TEAMING UP FOR CIVIL PROTECTION
“Team CP”

BASELINE REPORT

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Teaming Up For Civil Protection
“TeamCP”
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A) INTRODUCTION

This baseline report summarizes the outcomes of the initial research phase compiling the findings of the literature review, the case study and the documentation of the experts workshop.

The initial review of previously conducted projects and volunteer communities led to the insight that the project overall targets are similar to other projects like involving the public in civil protection or educating and training them to raise their self protection capacity to be better prepared for vulnerable situations.

The way to reach these goals on the contrary are rather new and unique – by forming a community of potential convergent volunteers with the help of a media campaign and establishing a web-based coordination tool for their management:

Supported by a media partner a campaign to mobilize those people who would like to help their neighbors and fellow citizens in case of emergency (potential convergent volunteers) and wanting them to become a part of a community is launched. A central, online accessible database for management of helpers and missions, with a text message and e-mail based alarming system, is used as coordination tool. The (online) community of potential helpers becomes manifest only at special events as trainings, exercises and in the event of an emergency. Its function is to assist and help the authorities and first responders with additional manpower and skills. Target is not to replace or compete with professional helpers but to complement and facilitate them.

Additionally the research phase broadened our knowledge on motivations for self protection, convergent volunteers and systems to manage them, which will help facilitate the proper practical implementation of the project targets in the three partner countries. The experts workshop underlined the importance of a country specific implementation of the model, considering basic local parameters as cultural context, national policy or media landscape which will be minded when taking action.
B) LITERATURE REVIEW

1. Introduction and terminological framework

The aim of this paper is to help providing a solid terminological framework for further project steps and to get an overview of the field based on the review of existing literature. First we lay down the specific usage of some key terms and concepts for this project and continue then to discuss existing knowledge and findings in four main areas of interest.

1.1. Methodology

Based on the research questions and topics developed for the project proposal and established in the Grant Agreement we identified four main areas of research which were explored in detail.

a) previous EU civil protection project
b) convergent volunteers and systems for managing CVs
c) motivations for self protection
d) online communities and online learning on self protection

Based on these four areas of interest, literature research focusing on technical literature, final reports of previous civil protection projects (especially their recommendations) and the review of project and organisation websites, was conducted. Aim of this step was to find and identify best practice examples to build upon.

1.2. Common terms and definitions

The following definitions should give guidance on the use of concepts and terms for this project. They are partly based on the results of previously conducted EU- civil protection projects which have dealt with these questions more in-depth than we were able to.

1.2.1. Civil Protection

There is no universal and generally agreed definition of civil protection as its meaning and connotations vary from country to country. In a broad sense CP can be described as the “Preparedness to deal with a wide range of emergencies.”

For the use in this project we draw upon the following comprehensive definition: “Civil protection is to be understood as a series of actions and activities put forward by a country in order to protect human lives, goods, settlements and the environment from damages or from the danger of damages deriving from natural calamities, catastrophes and other disastrous events. In this context civil protection includes police and intelligence services.”

1 UK Resilience Glossary: http://www.preparingforemergencies.gov.uk/more_info/glossary.shtm
1.2.2. Self protection

Self protection are efforts of population, authorities and companies to avoid, combat or mitigate damage and harm caused by hazards by virtue of their own strength.

1.2.3. Convergence

Convergence is understood as a mass movement or attempted movement of people with no pre-planned role towards a disaster site (in this context with the aim of offering assistance).  

1.2.4. Volunteers

The concept of voluntarism has many connotations and is bound to national traditions and cultural contexts. Its fuzzy boundaries to other concepts like membership and informal behaviour (helping family, friends and neighbours,…) make it even more difficult to specify.

Broad attempts may outline core characteristics as well as underlying motivations. These definitions include such informal forms of volunteering, as convergent volunteering is:

The IFRC suggested the following definition for volunteers: “Individuals who reach out beyond the confines of paid employment and normal responsibilities to contribute in different ways without expectation of profit or reward in the belief that their activities are beneficial to the community as well as satisfying to themselves”.

Volunteerism refers to all forms of voluntary activity, whether formal or informal, full-time or part-time, at home or abroad. It is undertaken of a person’s own free-will, choice and motivation, and is without concern for financial gain. It benefits the individual volunteer, communities and society as a whole. It is also a vehicle for individuals and associations to address human, social or environmental needs and concerns. Formal voluntary activities add value, but do not replace, professional, paid employees.

Other more narrow definitions specify the structural context of the contributions and reduce the scope to an exclusively organisational context (e.g. NGOs in this field):

“A person who does work in an organised context that is carried out without obligation and without pay, for the benefit of other people or the community, and whereby the person engaged in the voluntary work is not dependent on it for his or her livelihood.”

1.2.5. Convergent Volunteers

They are individuals or groups that spontaneously offer their help in the aftermath of a disaster or an emergency. They may arrive unsolicited at the scene, have not been specially recruited and are not affiliated to the existing emergency management system. They provide service without additional or specific compensation. They may be skilled or unskilled, habitants...

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4 Anheier, Helmut K. (2003: 16)
7 See ibid.: p. 1
of the affected region or not. For this project, the terms convergent volunteer, spontaneous volunteer, casual, unsolicited and unaffiliated volunteer are used synonymously as they basically refer to some aspects of the same phenomenon.

This definition focuses on core characteristics of convergent volunteers and must be understood as analytical category. The central but complex topic of motivations will be discussed at a later point.

1.2.6. Online Learning

Is learning made available by means of online interaction, commonly some kind of web based learning environment. Such environments enable and facilitate the distribution of information to and between its members by providing tools for communication, assessment and classroom management usually made accessible by a graphic user interface.

