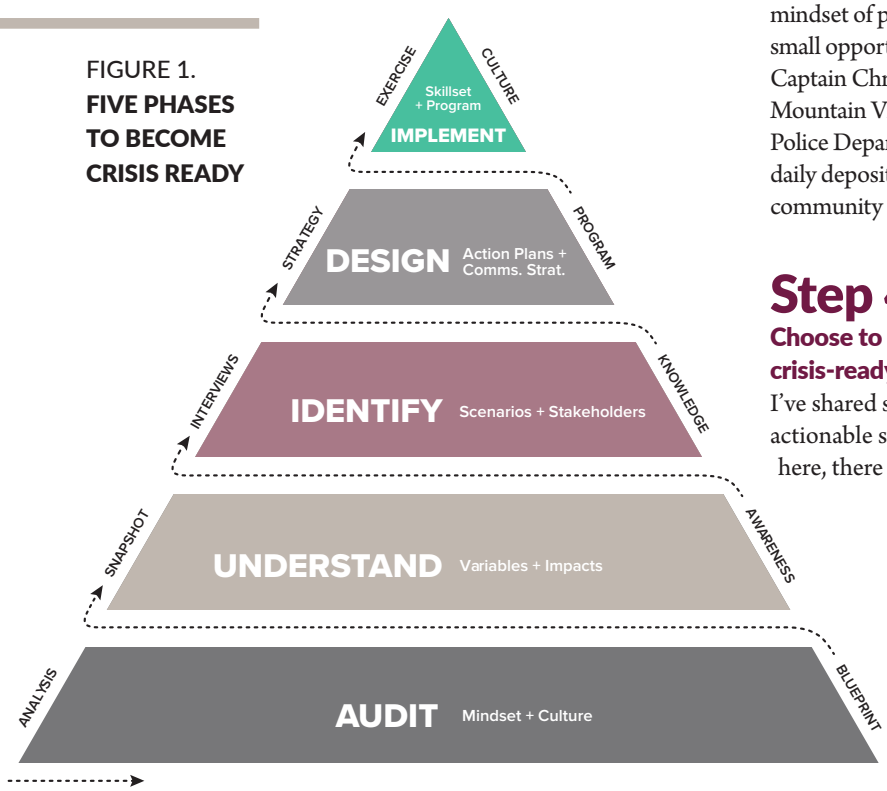
The current status quo of developing a linear and siloed crisis management plan that sits on a shelf collecting dust does not suffice in today's uncertain world of increased risk and exposure. In fact, this approach puts today's organizations at a disadvantage.

Instead, the objective is to embed a culture of readiness whereby the entire team is empowered to detect, assess, and respond to any negative incident in a way that does right by stakeholders and increases the trust and credibility in the organization.

My Crisis Ready™ model, outlined in my book, takes you through the process of designing your Crisis Ready™ program and embedding a culture that will help you mitigate the risks of uncertainty and strengthen your team's leadership for your community.

I wish you and your community all the invincibility you are committed to earning. PM

FIGURE 1.
**FIVE PHASES TO BECOME CRISIS READY**

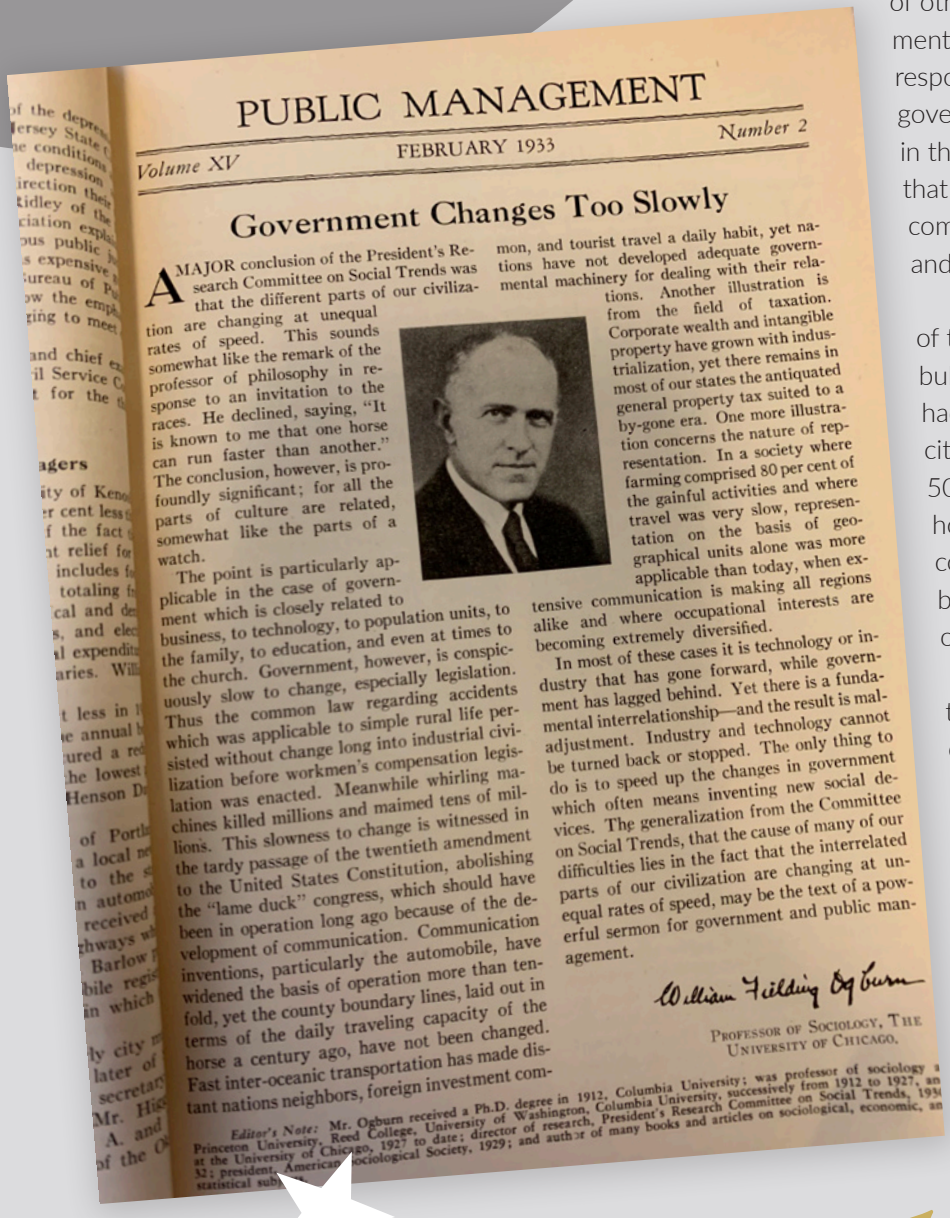



**Melissa Agnes,** a presenter at ICMA's 2018 Annual Conference, is an adviser on crisis management, New York, New York, and author of *Crisis Ready: Building an Invincible Brand in an Uncertain World* (Mascot Books, 2018).

100th ANNIVERSARY 1919-2019

# PM 1919–2019

*Looking back* at *PM*'s history provides a glimpse at what city managers expected the local government profession would look like in the future. In the February 1933 issue of *PM*, Leonard White, professor of public administration at the University of Chicago, analyzed trends in the profession during the 1930s and wrote his predictions: "What of the future? So far as it can be read from the experience of other countries, the state government is likely to assume much greater responsibility for the character of local government than has yet been known in the United States." He also predicted that the greatest development would come in the realm of local revenue and expenditure.



PUBLIC MANAGEMENT

Volume XV FEBRUARY 1933 Number 2

## Government Changes Too Slowly

A MAJOR conclusion of the President's Research Committee on Social Trends was that the different parts of our civilization are changing at unequal rates of speed. This sounds somewhat like the remark of the professor of philosophy in response to an invitation to the races. He declined, saying, "It is known to me that one horse can run faster than another." The conclusion, however, is profoundly significant; for all the parts of culture are related, somewhat like the parts of a watch.