1.2.7. Online community

For this projects we define online community as people who come together for a particular purpose, who are guided by some sort of norms and rules and supported by software. Online communities need not be necessarily exclusive to virtual life, many have off-live components.

1.2.8. Emergency Planning

Emergency planning aims to prevent the occurring of emergencies, and in case they occur, good planning should reduce, control or mitigate the effects of the emergency. It is a systematic and ongoing process which should evolve as lessons are learnt and circumstances change. Plans should focus on at least three key groupings of people - the vulnerable, victims (including survivors, family and friends) and responder personnel.

2. Identification of relevant EU civil protection projects and their recommendations and findings

2.1. “Involving citizens in civil protection”

Amongst all the projects co-funded by DG Environment with resources and reports available online, just six projects could be identified dealing with citizen’s preparedness and/or volunteers.

This project was led by The British Red Cross with partners from Austrian, Estonian and French Red Cross. The project aim was to promote the contribution of European Union Member States (EUMS) and European Economic Area Countries (EEAC) citizens to local, regional and national

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8 Adapted and consolidated definition: Governor’s Office of Emergency Services California (2001): 3 They will come. Post-Disaster Volunteers and Local Governments
9 Adapted definition from: Jolliffe, Alan [e.a] (2001): The online learning handbook: developing and using web-based learning
11 See http://www.cabinetoffice.gov.uk/ukresilience/preparedness/emergencyplanning.aspx
civil protection arrangements, by sharing experience and good practice and making suggestions to governments on how they can strengthen networks and support and benefit from volunteering.

The expected deliverables were:

- suggestions to citizens, non-governmental and governmental organisations on how to:
  - engage citizens in civil protection
  - help to build citizen and community resilience
  - move citizens from passivity to activity
  - build personal preparation to help self and others
  - engender citizen interest and awareness in civil protection
  - enable citizens to acquire knowledge about civil protection
  - support citizens and communities to work together

- developed citizen and NGO civil protection capacity and capability in the Baltic States.

The project identified the following recurring themes associated with the involvement of spontaneous or convergent volunteers:

1. Spontaneous/convergent volunteers are frequently viewed by response organisations as a problem, not a resource.
2. The acceptance of an offer to help has a positive impact on the volunteer; it can become part of the ‘healing’ process for both the individual and the community.
3. The rejection of an offer to help can have a negative impact on the volunteer, generating feelings of frustration and exclusion.
4. The acceptance of an offer to help can direct people to longer-term volunteering and community involvement.
5. Statutory and voluntary response organisations benefit from sharing information on potential sources of spontaneous/convergent volunteers, for example:
   - neighbourhood groups
   - faith-based groups
   - non-emergency or disaster response voluntary organisations
   - universities, colleges, schools, youth groups
   - commercial sector
   - hospitals.
6. The successful management of spontaneous/convergent volunteers requires pre-incident planning. It is helpful to include such a plan in local/regional emergency plans.
7. It is helpful if the organisation(s) identified to lead the management of the spontaneous/convergent volunteers has prepared ‘Go kits’ that include:
   - office supplies
   - forms
   - volunteer instructions
   - registration forms
   - release of liability forms.

The potential for conflict with the involvement of spontaneous/convergent volunteers was helpfully summarised in the following paragraph from the United States report...
'Managing spontaneous volunteers in times of disaster: the synergy of structure and good intentions':

‘When disaster – natural or man-made – strikes a community, specific emergency management and non-profit organizations automatically respond according to a pre-established plan. Each of these designated organizations has a specific role to play in ensuring an effective response to and recovery from the disaster's devastation. Yet one element within the present system continues to pose a challenge: spontaneous, unaffiliated volunteers. Spontaneous, unaffiliated volunteers – our neighbours and ordinary citizens – often arrive on-site at a disaster ready to help. Yet because they are not associated with any part of the existing emergency management response system, their offers of help are often underutilized and even problematic to professional responders. The paradox is clear: people's willingness to volunteer versus the system's capacity to utilize them effectively'.

2.2. “Towards a European Civil Protection Handbook for EU Member States and EEA Countries”

Based on more than one-hundred conclusions from the activities carried out, the following recommendations were drawn from “Towards a European Civil Protection Handbook for EU Member States and EEA Countries” project with subtitle save.cooperation led by Austrian Red Cross together with German Red Cross as a partner.

We agree, that hazard analysis findings are not shared with the public to a high degree. This could hinder increasing public resilience. Sharing of information and joint training activities to strengthen the public resilience are taking place, but only to a minor degree. The focus of the systems lies in the operational management of incidents. NGOs have a closer relationship with the public – their local responders have a high impact by carrying messages adapted to local threats. A policy of constant and true information should be applied in a joint approach in order to raise and maintain public awareness. They contribute to creating a “civil society”.

NGOs should be aware of their important role in raising public awareness and establish and carry out joint programmes (with GOs) on a level close to the beneficiary. Regional and national authorities should make full use of the potential of the NGOs. The European Commission and national governments could call for proposals in this area of activity.

The Austrian “safety tour” for scholars, held annually in collaboration with GOs and NGOs, is a good example of raising resilience in a playful way.

2.3. “The Role of Non-Governmental Organisations’ Volunteers in Civil Protection in European Member States and European Economic Area Countries”

The project was led and managed by the British Red Cross. The key conclusions were that:

- volunteers have an important role to play in civil protection arrangements
- although volunteers are involved, to a degree, in civil protection planning and response their contribution could be more extensive and effective if there were greater inclusion
- governments and non-governmental organisations would benefit from guidance on the range of services that should be available, and the skills required to deliver them
- there should be a strengthening of relationships between government, non-governmental organisations and volunteers.

There are similarities and differences in the legal bases and governmental structures which impact on their plans and arrangements for civil protection; these similarities and differences are likely to remain.

What is common to each EUMS and EEAC, is the threat and likelihood of a natural or man-made emergency or disaster and its consequent impact on the affected population together with an expectation of, and dependence on, the important contribution of NGOs and volunteers in assisting with the response. The level of care an individual receives should be similar wherever an incident occurs; location should not limit the quality of the response. What may vary is who or which organisation provides the support in the response. Significant factors in determining the extent of volunteering in a country are its culture and volunteering ethic.

The higher the volunteering profile, and recognition of the value of volunteering within a community, the more capable is a citizen and a community to prepare and support itself, should an emergency situation arise; indeed volunteers should be well placed to identify emerging trends and changing expectations within their communities. It is vital for NGOs and volunteers to have effective human resources policies and procedures in place to manage and support their volunteers in order to harness their enthusiasm and maintain their motivation and professionalism.

2.4. “Best practises and life-support kits for the self-protection of the European Union citizens in households in the event of a daily or disastrous emergency.”

The French Red Cross submitted this project. It relied on feedbacks on exceptional emergency situations to which the French Red Cross took part in the response: floods, AZF chemical factory explosion, cyclones, big crowd gatherings, etc.

The concept of “good practise” should be based on simple but rigorous criteria so that its dissemination is relevant. They could be as follows:

- the practice has been implemented or used in the field,
- target audiences contribute to its development and take an active part in its implementation,
- the authorities concerned were implicated and committed to the practice,
- relevant partners are or were mobilized,
- the practice was evaluated showing the objectives attained, the lessons learnt and the remaining challenges,
- the practice was formalized in a reference document (which leverages and resources were necessary, what was the development and implementation schedule, what difficulties were encountered, etc.),
- the practice was institutionalized (in a school syllabus, for a driving licence, in a communal plan, etc.)
- (option) the practice was exported/used in another territory(s).

The Project objective was to contribute to the Commission and European Union Member States efforts to reduce the disasters consequences. It was mainly about:

Baseline Report 10
- to inform the public on the adequate behaviour to adopt, before, during and after a disaster, and
- to define emergency kits at the disposal of citizens.

The project was based on:
- an increased participation of the citizens in the rescue, care and assistance system,
- a personalised support for developing self-protection knowledge, practices and equipment.

The results of the Project were:
- simple to understand;
- simple to memorise; and
- simple to implement.


It was led by the Red Cross / EU Office in Brussels, and has been co-financed by the European Commission.

The Informed Prepared Together Project hopes to inspire countries across the European Union and European Economic Area to recognise the added value of using all available resources to build and improve individual, community and national resilience in civil protection - from the individual citizen through volunteer, to voluntary and statutory organisations.

The Informed Prepared Together Project built on and endeavoured to maximise the impact of past European Commission funded projects and local, national and international initiatives that focus on:
- Increasing the **capacity and capability of citizens**
- Integrating the **contribution of citizens, volunteers and voluntary organisations**
- Working together to **build and improve community resilience**.

The project has sought to bring to life some recurring and salient points from past projects, turning these into the Informed. Prepared. Together. family of products and resources. This family of products and resources is intended to support countries and organisations in informing, preparing and engaging citizens and communities to work together in civil protection.

The family of products and resources includes **principles and guidance** for governments and organisations on the human aspects of emergencies and disasters, **games and puzzles for children**, attractive booklets, leaflets, a calendar and cards providing **useful tips and advice** to involve citizens and this website with its online resource library. All the products can be found on and downloaded from the website.

2.6. “The promotion of volunteer work in civil protection in the EU member states and EEA countries on the basis of the recommendation of common standards”

The project was led and managed by Technisches Hilfswerk, Germany.
The aim of the project was to promote the deployment of volunteers in the civil protection of EU Member States and EEA countries. The project was to identify transferable examples of good practice and sector-specific problems and to identify existing networks between European volunteer organisations in the area of education and training.

The key conclusions were:

Volunteers in civil protection are generally entrusted with a diverse range of demanding and responsible tasks. Civil protection organisations that work with volunteers take the issue of quality and standards very seriously. There is a considerable need for action particularly in areas that have a direct or indirect impact on the motivation of volunteers (employers, reimbursement of expenses, insurance cover). The management skills of some volunteer organisations need a great deal of support and should generally be brought into sharper focus. International networking between the organisations should be intensified, not least in the area of training (including exercises).

These following minimum standards were recommended:
1. Follow an active, open information policy from the start and ensure the greatest possible transparency.
2. Ensure equal, fair treatment of paid and unpaid workers.
3. Involve the volunteers in the planning and decision-making processes of your organisation.
5. Actively promote good cooperation with the volunteers employers.
6. Develop a clear operations strategy with clear alerting procedures, a code of conduct and chain of command and make sure response staff are fully informed about the mission.
7. Evaluate every intervention and incorporate the results in future interventions and in training;
8. Fulfil your obligation to ensure the greatest possible levels of occupational safety and accident prevention for the response staff.
9. Ensure that volunteers do not suffer unreasonable disadvantages through participating in missions, exercises or training.
10. No volunteer may take part in interventions without having first received the appropriate training (mandatory participation).
11. No response staff may take part in international interventions without having completed appropriate training, including knowledge of international standards (EU, UN, IFRC).
12. Paid and unpaid staff have the same entitlement and the same rights to training and further training and to opportunities for advancement.