The point is particularly applicable in the case of government which is closely related to business, to technology, to population units, to the family, to education, and even at times to the church. Government, however, is conspicuously slow to change, especially legislation. Thus the common law regarding accidents which was applicable to simple rural life persisted without change long into industrial civilization before workmen's compensation legislation was enacted. Meanwhile whirling machines killed millions and maimed tens of millions. This slowness to change is witnessed in the tardy passage of the twentieth amendment to the United States Constitution, abolishing the "lame duck" congress, which should have been in operation long ago because of the development of communication. Communication inventions, particularly the automobile, have widened the basis of operation more than tenfold, yet the county boundary lines, laid out in terms of the daily traveling capacity of the horse a century ago, have not been changed. Fast inter-oceanic transportation has made distant nations neighbors, foreign investment common, and tourist travel a daily habit, yet nations have not developed adequate governmental machinery for dealing with their relations. Another illustration is from the field of taxation. Corporate wealth and intangible property have grown with industrialization, yet there remains in most of our states the antiquated general property tax suited to a by-gone era. One more illustration concerns the nature of representation. In a society where farming comprised 80 per cent of the gainful activities and where travel was very slow, representation on the basis of geographical units alone was more applicable than today, when extensive communication is making all regions alike and where occupational interests are becoming extremely diversified.

In most of these cases it is technology or industry that has gone forward, while government has lagged behind. Yet there is a fundamental interrelationship—and the result is maladjustment. Industry and technology cannot be turned back or stopped. The only thing to do is to speed up the changes in government which often means inventing new social devices. The generalization from the Committee on Social Trends, that the cause of many of our difficulties lies in the fact that the interrelated parts of our civilization are changing at unequal rates of speed, may be the text of a powerful sermon for government and public management.

William Fielding Ogburn

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*Editor's Note:* Mr. Ogburn received a Ph.D. degree in 1912, Columbia University; was professor of sociology at Reed College, University of Washington, Columbia University, successively from 1912 to 1927, at Princeton University, 1927 to date; director of research, President's Research Committee on Social Trends, 1930-32; president American Sociological Society, 1929; and author of many books and articles on sociological, economic, and statistical subjects.

In the May 1933 issue, the "News of the Month" section included a bulletin announcing that seven cities had adopted a five-day work week for city employees. "Seven cities of over 50,000 population have restricted hours of labor and days per week according to a recent report published but the United States Conference of Mayors."

The *PM* issues in the 1930s touched on many relevant topics of the time. In the May 1934 issue, Julia Wright Merrill described how the depression had affected public libraries: "Reduced availability of new books and magazines, shorter hours, deterioration of book stock, salary cuts, discontinuance of training classes and an over-worked staff are the chief ill effects suffered by libraries."

*Celebrating 100 years*

# LESSONS LEARNED FROM MASS SHOOTINGS

## A REAL-WORLD OVERVIEW OF CRITICAL PREPAREDNESS ISSUES

BY PHILIP SCHAENMAN AND HOLLIS STAMBAUGH

**"Hope for the best, prepare for the worst." This mantra of Jack Reacher in Lee Child's novels is a good philosophy for city managers as well.**


**While statistically unlikely to happen in your city, mass shootings are occurring in many jurisdictions. The August 2018 *PM* magazine article, "Dealing with Terrorist Threats," outlined a general approach to preparing for mass shootings and other mass casualty events. This article provides key lessons for city managers learned from actual mass shootings. The authors drew from more than 50 major incident after-action investigations they directed, including the mass shootings at Columbine High School, Virginia Tech University, and the Aurora, Colorado, movie theater, as well as the Boston Marathon bombing.**

City managers must rely on the professionalism of each city department that plays a key role in preparedness: police training for active shooters; fire/EMS training for triage and transport for mass casualty incidents (MCIs); emergency management departments that support other agencies with resources and victim assistance; public information management for timely, accurate communication; and others. City managers should meet with each department to review its role in an MCI, including completed training, on-site equipment, as well as the need for additional must-have items, and how it is organized to coordinate with counterparts in and near the jurisdiction.

## 10 CRITICAL ISSUES

We next focus on 10 multi-departmental issues in preparedness - the hard-won lessons learned from the aforementioned 50+ major incident after-action reports.

1 **Emergency alert system.** Do you have a multilayered emergency alert system designed to communicate crisis alerts and instructions to the public so you can reach almost everyone? Think emergency announcements by radio, TV, telephone tree, email, social media, mobile and fixed electronic boards, CCTV, even vehicles with megaphones. Can warnings be received by the hearing impaired or followed by the visually or mobility impaired? Have you established protocols for triggering an alert if you are absent, or if time is of the essence? Sometimes an alert is needed just for the immediate area of an incident, and sometimes for the whole community. In one mass shooting, there was a delay in getting radio and TV to spread the word because only one person had the code to authenticate the message. Many Virginia Tech students were not aware that there was an active shooter on campus after the initial dormitory shootings occurred. Most residents of Watertown, Massachusetts, were not aware that police were exchanging gunfire with suspects and that a Boston Marathon terrorist was later on the loose.

2 **Regional coordination of mutual aid.** Few communities can stand on their own responding to an MCI. Even New York City on 9/11 had to rely on volunteer units from Long Island to fill in fire stations and lend fire equipment.

Make sure you have arrangements with neighboring communities to assist with police, fire, and EMS units; practice occasionally with them. They may assist not only in direct mitigation, but also in backfilling stations when your own police and fire are largely committed to the incident. Denver police helped patrol Aurora when most Aurora police on duty responded to a mass shooting in a movie theater.

Also, it is important to have mutual aid available to relieve your own staff, who may be exhausted by a major incident. Make sure you and your key emergency managers have good relationships with the leadership and key emergency resources of nearby jurisdictions. Conduct regional planning and training. You and your emergency management officials need a handy list of direct telephone numbers of who to call for help at county, state, and federal levels, including the FBI, ATF, and FEMA. Better yet, know the individuals by first name at the other end of the line, and have at least periodic practice with them. For example, communities need to know who the nearest hazardous materials teams are if they do not have their own. Speed is of the essence.

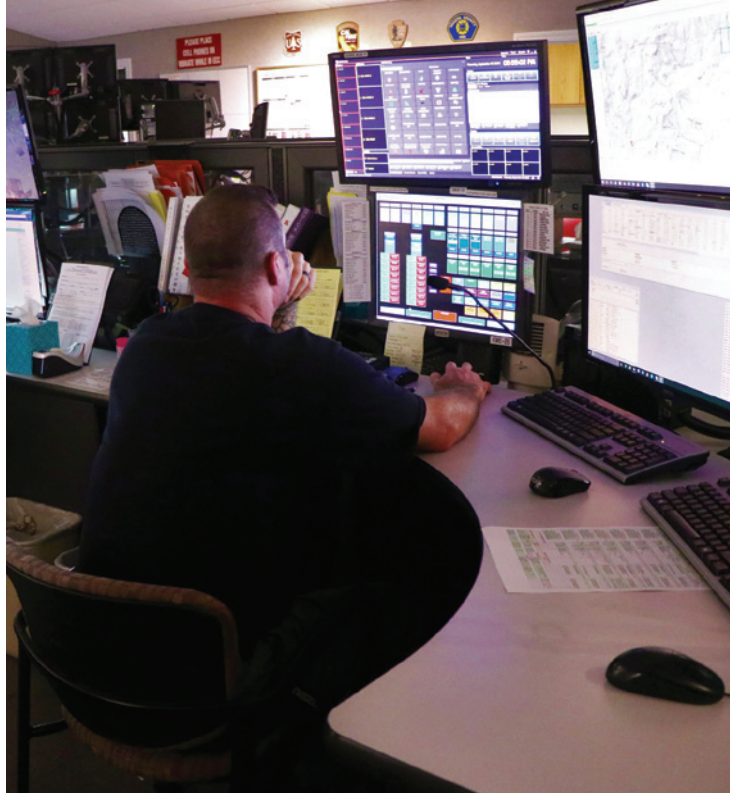
3 **NIMS/Incident Command System.** It goes without saying that police and fire must coordinate actions. The National Incident Management System (NIMS) and Incident Command System (ICS) have become national best practices. Make sure your departments have integrated these or similar systems into their standard operating procedures, and that they periodically practice together. If there was one common response we found to the question of why a response went well, it is, "We trained together on the same system and knew immediately how to proceed."

Consider the potential roles of nontraditional departments as well, such as parks and recreation and public works. Personnel and equipment from those departments have been used to great »

advantage during response and recovery from such incidents as the Minneapolis bridge collapse and the Boston Marathon bombing. For example, sanitation trucks can block areas, transportation departments can help police regulate traffic, and public works can deal with power and gas leaks. These departments should practice under incident command, too.