The project found that volunteers in civil protection organisations are generally entrusted with a diverse range of demanding and responsible tasks. For the majority of organisations, it goes without saying that volunteers are deployed in response to disasters only once they have completed the necessary basic training. For the volunteers, it is also significant that training periods count as periods of service in the vast majority of cases. Another very positive point is the fact that in general, disaster protection interventions are evaluated and the results are taken into account when designing training courses. At the same time, it was found that much more could and should be done in the field of international networking, particularly in the area of training, and especially where joint exercises are concerned. With regard to certificates awarded for training and further training courses, it was found that further efforts are needed to obtain greater recognition for them (e.g. among employers). Generally, a real need for action is perceived in areas that have a direct or indirect impact on the motivation of
volunteers in civil protection. These include in particular the support given to volunteers in dealing with their employers, which in most cases is still inadequate, and deficits in the areas of regular feedback and recognition of volunteer’s work. This finding led to the realisation that the management abilities of volunteer organisations require considerable support and need to be brought into sharper focus. The issue of dealing with casual/spontaneous volunteers, i.e. people who volunteer their help in the event of disasters without belonging to a civil protection organisation, is seen as a problem by most organisations. At the same time, however, there is a lack of plans and strategies for involving these helpers sensibly and efficiently.

2.7. Conclusion

The results of the effort to self-protect citizens will have an expression in the number of lives saved, handicaps and suffering avoided in both day-to-day and disaster situations. Self-protection must become a spontaneous, reflex action and an integral part of normal behaviour. The most important challenge is to maintain a proactive attitude and actions. All agree that volunteers have an important role to play in civil protection arrangements.

The highlights of all relevant messages for us – in the context of our project – are:
- motivate citizens for preparedness
- do not demotivate people willing to help (spontaneous volunteers)
- inform the public and specific target groups about what they can do to prepare
- messages for the public to prepare should be simple, encouraging, anxiety-free and action orientated – in the word of the French project: simple to understand, simple to memorize and simple to implement

Self-protection should not be any more a “project” with a beginning and an end, but a permanent “approach”.

3. Convergent Volunteers

Taking the definition in 1.2.6 into account, it becomes clear that convergent volunteering offers chances as well as it poses problems to the emergency system. There is still a lack of plans and strategies for involving these spontaneous helpers efficiently.¹² Dealing with the phenomenon of spontaneous volunteering is an issue that is still little addressed in the European emergency planning context, although there are some attempts which will be exemplarily outlined in the following chapter.

Convergent volunteers, temporarily wanting to help in case of an emergency but not wanting to affiliate to traditional volunteering response organisations may also become a more and more important group to address in the future. This has to be understood in the context of socio-structural changes in European societies partly boosting the decline of traditional volunteering and leading to a shortened time of bond with organisations. Secondly there are crucial differences in the degree of development of volunteer traditions across European nations, whereas there are various hints that convergent volunteering can be seen analogous to more altruistic behaviours like neighbourly help, as a - at least more - constant behaviour across groups and nations.

These developments stress the importance of searching for new, alternative and lasting ways on how to involve people in a response and more general, in civil protection, enabling them to make a safe contribution to help themselves and others.

3.1. Problems and chances

<table>
<thead>
<tr>
<th>Convergent volunteers …</th>
<th>Chances</th>
<th>Problems</th>
</tr>
</thead>
<tbody>
<tr>
<td>…arrive spontaneously and unsolicited at a scene</td>
<td>Are a significant and flexible potential that can be addressed in a disaster response</td>
<td>It is unknown how many will come, they stress the existing emergency system.</td>
</tr>
<tr>
<td>…are not associated to any part of the existing emergency response system</td>
<td>Are additional resources of manpower, skills and abilities</td>
<td>Represent a management problem when organisations are not prepared to integrate the volunteer resources, difficulty to use them effectively</td>
</tr>
<tr>
<td>…provide their services without specific compensation</td>
<td>Can provide specialised knowledge or equipment</td>
<td>They generate additional costs and stress existing resources (shelter, food, equipment)</td>
</tr>
<tr>
<td>…possess unknown skills</td>
<td>Could bring in special and rare skills which could be needed during a disaster</td>
<td>Narrow means and possibilities to assess skills in a response; May lack of training how to respond to the emergency</td>
</tr>
<tr>
<td>…may or may not be residents of the affected area</td>
<td>Neighbours, people living close to an emergency area are often first at a scene and can quickly provide assistance and help to their neighbours</td>
<td>“Disaster tourism”</td>
</tr>
</tbody>
</table>

When a disaster occurs citizens (and sometimes non emergency organizations) converge at the site in order to offer assistance - stressing resources of the existing response system. This spontaneous behaviour brings a potential and valuable source of assistance to the disaster site, but it is also subject to the risks associated with unmanaged personnel. Although volunteers do not receive financial compensation, they generate additional costs (material, food, shelter) and therefore stress limited resources. They bring unknown skills with them and may lack knowledge and training on how to make a safe and proper contribution in such a situation, potentially endangering themselves as well as others.

The following example of spontaneous volunteers rushing to oil polluted coasts and shores to help animals, shows why their help is often seen as a problem by professional responders, even then, when not even dealing with persons:

“Good intentioned volunteers have been known to drive shoreline wildlife into the polluted waters by trying to rescue them. The animals flee the approaching volunteers into the water and then become coated by the pollutants in the water. In some cases the volunteers are

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14 See Lauren S. Fernandez (2006): Spontaneous volunteer response to disasters p. 57-68
unable to recognise particular types of birds or marine animals and mistake plumage or
markings for pollutants on the creatures.”

Volunteer efforts can also be ineffective because organisations and management systems have
not prepared or considered how to integrate the unexpected volunteer resources.
Fernandez and other authors highlight the striking importance of establishing an effective and
efficient system to manage convergent volunteers:
“The challenge for incident managers is to capitalize on the availability of volunteer
resources while ensuring safety and maximizing the responders’ ability to effectively perform
tasks within the established incident command system.”

Spontaneous and unaffiliated volunteers are a frequent and common phenomenon in
emergency situations and therefore need to be taken into account. They can be seen as an
additional source of manpower especially weeks after an initial response when response
organisations begin to struggle or in fields and situations lacking of institutionalised help.

Besides, as already discussed in 2.1, there are psychological factors that need to be considered
when turning down voluntary efforts in case of disaster.
There is also evidence that communities being involved in a response rather than just
victimised recover more quickly and with fewer long-term consequences.

Summarising Fernandez stated: “We found that many existing systems are limited in scale,
scope, and operational detail. Some examples of under-addressed elements include how the
volunteer management system is integrated with the incident management system, how
volunteers are channelled (physically or through information) to avoid unsafe conditions, how
spontaneous volunteers requiring advanced credentialing are processed, how transition to
recovery related to volunteers is addressed, and what volunteer follow-up is needed post
incident. Existing volunteer management plans and systems are also limited in that they often
focus on processing volunteers to work for only one organization, or focus primarily on pre
incident volunteer registration.”

The activities of the convergent volunteers may fall into two categories:

- instinctive and unplanned actions in the immediate aftermath of an emergency
- planned responses to a situation (e.g. search for missing persons)

Most existing literature on involving and managing convergent volunteers, especially US
literature focuses on the first category, the immediate action in the response phase. To
understand the fairly high importance of this topic in countries like the USA, Australia or New
Zealand one has to consider their strong, historically grown volunteer traditions.

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15 See [http://www.erocips.org/3.2volunteermanagementguidance_erocips.pdf](http://www.erocips.org/3.2volunteermanagementguidance_erocips.pdf) p.9
16 See Lauren S. Fernandez (2006): Spontaneous volunteer response to disasters p. 57-68
17 Republic of Ireland (2006): 77
19 See ibid. (2006): 77
20 The Phases of the Civil Protection “Cycle” are: Mitigation, Preparedness, Response, Recovery.
Although there is accordance to and a great need to establish structures and measures to coordinate convergent volunteers also in mitigation and preparedness phases there is hardly any available literature on the implementation. One exception addresses the legal status of convergent volunteers. In some countries registered volunteers unlike convergent volunteers are protected by specific laws and are granted insurance. The Republic of Ireland addresses this question in their framework for major emergency management. One of the recommendations concerning the integration of casual volunteers into emergency planning is:

“In situations where casual volunteers are to be included as part of the planned response to a situation, it is generally recommended that they be offered a temporary volunteer status with the Civil Defence service for the duration of their involvement.”

Conclusion:

Convergent volunteering is a small but constant phenomenon that must not be forgotten by emergency planners. For unprepared authorities or organisation spontaneous volunteers may constitute a problem or a burden. However, when having developed strategies on dealing with them, spontaneous volunteers can be a valuable additional resource of manpower and skills. In addition to establishing routines for managing spontaneous volunteers in the case of emergency, it is advisable to extend the focus also to pre-disaster planning. For this purpose it may be necessary to build up some structures (registration, skills-databases) that make it possible to coordinate and communicate with them in planned and unplanned actions.

4. Systems for managing convergent volunteers

In the following section we will explore existing good practice attempts on establishing managing structures of convergent volunteers and pre-disaster planning on incorporating convergent volunteers.

Research and empirical evidence show that convergent volunteers must be seen as a fairly constant part of a response to a disaster. According to literature the best thing emergency managers can do, is to make plans and set up structures to be better prepared for this phenomenon. Several response organisations in various European countries have registered the need of managing convergent volunteers but most have not exceeded the initial scoping stage of the process.

The findings in the literature concentrate on two main approaches:

4.1. Involving citizens and enhancing their preparedness in civil protection

This common approach is widely reached by awareness rising measures and enhancing people’s preparedness to help themselves and their neighbours by offering training on self-protection to them.

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22 Republic of Ireland (2006): 78
23 British Red Cross (2008): 28 - insights of workgroup session among European civil protection experts
Examples:
- Iceland: The Department of Civil Protection and Emergency Management (The national commissioner of police) deals with involving the inhabitants of small, remote and endangered communities in emergency planning and enhancing their preparedness.\(^{24}\)
- Finland: Voluntary Rescue Service (Vapepa)\(^{25}\): See more detailed in 3.3.1
- Sweden: Swedish Defence League\(^{26}\): The mission of the voluntary working members of the Swedish Civil Defence League is increasing self protection and aspects of preparedness at home. The organisation provides training, public awareness raising and can provide volunteer services to the local authorities in case of major emergencies.
- Germany: The citizens action group in Rodenkirchen, Cologne focuses on people’s capacity to self protection in case of floods. See more detailed in 3.3.2

4.2. Dealing with the on-site management of convergent volunteers during a response

The second topic commonly addressed in technical literature is how to deal with the influx of convergent volunteers during the response phase. Central issue is the pre-disaster set up of structures and workflows to be better prepared for the unplanned arrival of convergent volunteers. Aspects such as the registration of convergent volunteers, screening of their skills, proper equipment and other technical routines are considered.

Examples:
- Managing of convergent volunteers in USA\(^ {27}\) or New-Zealand\(^ {28}\)
- In order to improve the management of convergent volunteers, the Swedish Red Cross has established “Guidelines for the reception of spontaneous volunteers”\(^ {29}\).

In contrast, the issues of planned responses and pre-disaster coordination and affiliation are hardly addressed in the reviewed literature. The identified lack of publications on this topic correlates with the existence of hardly any empirical good practice examples for successful and lasting initiatives dealing with convergent volunteers in Europe.

We will outline exemplarily 2 good practice examples in the field of preparedness and one in the field of convergent volunteers.