4 **Police and EMS coordination of patient triage and transport.** A particularly important area needing interdepartmental coordination is patient triage and transport. By definition, an MCI has many victims. Sometimes victims all are in one area, and sometimes they are scattered throughout a building and outdoor locations. Police are trying to get to the shooter and make sure there are no additional shooters or bomb threats.

At the same time, fire/EMS units are trying to reach victims to triage them, stop severe bleeding, and transport them to hospitals. Victims in some incidents have not been reached quickly because police deemed the area to be unsafe for an extended time while victims were dying. Ambulances have been blocked by police cars parked helter-skelter near the scene. Local government managers should ensure that police/fire/EMS departments have procedures for coordinating triage in the crisis area and for EMS rapid transport so that police cars do not have to be used for transporting people with grievous wounds because ambulances could not reach them (though that has been done successfully as a last resort.)



Jim Bartlett Team Rubicon/BLM for USFS

5 **Radio communication compatibility and discipline.** The first-responder community knows very well that it is critical to be able to talk to one another in an emergency. But sometimes ancillary responders are not incorporated into the communications system. For example, at the Boston Marathon bombing, private ambulances that were needed to supplement the large capability of Boston EMS did not have radios to receive Boston EMS coordination. The result was a near overflow of patients at some hospitals while others were underutilized.

Do not assume that everyone can talk to each other; confirm this detail. Also check that there are protocols for radio discipline. There have been incidents where Mayday calls have been lost amid chatter, or so many agencies were conferenced in that it was impossible to ask questions.

6 **Security and communications at schools, workplaces, and offices.** Your own office, your schools, and many workplaces in your community have probably thought about security and how to screen visitors. Some buildings have security guards, but how are they trained? What if someone brandishes a weapon? The first who can be shot are guards. Are they protected by a physical barrier? Do they have weapons or an emergency alert button? How do they report an emergency like a shooting? Time is of the essence in reporting an active shooter or terrorist.

Police generally arrive in minutes, but when you have listened to a 911 tape of an active shooting and know that every shot you hear is another person dying, you get a different appreciation for rapid alerting. Cell phones have sped up reporting, but there are other simple technologies for getting help even quicker, and they keep improving. One example is shot detectors mounted on lamp poles in high risk areas. Another is alarm buttons hidden in teacher or staff desks. Help your community to be aware and to prepare.

7 **Public information.** During and after a mass shooting there will be great pressure from the public, victims' families, and the media to find out who has been killed, who has been injured, and the location of victims. You need a single voice with reliable, authentic information. There needs to be a single victim list that is coordinated with police, hospitals, EMS, and the coroner to ensure that victims' families are the first to learn the status. Also


maintain a public communications system "chain of command" that addresses how public safety PIOs will coordinate with each other and with the central public information office for the city. Ask the following:

- Do we have a robust joint information center (JIC) in our plans? A JIC is where all releases to the media are coordinated for fact checking, uniform content, and simultaneous release so that the public receives timely and accurate information.
- How will we control rumors and ensure message unity?
- How will we receive and respond to public inquiries?
- Are we set up to coordinate with the Red Cross's "Safe and Well" registry?[1]
- Do we have a plan to augment our communications personnel and equipment rapidly?

8 **Family assistance centers.** In the immediate aftermath of a mass casualty incident, there is a need to quickly open a location where families can gather to wait for news of their loved ones and to be supported during this stressful time. Have you identified potential locations to use as family assistance centers? Are these locations aware that they are on the list? There have been cases where such designation came as a complete surprise to the facility's managers.

Many of the features of an adequately situated and supplied family assistance center are like those of an emergency shelter. Potential sites need parking, the ability to set up security, bathrooms, office space, chairs, water fountains, a private room for families to use, and one for staff to rest and recuperate during long shifts or extended operations. It is helpful if there is a small kitchen area as well.

9 **Unrequested mutual aid.** The flip side of obtaining adequate mutual aid is receiving too much uninvited volunteer help. Be careful not to send out a general request for assistance. This opens the doors to any and all who want to get in on the action and drama of the incident, creating its own problem within the emergency.

A Watertown, Massachusetts, police dispatcher called for aid when the town's four on-duty police officers engaged in a shootout with the two brothers responsible for the Boston Marathon bombing. It is difficult to believe these numbers, but more than 1,500 armed law enforcement officials from 117 law enforcement agencies descended on the town. This resulted in a friendly fire problem. One visiting police officer was critically wounded amid many near misses. ≫

Make sure your dispatchers are clear on what help is requested. Make sure any help comes with supervisors.

10 **Adding politics to injury.** Your governor, or worse, the president, may show up too soon, with a large security footprint that makes demands on your public safety personnel. Often this has diverted resources away from mitigation and recovery, or taxed already exhausted first responders. For some situations, like natural disasters, it is helpful for elected and appointed officials to see the extent of damage to expedite release of funds for recovery. For mass shootings and terrorist incidents, however, dignitary visits can be a big headache. Diplomatically request they wait until the smoke clears, if you can.

## More Lessons to Learn

The above lessons were not adequately addressed in various mass casualty incidents. There are more lessons and more details in after-action reports on major incidents that provide a real-world view of preparedness shortcomings and strengths. To emphasize again, it's critically important for city managers to participate in training scenarios. Do not leave this all up to your emergency manager, or solely to police and fire. Consider participating in classes at the Emmitsburg, Maryland, National Emergency Training Center (home to the Emergency Management Institute and the National Fire Academy) or in one of their classes offered for state and local delivery.[2]

A final note: Mass casualty incidents have impacts on the entire community, not the least of which are your own government employees, many of whom were directly involved in the myriad response-and-recovery actions. While it can be helpful to make pronouncements about resilience and a return to normal, the true longer-term emotional impact should not be ignored.

Make sure there is a plan to provide appropriate behavioral health services soon after an incident. It will help offset some problems down the road and will signal your administration's concern for employee well-being. Employees have related to us that when their city manager or mayor acknowledged how emotionally difficult the tasks had been, they felt it gave them permission to process their feelings, heal, and then resume their work. PM

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**Endnotes and Resources**

[1] https://www.redcross.org

[2] https://training.fema.gov/emi.aspx and https://www.usfa.fema.gov/training/nfa/index.htm

# Dealing with the Culprits of Disorganization

By Jeff Davidson | Strategies for Staying **Organized**

**In the life of a public manager,** three of the biggest culprits to staying organized when you are striving to do so include: junk mail, mismanaged reading, and other people's clutter.

### Eradicating Junk Mail

Even with the wondrous web, paper still plagues us all. Books on time management traditionally discuss how often to handle a piece of paper. Some say once. Some say twice. It always depends on what the paper says. The ideal number of times to handle most pieces of paper is zero, by not receiving them in the first place.

When you make a purchase by web or by mail, your name can be sold and circulated to dozens of catalog houses. Even your state's Department of Motor Vehicles sells its list of licensed drivers to anyone with money.

In an era when each piece of hardcopy mail adds to environmental glut, it's your civic duty, as well as an effective technique for achieving breathing space, to reduce the amount of junk mail you receive. To trace who is selling your name, when you make a mail order purchase or a donation, add a code to the end of your street address such as "1A" or "2D." Later, if you receive mail with your coded address, you know who sold your name to whom.

When making any mail order purchase, feel free to mention or include a preprinted label that reads: "I don't want my name placed on any mailing lists whatsoever, and forbid the use, sale, rental or transfer of my name."

### Reading on Purpose

The typical career professional faces one to four hours a day of job-related reading. With hardcopy items, if you can, read at a desk or table. Have paper, scissors, postage, and file folders ready.

When you encounter something you choose to enter into your system, you can do so easily. If you're reading on the web, take advantage of bookmarks or favorites to quickly save and store those items that merit a second look. And keep weeding out the excess.

While it might seem ruthless at first, tear out or copy only those pages of magazines, newsletters, and reports that currently appear important to you. Copy key pages from books. Get to the essence, which is all that you are likely to retain and act upon anyway.

Practice skimming, reading the first sentence of each paragraph, and scanning, looking through the entire body of your material to see which parts are important to you.