4.3. Good practice examples

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\(^{24}\) See conference documentation http://www.informedprepared.eu/holding/presentations/Vldr%20Reynisson.pdf

\(^{25}\) English version of the homepage maintained by Finish Red Cross: http://www.veripalvelu.redcross.fi

\(^{26}\) http://www.civil.se

\(^{27}\) FEMA (2003): Managing Spontaneous Volunteers in Times of Disaster


4.3.1. Example A: Vapaaehtoinen pelastuspalvelu (Voluntary Rescue Service, Finland)\textsuperscript{30}

Is an example for a nationwide central management of qualified volunteers. As Finland is a vast and - especially in the north - sparsely populated country, it is of great significance that locally rooted, qualified volunteers can be called by authorities to support them. Also in prolonged emergency situations they are of great value. Their range of use include such task like helping the police in the search for missing persons (2006: 196 of 425 deployments), transporting people and supplies in the wilderness, giving first aid and psychosocial support or arrange temporary accommodation.

4.3.2. Example B: Citizens Action Group Rodenkirchen, Cologne\textsuperscript{31}

The citizens action group Cologne-Rodenkirchen was founded in the aftermath of the Rhine flood in December 1993. The initial aim was preventing further damage through flooding by technical means. In the course of time this focus changed towards mitigation and preparedness efforts. Rather than concentrating on futile attempts to control the floods, people should be primarily made aware of the risk and be prepared on how to deal with floods. This strategy is pursued by means of service rather than panic. Flood prevention brochures, text message service of current water levels, or actions to spread the information about flood prone areas are taken.

4.3.3. Example C: Team Österreich (Austria)\textsuperscript{32}

Is a good practice example for pre-disaster coordination of convergent volunteers as well as for involving the public in civil protection.

This initiative was developed by the Austrian Red Cross in close cooperation with the largest national radio station “Hitradio Ö3”. With the help of an initial media campaign people willing to help in case of emergency were encouraged to register in an online database for convergent volunteers and became a member of the “Team Österreich”. People willing to become a member of the team have to fill in an initial profile with their personal data and stating what kind of contributions they wish to make (physical work, administrative help, only in case of disaster,…) By May 2009 about 25.000 people registered in this database and became members of the team.

This has several positive effects: The number of people potentially willing to help (potential convergent volunteers) their skills and their location are known to emergency managers. Following the principle of neighbourly help, local people respond to local disasters. The knowledge and skills of the members become accessible and usable – as long as they are specified in the database. People are only alarmed when they are really needed - conversely when there is need they will be solicited according to their profile and proximity to the scene. In this way unsolicited convergence to a disaster site is being reduced. At the same time “Team

\begin{itemize}
  \item \textsuperscript{30} http://www.vapepa.fi
  \item \textsuperscript{31} http://www.hochwasser.de
  \item \textsuperscript{32} http://www.teamoesterreich.at
\end{itemize}
Österreich” is also an offer to those people willing to help only in case of emergency but not wanting to become regular members of voluntary response organisations. Alarmed “Team Österreich” members become temporarily affiliated to the Red Cross for the time of their deployment. For this time, they have insurance coverage like regular Red Cross volunteers and stand under commandment and supervision of an emergency service officer.

In this sense the initiative is capitalising the chances and reducing the problems of convergent volunteering:

Analogous to the table in 2.1 “Team Österreich” members …
… are part of civil society
… are alarmed when needed
… are temporarily associated to the emergency response system when on mission
… provide their services without specific compensation
… bring in their individual skills
… are residents or neighbours of the affected area

Conclusion:

There are many NGOs whose trained (and professionalised) volunteers are specialised in assisting authorities in emergency situations. There are also many initiatives trying to enhance the awareness of the public in civil protection and enhance their preparedness and self protection capacity. Both act as a bridge and mediator between authorities and their emergency response frameworks on the one side and the public on the other. “Team Österreich” initiative has a very special and unique status. People are motivated to become part of a volunteer community, in which they can help neighbours and fellow citizens in case of disaster bringing in their particular skills. In addition to that, the public is also sensibilised in civil protection topics.

5. Motivations for self protection

Theoretical considerations:

Motivation: The most typical use of this extremely important but definitionally elusive term is to regard it as an intervening process or an internal state of an organism that impels or drives it to action. In this sense motivation is an energizer of behaviour (Reber, A. 1995).

Self-protection and preparedness is everyone’s job. Not just government agencies but all sectors of society, service providers, businesses, civic and volunteer groups, industry associations and neighbourhood associations, as well as every individual citizen - should plan ahead for disaster. During the first few hours or days following a disaster, essential services may not be available. People must be ready to act on their own.

Many communities are susceptible to natural hazard consequences. While the consequences themselves cannot be prevented, their implications for community sustainability are influenced by the preparedness of the community and its capacity to mitigate and/or adapt to disruptive consequences (its resilience).
A long history of societal development in places exposed to natural processes such as severe storms, lightning, flooding, landslides, avalanches, earthquakes, volcanoes, tsunamis, fires and seismic hazards has meant that potential exposure to natural disasters is a fact of life for many communities. Objectively, societal risk from natural hazards is constantly increasing.

Because much economic, infrastructure and social development has already taken place in areas in which risk has been recognised, a core objective of contemporary emergency management is the use of risk management principles to guide planning to develop community capacity to co-exist with natural processes whose activity can sometimes constitute highly disruptive hazards. This approach has also been fuelled by a progressive shift from a focus on defining disaster impact solely within a deficit or loss paradigm, to one that accommodates the capacity of individuals and communities to adapt, and possibly grow or develop, in the face of adverse or challenging circumstances (Antonovsky 1993; Eng and Parker 1994; Greene 2002; Lindell and Whitney 2000; Norman 2000; Paton 2000; Paton and Bishop 1996; Paton et al. 2003; Tobin 1999).

During the immediate impact phase (the first three or so days), people will be isolated from all external assistance and will have limited, if any, access to normal community and societal resources and functions. Under these circumstances, the effectiveness of their adaptation and coping efforts will be a function of prevailing levels of individual/household preparedness (e.g. knowledge of hazard impacts and how to deal with them, the resources they have available to assist this) and their capacity for self-reliance (Lasker 2004; Paton 2003). Given that disasters can strike with no or very little warning, unless organised in advance there will be no opportunity to build the requisite knowledge or resources when disaster strikes. Understanding preparedness thus has a central role to play in understanding adaptive capacity.

As the disaster progresses, demands change and the context of response shifts. As the impact phase subsides, people will be presented with more opportunities to work with neighbours and other community members to confront local demands. At this stage, adaptive capacity will reflect the capacity of community members to work with others to plan and execute tasks. The existence of such mechanisms will also enhance collaboration with formal (e.g. emergency services, relief) agencies, particularly in regard to the effective mobilisation and use of volunteers from within the community (Lasker 2004; Paton and Bishop 1996).

According to Juen, 2006, there are few questions we are faced with:

- What factors affect public motivation? How can public intentions be converted into motivations?
- How can governments build up citizen’s trust to encourage active engagement within communities?
- How can citizens be encouraged to take responsibility for themselves?
- How can citizens be made to believe that their personal actions will make a difference?

There are some barriers to community participation (Juen, 2006):

1. **Lack of status and trust**: who makes the appeal, who is involved and at who is the appeal directed
2. **Lack of Ownership and participation**: No Identification of a common problem, no shared goals and visions
3. **Lack of Self efficacy**: not believing that change is desirable and possible
4. **Denial and fear**: denial of the problem or too much fear and helplessness
The adoption of hazard preparedness measures reduces the risk of damage and injury (e.g. securing fixtures and furniture) and facilitates a capability for coping with the temporary disruption associated with hazard activity (e.g. storing food and water, preparing a household emergency plan). Preparation thus represents a significant predictor of the capacity to adapt to unforeseen circumstances. A positive relationship between preparedness and mental health (Benight et al. 1999; Hobfall 1989; Sattler et al. 2002) adds an additional dimension to the process and increases its importance as an activity that should enjoy a prominent position in mitigation planning. It could be used, for example, to anticipate the potential distribution of acute stress reactions, and to assist planning for community mental health service delivery within the post-disaster environment.

Research has consistently found that levels of preparedness remain low, even in areas where risk is high (Ballantyne et al. 2000; Gregg et al. 2004; Lindell and Whitney 2000; Paton et al. 2000). A prominent reason for this has been the assumption that providing the public with information on hazards and the protective measures required to mitigate their consequences will automatically translate into preparedness. This assumption is unfounded (Lasker 2004; Lindell and Whitney 2000; Paton 2003). There are several reasons for this. Risk communication based on the dissemination of general information (e.g. pamphlets, media advertisements) represents a passive form of communication that fails to address the diversity of needs and expectations within a community (Ballantyne et al. 2000). As we shall see, preparation is the outcome of a series of decisions that occur in the context of people’s perceptions of their relationship with a hazardous environment. Because a capacity to make these decisions can only be developed from active involvement of community members, risk communication based on information provision alone will fail to engage people in ways that facilitate their ability to make these decisions. Finally, while this medium involves the passive presentation on information, people themselves are actively involved in interpreting it. This reflects the operation of both cognitive biases and social processes. Discussion of the implications of these factors for risk communication will now be discussed in the context of a model of natural hazard preparedness.
Drawing upon work on health protective behaviour and the community psychology literature on community change, Paton (2003) proposed a multi-stage model of natural hazard preparedness. Subsequent empirical tests of the predictive capability of the model for earthquake preparedness validated this approach (Paton et al. 2005). This model is depicted in Figure 1. It describes preparation as a reasoning process that comprises a sequential series of decisions that people make regarding their relationship with a hazardous environment. That intention played a prominent mediating role in the model proved to be a highly significant element of the model. Structural equation analysis revealed that intentions could be differentiated in regard to their relationship with preparing (Paton et al. 2005). Only ‘intention to prepare’ mediated this relationship (Figure 1). ‘Intention to seek information’ did not lead to action. This distinction has been reiterated in similar analyses of bushfire, volcanic and tsunami preparedness (Paton et al. forthcoming). It implies that the reasoning process that leads to ‘preparing’ is separate from that leading to ‘not preparing’. ‘Preparing’ and ‘Not Preparing’ do not lie at opposite ends of a continuum. Thus, while one set of strategies will be required to change reasoning processes that support decisions not to prepare, a separate set of strategies will be required to encourage preparedness (Paton et al. 2005).

The preparation process

The model describes the adoption of protective actions as a three stage process that is triggered by motivation to prepare. Motivation is influenced by several factors. One predictor is the level of perceived threat or risk posed by a hazard. However, people’s interpretation of risk in this context need not share the relative objectivity that characterises expert analysis. Rather, it may be influenced by interpretive processes that reflect the operation of cognitive biases and the social context within which people live.

Relative to objective estimates, people’s estimates of their perceived risk can differ because they overestimate their existing knowledge (Ballantyne et al. 2000). It is also affected by
people basing their estimates of their risk on the relationship between hazards activity and personally salient issues (Bishop et al. 2000; Paton et al. 2001).

Risk perception is also influenced by people comparing themselves to others. When asked to rate their preparedness relative to others within their community, individuals often believe themselves to be better prepared relative to the average for their community. This statistical anomaly, known as unrealistic optimism bias, means that while people may accept the need for greater preparedness, they perceive it as applying to others but not to themselves (Paton et al. 2000). That is, they transfer risk to others within their community. If all members are interpreting their relationship with the hazard in the same way, the need for action is attributed to others, with motivation to prepare being diminished by this inappropriate assumption.