Delegate quantities of reading material to staff at work. It won't take more than 10 minutes of instruction and a few follow-up sessions for you to guide others to quickly find and highlight topics and themes of interest to you.

### OPC: Other People's Clutter

While visiting someone else's office you notice reports and folders piled high and a desktop strewn with papers—things are in disarray. You immediately know that you have little chance of being treated efficiently by this person. You don't have the resources to straighten him out, but you can devise some coping skills.

Consider Aaron, an assistant director whose job involves reporting to a boss who is hopelessly deluged with clutter. Aaron knows that the boss's job involves handling an endless stream of paperwork. This boss has an office and desk, even in the age of the Internet, with many more stacks and piles than Aaron has ever seen in one room.

Aaron's solution is ensuring that his submitted work will be easily found by buying a box of fire-engine-red report folders and always turning in his clearly labeled assignments in these folders.

If his assignment is to be turned in via e-mail, as most are, Aaron sends a backup copy, purposely, to ensure that his work will be seen, and he uses the clearest possible subject line.

If you have the option, avoid dealing with clutter bugs—a decision you'll have to face with increasing frequency as this era of too much information overcomes more people. PM

» While it might seem ruthless at first, tear out or copy only those pages of magazines, newsletters, and reports that currently appear important to you.

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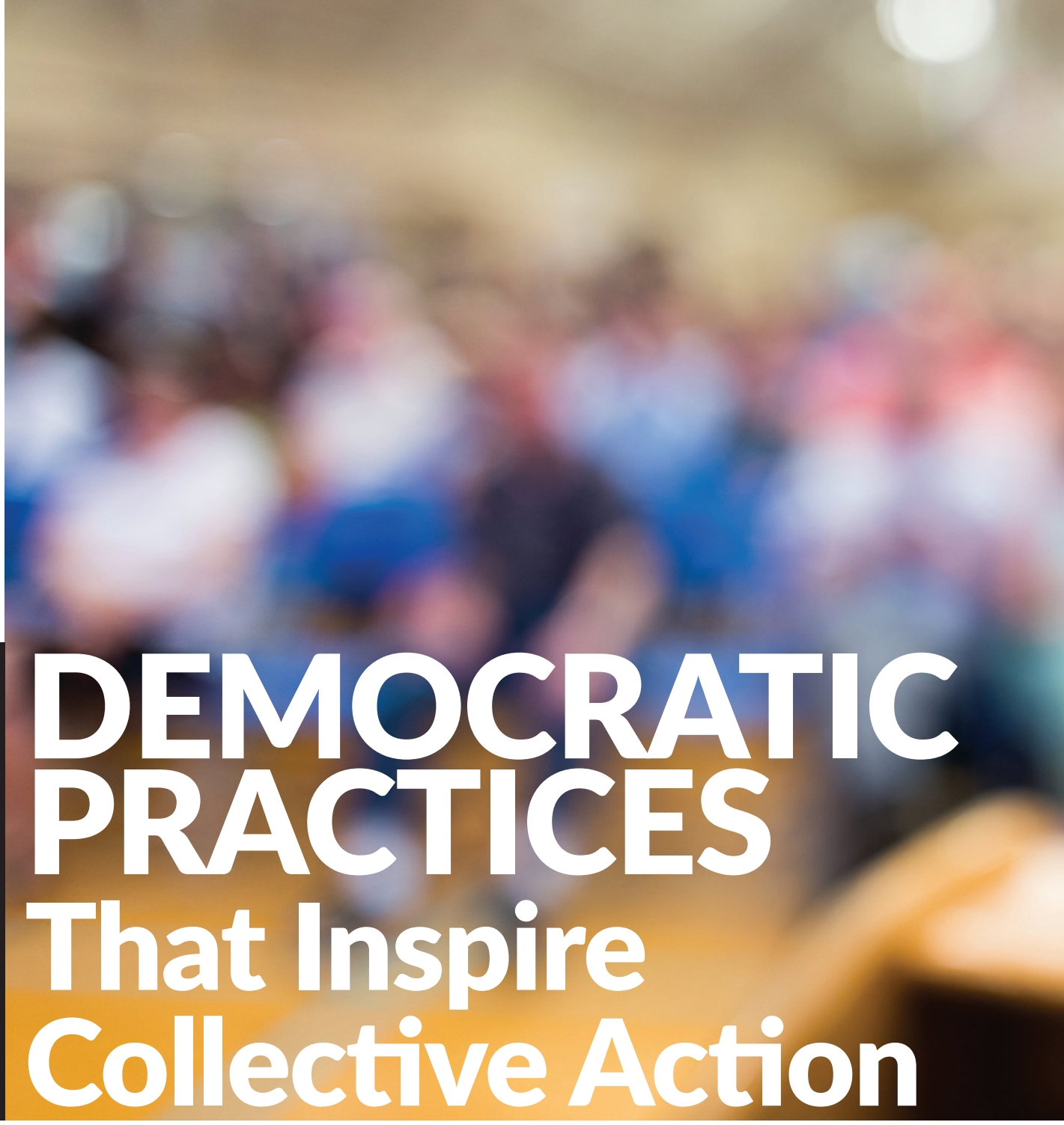


# DEMOCRATIC PRACTICES That Inspire Collective Action

## Engaging the Full Community Through Citizen-Centric Strategies

By Cheryl Hilvert, ICMA-CM, Michael Huggins, ICMA-CM, and Doug Linkhart

There is a sense in many communities today that something is off-kilter in how residents and local governments approach community engagement and public problem solving.

Many government officials are skeptical about the knowledge, rationality, good faith, and capacity of ordinary citizens to think about and take responsible action on complex community issues.

Citizens, in turn, are often skeptical about local government's public participation processes, question whether they will experience genuine opportunities to make a difference in how public problems are decided and are similarly skeptical about their own ability to work productively with others to overcome differences and take meaningful action.

In the meantime, important, persistent problems that require collective action are not getting better.

## Complex Issues Require Comprehensive Approach

"Civic disconnect" is often present where local governments offer only limited opportunities for civic engagement. In these cases, community members may simply be "informed" using vehicles like newsletters and public hearings, while there is a deeper need to involve community members in describing the problem and exploring policy options.

While this simplified approach to engagement works in some cases, complicated issues and projects require a more comprehensive approach to ensure the community is part of a deliberative process to create workable and sustainable action strategies.

Collaboration with community members is even more important »

Community Meeting in Cecil Plains, Queensland, Australia.

Photo by Cammy Clark

when a community is faced with a wicked problem—a messy, real-life situation lacking a clear and agreed-upon problem definition.

Interwoven with complex sub-issues, a wicked problem centers on the challenges of resolving the conflicting values and perspectives of multiple stakeholders. Think homelessness, criminal justice, and educational disparities.

Wicked problems are not solved in the conventional sense, only made better or worse by a decision or action. How to fix a broken water line is usually a straightforward proposition for most local government managers. Where and how to provide affordable housing that addresses the needs of homeless and marginalized populations is something else again.

Wicked problems are rarely addressed successfully through sole reliance on professional expertise or adversarial politics. Community efforts are more likely to succeed with relational problem-solving strategies centered on active citizen engagement, collaboration, and deliberative processes.

The challenge to local government leaders is how to do this in ways that not only make visible progress on the most persistent problems, but also strengthen citizens' confidence in public processes and in their own ability to accomplish meaningful public work.

One approach to addressing complex community issues may lie in incorporating core democratic practices more systematically into community engagement and problem-solving processes.

Drawing on decades of research with local communities, the Kettering Foundation has identified six core democratic practices critical for rebuilding citizens' ability to work with each other and with local government to generate effective and responsive decision making.

## Core Democratic Practices

Founded in 1927, the Kettering Foundation is a 501(c)(3) nonpartisan research foundation focused on what people can do collectively to address problems affecting their lives and communities and make democracy work as it should.

Kettering's research over many years and in many local communities has found that effective problem-solving and healthy democratic governance require:

- Active citizens seeking and exercising sound public choices about their futures. (We should note here that the foundation uses the term citizen not to connote legal status but to refer to a person's civic responsibility. The ideal is for all residents and stakeholders to act as citizens.)
- Strong communities acting together to deliberate and

take action on common problems.
- Community institutions, especially local government and public schools, aligning decision-making processes in ways that strengthen local self-rule and the capacities of community members to work collaboratively on common problems across differences of view.

Kettering's research, which has included multiple case-study discussions and learning exchanges over the past decade with local government managers, suggests that communities often struggle to move forward on critical issues because of the problem behind the problem that keeps public problem solving from working as it should:

- Citizens are sidelined and not engaged in local politics and civic life.
- Issues are discussed in ways that reinforce divisiveness and polarization and keep people from working together to build shared purpose and action.
- People react hastily without reaching shared decisions through deliberative reasoning and reflective judgment.
- Technical and professional expertise is substituted for deliberative public knowledge.
- Citizens think they cannot make a difference because they lack the necessary resources and skills.
- Citizen actions go in so many different directions that they are ineffective.
- A mutual lack of confidence between citizens and public institutions results in citizens seeing institutions as unresponsive and ineffective, and institutions doubting ordinary citizens can be responsible and capable.

Drawing on the work of David Mathews in *The Ecology of Democracy,* the Kettering Foundation has identified six core democratic practices critical for citizens to address shared problems, which are briefly described below, along with an example from a U.S. community.

**1. Identify or name the issues** facing citizens in their own terms; that is, in terms of what is meaningful and valuable to them.

In an example of being open to community members naming an issue in their own words, Charlotte, North Carolina, undertook several approaches to listen to community voices following a report on economic inequity in the city and a fatal officer-involved shooting in late 2016.

These included *Can We Talk?* dialogues in which residents engaged in open conversation with police and *Take10CLT,* in which city employees surveyed people passing by, asking open questions about their views on the city.

**2. Frame issues** so that a range of actions are considered and the potential, required trade-offs are evident.

An example of framing is a process in which community stakeholders in El Paso, Texas, broadly defined resiliency to include economic prosperity, affordable housing, and other goals not traditionally included under this heading.

The resulting resilience strategy is aimed at deploying innovative initiatives that directly address the diverse needs of the El Paso community.

**3. Make decisions deliberatively** and weigh the trade-offs among choices, to minimize hasty reactions and move toward sound public judgment.

Done well, participatory budgeting can represent a deliberative process for decision making. One of the pioneers of this practice in the U.S. is Chicago's 49th Ward, where Alderman Joe Moore uses a year-long community process to determine the priorities and projects that he submits to the city and its related agencies.

Since 2010, the residents of Ward 49 have worked to suggest projects, set priorities, and determine the allocation of $8.3 million in capital expenditures.

**4. Identify community resources** that are available – even intangible ones like enthusiasm and commitment.

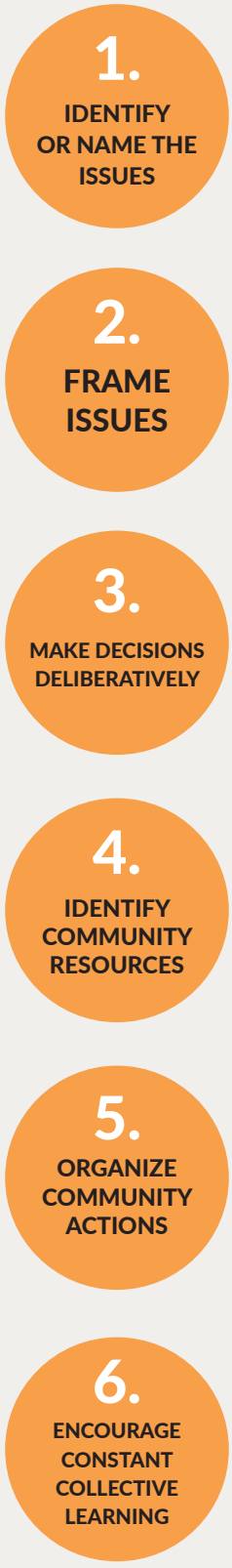
Stockton, California, is focusing attention on trauma issues in an effort called Healing South, which includes an asset mapping strategy that outlines a variety of partners, programs, and physical resources providing trauma and social support.

The group coordinated with community-based organizations, schools, and faith-based groups to engage residents in focus groups about what they feel contributes to trauma in Stockton and what kind of support is needed beyond existing services. This information helps focus policy advocacy and systems change and increases access to appropriate services.

**5. Organize community actions** to address a public problem in a complementary and coordinated fashion.

As part of its implementation of a communitywide visioning process, San Antonio, Texas, has formed a Teen Pregnancy Prevention Collaborative. The collaborative includes an impressive list of cross-sector organizations, including public »

## CORE DEMOCRATIC PRACTICES



**The challenge to local government leaders is how to solve problems in ways that not only make visible progress on the most persistent problems, but also strengthen citizens' confidence in public processes and in their own ability to accomplish meaningful public work.**

entities and community organizations, as well as faith-based and secular institutions.

Specific goals for reducing teen pregnancy have been established, with particular attention to Latino and African-American populations, and these goals were exceeded during the first seven years of collective work.

**6. Encourage constant collective learning** to maintain momentum. A project in Southeastern San Diego, California, to reduce heart disease taught organizers about trust and how to motivate action.

The area has a high concentration of African Americans and the county's highest incidence of heart attacks and strokes. In working with local congregations, the organizers found that previous efforts that overpromised and underdelivered had left many people mistrustful of such partnerships.

By engaging in candid dialogues about race, exploitation, and neglect and forming a data stewardship agreement that ensured transparency and local ownership, the project gained the participation of the congregations and other residents in the area, ultimately reducing the number of heart attacks by 22% since 2010.

Kettering's core premise is that citizens' consistent application of these practices in their public relationships with others, with community institutions, and with local government is essential for building joint public leadership, solving public problems, and developing the broad civic base necessary to govern effectively in a democracy.

## Managers' Survey Shows Acceptance of Practices

In 2018, the authors surveyed local managers to examine how important they believed each democratic practice was to their public engagement efforts and how comfortable they were in using each practice.

The managers had either participated in the Kettering Local Government Manager Learning Exchanges or were finalists for the All-America Cities Award program.

> "WE'RE NOT JUST PLANNING FOR THE NEXT STORM WE WILL FACE—WE'RE PLANNING FOR STORMS THE NEXT GENERATION WILL FACE."
>
> Boston Mayor Martin Walsh

The survey found that managers, who were familiar with all six of the Kettering Practices and believed that they were important to undertake, rated these practices to be either "extremely important" or "very important" as follows:

- Naming the issues (87.5 percent).
- Framing issues (75 percent).
- Deliberating with citizens (75 percent).
- Identifying community resources (66.7 percent).
- Organizing complementary community actions (79.2 percent).
- Constant collective learning (62.5 percent).

Of managers surveyed, at least 54 percent felt either "extremely" or "very confident" in implementing the Kettering practices and were most likely to implement the following practices:

- Naming the issues (54.2 percent).
- Framing issues (70.8 percent).

- Deliberating with citizens (66.7 percent).

Those practices least likely to be undertaken by managers were organizing complementary community actions (28.3 percent) and constant collective learning (38.1 percent).

## Engaging the Full Community

Local government managers routinely name issues and frame options for their elected officials. They are accustomed to using deliberative processes to negotiate the tensions among stakeholders' underlying values, assess policy option trade-offs, and find appropriate solutions to community issues and problems.

These process strategies inform local decision making and are leadership competencies with which managers are generally comfortable.

Familiarity and confidence with these practices may serve as a bridge to expanding the use of these approaches to broader application in engaging the full community in public problem-solving work. It may also be the reason that managers in our survey were more likely to feel comfortable in undertaking this work.

The use of deliberative processes for community engagement can be an effective way to address local challenges. Community members can be the source of innovative and context-specific solutions for addressing difficult and perplexing wicked issues.

Effective use of relational and citizen-centric strategies such as the Kettering Practices can do much to enhance local efforts to solve public problems and provide effective democratic governance.

We would encourage managers to incorporate these practices in both their organizational and community leadership work in finding creative and deliberative solutions to the issues, activities, and problems that confront them today. PM

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# LEADERSHIP AND INF

Although one of the most powerful forces on earth, ***influence*** often works in subtle ways. Much like the ripples created by tossing a rock into a still pool, influence invigorates an organization. The right kind can be felt by everyone and move entities forward. The same can be said for the way the wrong kind can lead them awry. The following is an example of how influence works, in both ways.

*With a population of nearly two million, Vienna, Austria, in the early 1900s was one of the most dynamic cities on earth. The city was the major cultural, economic, and political center of central Europe. Yet it was a cauldron of conflicting social forces. With one of the most diverse populations of its time, it was a kaleidoscope of ethnic groups.*

*As part of the declining Austro-Hungarian Empire, Vienna shared in the difficulties of governing the 12 ethnic groups in the empire. The ancient monarchy was losing its grip as the feudal system was finally coming to an end. Liberal political ideologies were developing and fostering revolutions against the more traditional, conservative systems that favored the status quo and protected the wealthy classes.*

*The diversity of Vienna provided a fertile home to a dazzling array of artists, thinkers, and future leaders, including Sigmund Freud, composer Gustav Mahler, philosopher Ludwig Wittgenstein, Communist leader Leon Trotsky, painter Gustav Klimt, and composer Arnold Schoenberg.*

**Leadership is not about titles, positions or flow-charts. It is about one life influencing another.**

— John C. Maxwell

*However, without mature institutions to ensure tolerance for divergent cultures, political factions began to arise. These factions were known for their virulent rhetoric, anti-Semitism, and an inability to forge compromises with opposing viewpoints.*

*In this remarkable setting, a young aspiring artist moved from the Austrian countryside to Vienna in 1907. His name was Adolph Hitler. No one knows for sure how much Vienna influenced Hitler; however, one telling fact is that there is little evidence of his anti-Semitic views prior to arriving.*[1]

## Leadership Influence

According to many experts, leadership is closely tied to influence. "Virtually all definitions of ***leadership*** share the view that leadership involves the process of ***influence.***"[2] The dictionary defines influence as the capacity or power of persons or

# LUENCE

By Ronald Wilde, ICMA-CM, and Phillip Messina

things to be a compelling force on, or produce effects on the actions, behavior, opinions, etc., of others. Leadership is the application of influence in a manner that propels organizations forward. It has been the driving force for both human achievement and catastrophes.

It takes a certain kind of leadership influence to become a compelling force that affects action, behavior, and opinion in a long-term, positive manner. This type of influence has these essential characteristics: it must be ***positive,*** it must be both ***individual*** and ***collective,*** and it must be both ***direct*** and ***indirect.***

Positive leadership influence moves an organization toward ends that are beneficial not only for the organization, but for employees and society at large. It works to overcome the negative aspects of human nature. ≫

Negative influence does just the opposite. It preys upon the weaknesses of human nature and primarily serves the interests of autocrats. History is replete with stories of leaders who exercised overt force in a negative way. Adolph Hitler is just one example in a long list.

However, there are also examples of positive leaders with a subtle, indirect approach. Nelson Mandela is one. In the book ***Mandela's Way*** is a passage where Nelson taught an important lesson to the author Richard Stengel.

*"He turned to me and said, "You have never herded cattle, have you, Richard?" I said I had not. He nodded. As a young boy—as early as eight or nine years old—Mandela had spent long afternoons herding cattle. His mother owned some cattle of her own, but there was a collective herd belonging to the village that he and other boys would look after. He then explained to me the rudiments of herding cattle. "You know, when you want to get the cattle to move in a certain direction, you stand at the back with a stick, and then you get a few of the cleverer cattle to go to the front and move in the direction that you want them to go. The rest of the cattle follow the few more energetic cattle in the front, but you are really guiding them from the back." He paused, "That is how a leader should do his work."*

The story is a parable, but the idea is that leadership at its most fundamental level is about moving people in a certain direction . . . and the way to do that is not necessarily by charging out front and saying, "Follow me," but by empowering or pushing others to move forward ahead of you. It is through empowering others that we impart our own leadership or ideas."[3]

**POSITIVE LEADERSHIP INFLUENCE MOVES AN ORGANIZATION TOWARD ENDS THAT ARE BENEFICIAL NOT ONLY FOR THE ORGANIZATION, BUT FOR EMPLOYEES AND SOCIETY AT LARGE. IT WORKS TO OVERCOME THE NEGATIVE ASPECTS OF HUMAN NATURE.**

Positive leadership is mostly exerted through methods that are based upon internal motivation techniques. It works through developing the potential of others. In this manner, results can benefit everyone.

This is in contrast to Negative Leadership Influence that relies on ***external motivation,*** is ***exclusive,*** and ***depresses*** others. It relies only upon the attributes and capabilities of those at the top.

## Individual Leadership Influence

Much of what has been written about leadership is about the attributes of individuals. Former ICMA Executive Director Bob O'Neill put it this way: "While leadership can be the catalyst for responsive and innovative action in government, we too often refer to an outdated and ineffective view of leadership based upon a "cult of personality" and constructed around charismatic leaders."[4]

Relying on any single individual is not a true reflection of the leadership fabric in any organization. Especially in today's complex environment, everyone exercises a degree of leadership. It may be that this is just more obvious now. Back in 1962, J. E. McGrath stated that "anyone who fulfills critical system functions, or who arranges for them to be fulfilled, is exhibiting leadership."[5]

J. Richard Hackman and Ruth Wageman in a more recent article stated, "Although people who occupy leadership roles certainly have more latitude to lead than do followers, one does not have to be in a leadership position to be in a position to provide leadership. Indeed, among the most interesting, and inspiring, varieties of leadership we have observed is that provided by followers, especially followers who are unlikely ever to be selected for formal leadership positions."[6]

Stephen R. Covey in ***The 8th Habit*** identifies leadership as a "choice rather than a position." By this he means everyone can play a leadership role.

## Collective Leadership Influence (CLI)

Collective leadership influence, or CLI, strives to capture collective human resources to bring about new ways of thinking, acting, and learning. It ***involves everyone, thrives on diversity,*** and is ***process oriented.*** It knows that the organization is stronger and makes better decisions when many ideas are generated and considered.

CLI seeks out individuals with diverse backgrounds and viewpoints. It brings them together in productive ways. According to Jonathan Haidt, ". . . if you put individuals together in the right way, such that some individuals can use their reasoning powers to disconfirm the claims of others, and all individuals feel some common bond or shared fate that allows them to interact civilly, you can create a group that ends up producing good reasoning as an emergent property of the social system."[7]

Finally, CLI is process oriented. It brings people into the decision-making process by engaging them in different forums in which their ideas and observations can be heard and discussed. When done well, CLI can generate buy-in and ownership as a result of inclusion and involvement.

## Growing Collective Leadership Influence

Growing leadership influence begins with a ***Collective***

***Leadership Philosophy.*** In his recent book, Chris Edmonds described a leadership philosophy: "(It) is a statement of your beliefs about leading others, your intentions when leading others, and what others can expect of you in your leadership capacity."[8]

A ***collective leadership philosophy*** is a statement of what the organization believes about leadership and what can be expected of those who act as leaders. It can permeate an organization and influence the actions of employees in an indirect, but powerful manner.

Collective leadership influence grows and further develops through ***Collective Leadership Processes.*** Victor Vroom and Arthur Jago state that "Leadership is a process, not a property of a person."[9]

Leadership processes can be designed to capture ***collective knowledge and wisdom.*** When executed according to a carefully considered plan, they can accomplish multiple goals. They foster discussion and thought while bringing people together for a common purpose.

Finally, leadership influence matures in an organization through ***Collective Leadership Judgement.*** Recent research has identified cognitive biases in humans that can affect judgement. CLI can help overcome these through improved decision making, better planning, and more ethical behavior.

## Leadership Influencers

Influence cannot happen without influencers. There must be agents that propel influence. In an organization, there are three primary agents: the ***individual,*** the ***team,*** and the ***culture.***

***Individuals*** have characteristics, specific styles, and actions that are important for propelling Leadership Influence. Although dissimilar, every employee has a leadership role to play.

So much of what gets done in today's organizations is through formal or informal groups of employees often referred to as ***teams.*** Each may have different responsibilities, but all must function effectively in order to be a positive influence.

The third influencer is ***culture.*** While not as tangible as the others, it is a considerable force. Because it largely develops outside of intentional efforts, culture can be difficult to change. However, creating or changing one that supports positive Leadership Influence is vitally important.

## Collective Leadership Influence in Local Government

Collective Leadership is helpful in any organization but is particularly useful in local government. This is because of the broad scope of services, active involvement of citizens, and the reduced potential of single actors to effect change. In this environment, the goal of leadership is to find a just balance between the oft-competing values and goals of citizens. Collective leadership can help find that balance through more involvement, indirect influence, and building relationships.

## Putting It All Together

Our new book, *Course Correction Leadership,* is about CLI deployed through effective ***influencers.*** It is about how it can, when done correctly, improve organizations in multiple ways. Navigation is improved through empowering employees at all levels to execute the small and constant course corrections essential to keeping an organization on track. Accountability grows when everyone realizes they have an important role to play. Finally, organizations can use CLI to overcome prejudices and biases, balance competition and cooperation, and bring together strong, diverse individuals for a common purpose. PM


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Wilde and Messina's book, *Course Correction Leadership,* can be purchased on Amazon or excerpts viewed at www.teamCCL.com.

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# Manage This

## **How to Lead** Before, During, and After a Crisis

By Ron Carlee


**The leadership skills** of local government professionals are tested when they are confronted with an emergency or crisis situation. Natural disasters such as floods, hurricanes, tornadoes, and wildfires can cause severe disruptions to the local government organization and to the community for days, with their impacts felt for years. The same is true for human-created crises such as mass shootings, violent protests, and industrial accidents. Here are tips for managing yourself and your staff before, during, and after a crisis, taken from ICMA's newest report *"Leadership and Professional Local Government Managers: Leadership Before, During, and After a Crisis."*

**1. LEADING UP: Define the roles of the manager and the elected officials when planning for disasters.**
A key element of effective emergency planning is a clear delineation of roles and responsibilities between the city manager and the elected officials. Training and advance discussion of these roles can avoid confusion and distraction when a crisis occurs. There are constructive roles that the mayor and council can play in an effective emergency response. This can include an elected official acting as the spokesperson for the community or the city council comforting and supporting residents at a shelter.

**2. LEADING OUT: Assess the state of relationships before a crisis strikes.**
It would be hard to overstate the importance that managers place on the role of relationships in helping effectively manage a crisis. Managers in the report stressed the importance of having personal relationships with key leaders in nonprofits, businesses, faith-based organizations, neighboring jurisdictions, and professional associations in advance of a crisis. People do not want to be establishing relationships within a community for the first time during a crisis. If a relationship is broken, it needs to be repaired, especially if it is with an overlapping unit of government, such as a county. The critical recommendation is to assess the state of relationships and be intentional about connecting the city government directly with the community.

**3. LEADING WITHIN: Manage your mental and physical wellbeing.**
Effective crisis management requires discipline, including knowing one's limits. Although some managers may recognize the need to take care of themselves during a crisis, it may be challenging to do it effectively in the moment. Physical and mental exhaustion are risks in disasters. Many managers in our study felt that they not only had to work as hard as everyone else, they had to work harder. They demanded things of themselves they would never require of others. But they agreed it is important that the manager has the discipline not to stay on the job until a physical or mental break.

**4. LEADING DOWN: Support your employees by preparing resources and procedures.**
Many employees are willing to put their lives at risk during a crisis and to work many more hours than it is safe to do. Police and fire, which normally operate 24/7, tend to be good about implementing 12-hour shifts and rotating personnel appropriately. Other departments, which must adapt into a 24/7 mode, may not have the policies and discipline to effectively implement shifts. Excessive work can cloud one's judgment and put the employees and others at risk. Using peer counselors and/or employee assistance programs can assist in getting help for all employees who may have been exposed to traumatic events during the disaster. It is also important to have pay policies in place before a disaster occurs to set the standard by which a city will get reimbursed for eligible personnel costs.

To read more about managing during a disaster, download "Leadership Before, During, and After a Crisis" at icma.org/leadership-during-and-after-crisis. PM

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# 911 for Emergency Dispatchers

By Audrey Fraizer | Duty-related **trauma** is part of the job

**Life and death.** They are something that emergency dispatchers deal with every day.

They don't directly witness the tragic or dangerous events, but the emotions related to the trauma occurring on the other end of the phone put dispatchers at risk for developing a host of such mental and emotional health problems as anxiety, post-traumatic stress disorder (PTSD), burnout, and depression.

The distressing and upsetting calls that place emergency dispatchers in the line of duty-related trauma can come at any time. The most stressful calls are the unexpected injury or death of a child, suicidal callers, officer-down reported on scene, and calls involving the unexpected death of an adult.[1]

While emergency dispatchers do not see the traumatic incidents, they are every bit as vulnerable to PTSD as first responders. The more of those types of calls an emergency dispatcher handles, the more they are put at risk for PTSD, according to Michelle Lilly, associate professor of clinical psychology at Northern Illinois University. [2]

**THE RATE OF PTSD ACROSS EMERGENCY DISPATCH PERSONNEL IS SOMEWHERE BETWEEN 18 PERCENT AND 24 PERCENT**

The rate of PTSD across emergency dispatch personnel is somewhere between 18 percent and 24 percent; this percentage reports enough symptoms of PTSD that the individuals affected would likely receive a diagnosis if they were seen by a psychologist and were formally evaluated, according to Lilly.[3]

Notably, PTSD can have a delayed onset, developing years after an initial exposure and sometimes in reaction to later trauma exposure. Emergency dispatchers and call takers are at greater risk of PTSD with greater cumulative exposure to traumatic events.

## Work Factors and Health Outcomes

Lilly's recent study, in collaboration with Kim Turner, communication manager of the San Bernardino County, California, sheriff's department, examined the impact of work-related factors (e.g., work/life balance, burnout, work conditions) on health-related outcomes (e.g., satisfaction with life, depression/anxiety, physical health).[4]

Findings were drawn from 833 call takers and dispatchers voluntarily participating in the study through a survey available online to all law enforcement communication centers in California.

According to the study, a better understanding of work-related factors can lead to improved prevention and intervention to alleviate health-related factors (such as depression and anxiety) adversely affecting satisfaction with life and physical health.[5]

An imbalance between life and work is a major stressor for anyone and the 911 work environment is characterized by a number of challenging – and potentially stressful – conditions (overtime, shift rotation, extended stationary periods). The study found that consequent burnout was strongly associated with stress and had a significant direct effect on all health-related outcomes.

So, what can be done to succeed in an environment where stress is predominant?

Factors include mutual respect, between coworkers and management and the agencies relying on the work performed in emergency communications, and valuing emergency dispatchers to an extent that recognizes the stress that comes with the job. The ability to recognize the symptoms coupled with programs emphasizing the critical and life-saving role performed by dispatchers, which may enhance dispatchers' sense of purpose and meaning, may help to reduce the prevalence of burnout in the 9-1-1 workplace.[6] »

Opportunities for skill development, active use of information to support decision making, collaboration, open communication, a shared can-do approach, and freedom from physical and social harm are also attributes contributing to a healthier communication center. There also needs to be a willingness to perform as a community, participating in core values that unify coworkers and provide a sense of pride in the work accomplished.

The ability to "leave work at work" and develop meaningful hobbies and relationships outside of the work environment may be especially protective for dispatchers, according to Lilly's and Turner's research findings. A related study (Ramos and colleagues 2015) suggested that reducing conflict and enhancing balance may affect not only health functioning, but other job-related factors.[7]

## Critical Need for Performance Standards

Generally accepted standards have been publicly available since 1994, when the National Institutes of Health published an emergency medical dispatch position paper citing standards explicit in International Academies of Emergency Dispatch® (IAED™) established benchmarks. Agencies must implement protocols with which emergency dispatchers can collect the relevant information for the case, accurately differentiate high- and low-priority calls, and ensure appropriate, timely dispatch, as well as accurate and immediate relay of critical and safety information to responders. In addition, agencies must apply a structured program of quality assurance and quality improvement to ensure that dispatchers comply with protocols and standards.[8]

The absence of such standards (i.e., an evidence-based process) can lead to adverse outcomes resulting from insufficient assistance; giving unsuitable or potentially injurious pre-arrival instructions; providing the caller false assurance, including telling the caller help is on the way when the response has not been dispatched; or sending response to an incorrect location.

These are the types of mistakes that lead to lawsuits in the dispatch center, as identified in research conducted by the IAED.

To conduct the study, *Litigation and Adverse Incidents in Emergency Dispatching* (https://www.emergencydispatch.org/index.php?q=Litigation-and-Adverse-Incidents-in-Emergency-Dispatching) an IAED research team scanned publicly available records and databases for dispatch-related litigation, selecting 82 cases, dating from 1980 to 2015, and categorized them by type (e.g., medical, police, fire), and the dispatch-related issue. The date and place of occurrence were also noted. Legal outcomes were identified, when available from city, state, and federal court databases.

With each case, courts increasingly applied generally accepted and disseminated standards of care when reaching their decisions; the failure to meet clear and enforceable standards on the part of the defendant led to adverse findings against the individual or agency.

**THE COSTS OF LEGAL PROBLEMS TO THE WORKPLACE GO BEYOND DAMAGES AND FINES.**

As the IAED study authors concluded, "Agencies without the recommended practices in place should be prepared to defend their practices in court—and in the court of public opinion."[9]

The costs of legal problems to the workplace go beyond damages and fines. Emergency communication agencies that engage in problem behaviors lose the trust and support of their communities and local governments. Chicago, for example, has been sued regarding dispatch issues 12 times since 1987, paying millions in settlements and damages and causing increasing ill will between the city's emergency services and its citizens.[10]

Emergency dispatch standards set by such organizations as IAED—protocol, certification, training, and accreditation—are important steps in energizing and cultivating effective emergency communications. A mindset that perceives the importance of the work performed by the first link in the chain of emergency care also supports an effective emergency communications environment.

As Turner points out, it's a matter of treating people in emergency communications as professionals—and not someone just doing a job. Dispatchers are a critical component of EMS. "Everybody needs to know what a professional dispatcher does," she said.

And research is certainly a direct way of getting there. PM

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# Fostering Small-Business Resilience

By Patrick Howell | **Local Government** Plays a Key Role

**The Federal Emergency Management Agency**[1] estimates that roughly 40 to 60 percent of small businesses never reopen their doors following a disaster. Everyone suffers when businesses close and recovery slows.

At the 2018 Transportation Resilience Innovations Summit and Exchange, Brooks Nelson, director for global resilience at the U.S. Chamber of Commerce Foundation, discussed the significant, average losses following a disaster[1]:

- Small-business (fewer than 500 employees[2]): $3,000 per day.
- Midsize-business: $23,000 per day.
- Large-business (more than 1,000 employees): $84,000 per hour.

And these typical losses do not include broader community economic costs.


## Planning and Resources

- Doug Moore, community development manager at the Institute for Building Technology and Safety (IBTS), maintains that it is "always a good idea to increase community resilience by providing local government resources to help small- and midsize enterprises with their business continuity planning." The Ready.gov[3] national public service campaign and the free OnHand[4] assets to help plan for, respond to, and recover from natural disasters can help.
- Elizabeth Kellar, ICMA's director of public policy, suggests that a collaborative working relationship between local government and chambers of commerce can contribute to greater resilience in the business community.

"ICMA's members recognize the need for good communication with chambers of commerce and take the initiative to work with the business community on shared goals," she said. "That is particularly important in emergency planning and recovery efforts."

Since chambers of commerce serve as an influential voice at all levels of government, they play a significant role in increasing community resilience. They partner, for instance, with local governments on capital improvement projects that spark job creation, infrastructure development, and business opportunity.

Similarly, they are advocates for modernizing transportation, housing, and social infrastructure, all of which are key to a flourishing business community.

Increasingly, chambers of commerce are working with local government and making the business case for resilience with their members. At a regional southeast Florida local government climate summit during the winter of 2018, several chamber leaders made these points:

- Irela Bagué, resilience committee chair of the Greater Miami Chamber of Commerce, pointed out that local government policy can create an enabling environment for business resilience, explaining that, "Our members benefit from clear building codes and city planning that account for natural hazard risks. We have lots of member demand for more information on resilience and sustainability."
- Dennis Grady, president and chief executive officer of the Chamber of Commerce of The Palm Beaches, Florida, noted, "It is our job to articulate the resilience message, including from local government to the business community." »

**» Recognizing that a resilient community needs schools to reopen and jobs to return, local governments work closely with chambers of commerce in their resilience planning and recovery efforts.**

- Dan Lindblade, president and CEO, Greater Fort Lauderdale Chamber of Commerce, added that although many assume businesses make only short-term decisions, his work with regional government leaders helped him to communicate that, especially with regard to climate in the local context, "This is not a one-and-done deal; this is a 30-year lift."

## Benefits for All

City leaders see the benefit of planning with the business community, including for increased resilience post-disaster. At an October 2018 community resilience workshop in Rockville, Maryland, Sandi Fowler, deputy city manager, Cedar Rapids, Iowa, noted that following a historic flood, "Downtown revitalization planning was in better shape because there were some action steps in place from [the previous year's] planning efforts. The issue was to examine what had changed and what should be expedited."

Fowler noted that small businesses can quickly drown in debt after a major disaster. The city brought in consultants to conduct one-on-one interviews with business owners to identify their needs and help them with grants. The consultant approach was successful, in part, because business owners often do not want to share their financial data with governments.

Boston Mayor Martin Walsh has played a role in motivating business leaders to contribute to building resilience, including through the Greater Boston Chamber of Commerce. At a governance forum last fall, he encouraged members to support the city's plan to protect against coastal flooding.

"We're not just planning for the next storm we will face—we're planning for storms the next generation will face," he said. "Our downtown financial engines are at stake. Hundreds of small businesses are at stake. Many thousands of homes are at stake. Billions of dollars of public and private investment, property, and infrastructure are at stake."

Recognizing that a resilient community needs schools to reopen and jobs to return, local governments work closely with chambers of commerce in their resilience planning and recovery efforts.

It is essential for local governments to have strong relationships with the business community before disaster strikes and for both government and business leaders to prioritize actions that anticipate future risks while addressing current challenges.

Two tools to help with this prioritization include the U.S. Chamber of Commerce Foundation's "Resilience in a Box,"[5] which was developed for small-business leaders, and IBTS's Community Resilience Assessment Framework and Tools[6] platform developed for leaders of small and midsize communities to help take necessary actions that address vulnerabilities. PM

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### Other Resources

https://www.fema.gov/media-library/assets/documents/108451

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**LOCAL GOV LIFE PODCAST**
Stories of Crisis and Resilience
icma.org/local-gov-life-season-2

**FIRE & EMS**
The New EMS Imperative: Demonstrating Value
icma.org/publications/new-ems-imperative-demonstrating-value-pdf

**EMERGENCY & DISASTERS**
ICMA resources
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# Libraries Are Essential for Digitally Inclusive Communities

Public access, awareness and mastery of digital tools will determine how today's cities and counties will thrive — or fall behind — as technology continues to transform our world. As trusted, well-connected and welcoming community anchors, libraries are uniquely positioned to catalyze city and county efforts to engage everyone in digital skill building to ensure a stronger future workforce and economy.

**Below are some of the many roles that libraries play in bridging the digital divide, and how the Urban Libraries Council is empowering those efforts across North America.**

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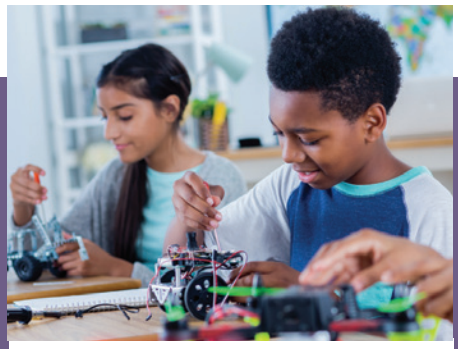
## Race & Social Equity Champions

Libraries engage in outreach, offer specialized programming and convene key conversations to foster more diverse, fair and welcoming environments.

ULC emphasizes equity and inclusion in all that we do. Our Statement on Race and Social Equity has been signed by **145 of the largest North American libraries**, serving more than 110 million people.



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## STEM Education Leaders

Libraries help individuals from all backgrounds build science, technology, engineering and math (STEM) skills — which are increasingly vital for success in the modern workforce.

ULC is actively connecting **schools, local governments, businesses and libraries** to expand STEM learning opportunities for low-income middle school youth.

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## Entrepreneurship & Job Search Hubs

Libraries play a critical role in nurturing and creating onramps to entrepreneurship as rapidly evolving technology is creating a greater need for all professionals to possess entrepreneurial skills.

ULC and the Ewing Marion Kauffman Foundation are working together to strengthen the capacity of libraries to **support all entrepreneurs**.

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