An additional bias is a tendency to overestimate the capacity of hazard mitigation strategies to eliminate a threat that reflects the operation of an interpretive bias known as risk compensation (Adams 1995). This construct describes how people maintain a balance between the perceived level of safety proffered by their environment and the level of risk manifest in their actions and attitudes. Thus, a perceived increase in extrinsic safety (e.g. hazard monitoring, structural mitigation) will decrease perceived risk (by an individual or group), reducing motivation to start the preparedness process. For example, the dissemination of information on structural mitigation to the public has been found to lead to a reduction in levels of household and personal preparedness and a transfer of responsibility for safety to civic authorities (Paton et al. 2000).

Overestimating existing knowledge, overestimating the effectiveness of mitigation measures, or transferring responsibility or attributing the need for preparedness to others will result in people underestimating risk relative to more objective estimates. Countering these problems involves personalising hazard information and disseminating it in ways that involve engaging people in debate. That is, encouraging people to interact with and to interpret information relative to its implications for themselves and their family, and for activities they deem important (Paton and Johnston in press).

**Anxiety** related to earthquakes was found to inhibit motivation to prepare (Paton et al. 2005). Furthermore, it reduces the likelihood that people will even attend to risk messages. The presentation of general information is unlikely to be effective under this condition. Managing this requires an alternative approach, and one that may include a clinical component directed to the management of anxiety.

If hazard issues are salient, if people believe the hazard can adversely affect them, and if their levels of associated anxiety or worry are low, people will progress to the intention formation stage. However, the relationship between motivations and intentions is mediated by another set of factors. Even if motivated, people will not formulate intentions to act if they perceive hazard effects as fundamentally insurmountable (low outcome expectancy), do not perceive themselves as having the competence to act (low self efficacy), or are not disposed to confront problems (low action coping) (Paton 2003; Paton et al. 2005). With regard to natural hazards, outcome expectancy comprises beliefs regarding the feasibility of mitigating hazard consequences through personal action. This sense of fatalism is sustained by media coverage that emphasises devastation. The use of distressing images in risk communication messages can reinforce people’s belief that disasters are too catastrophic for personal action to be effective (Keinan, Sadeh and Rosen 2003; Lopes 1992; Paton and Johnston in press), reducing
their outcome expectancy. This reflects people perceiving loss as being caused by uncontrollable, catastrophic natural forces. It is, however, possible to change these.

Changing these perceptions involves, for example, presenting scenarios that demonstrate that hazard intensity and the damage they create are unevenly distributed and, with regard to damage, that loss is a function of the interaction between choices they can make (e.g. securing houses to their foundation, securing chimneys, water heaters and tall furniture) and hazard activity (e.g. shaking intensity). Demonstrating the reality of avoidable losses and describing how people can exercise control over these interactions increases outcome expectancy (Paton and Johnston in press). Outcome expectancy is also greater if people see an immediate benefit from protective actions. If people are motivated to prepare, have high positive outcome expectancy, and have personal characteristics that predispose them to act (e.g. self-efficacy, action coping; Paton et al. 2005), they are more likely to form intentions to prepare, and to progress to adopting protective measures.

Finally, the formation of ‘intentions to prepare’ should not be taken to automatically imply their conversion to action. Prominent moderators are the time frame within which people estimate or assume that the next hazard event will occur (adoption is more likely if people believe it will occur within the next 12 months), and their level of trust in the sources of information (Lasker 2004; Paton et al. 2005).

These studies suggest that preparedness is a process that must be managed through the active engagement of community members within the risk communication process. Preparedness involves a reasoning process within which people make a series of decisions regarding the relationship between them, the hazard and the protective actions available. In this context, facilitating preparedness is less about giving people information per se, and more about interacting with community members in ways that address their needs and assist them to make preparedness decisions (Paton 2005).

Encouraging preparation is thus concerned with assisting people to make decisions about the adoption of protective measures and matching the decision support offered to the specific decisions (e.g. risk, importance for community, outcome expectancy) required. Acting on these recommendations will increase capacity to adapt at individual/household levels. This level of preparation, as outlined earlier, is only one component of a comprehensive resilience strategy.

FEMA (Federal Emergency Management Agency, which is the agency responsible for responding to national disasters and for helping state and local governments and individuals prepare for emergencies) believes that there are real benefits to being prepared. Being prepared can reduce fear, anxiety, and losses that accompany disasters. Communities, families, and individuals should know what to do in the event of a fire and where to seek shelter during a tornado. They should be ready to evacuate their homes and take refuge in public shelters and know how to care for their basic medical needs. People also can reduce the impact of disasters (flood proofing, elevating a home or moving a home out of harm’s way, and securing items that could shake loose in an earthquake) and sometimes avoid the danger completely. The guide “Are you Ready?” was developed by FEMA together with American Red Cross, which contains step-by-step advice on how to prepare for, respond to, and recover from disasters. The focus of the content is on how to develop, practice, and maintain emergency plans that reflect what must be done before, during, and after a disaster to protect people and their property.
Natural disaster may not occur when people are home and preclude any opportunity to return home. Under these circumstances, the adaptive capacity of a community will be a function of preparedness in the wide range of buildings (e.g. work places, shopping malls, schools) in which people could find themselves when disaster strikes, with the level of community participation in developing and sustaining this capacity being of paramount importance within mitigation planning (Lasker 2004). Pursuing this objective requires collective planning and action. The nature of the adaptive process also changes as the event moves from the impact phase and into the response and, subsequently, the recovery and rebuilding phases.

Progression from the impact to the response phase provides greater necessity and opportunity for people to work with neighbours and other community members to confront local demands. Consequently, adaptive capacity will be defined in terms of the capacity of community members to work with others to plan and execute tasks. While collaboration can result from the shared experience of adversity per se (Sarason 1974) the existence of mechanisms to mobilise community members to deal with challenges and threats will enhance this capacity. The development of this collective competence will also enhance the quality of collaboration with civic agencies responsible for response and rebuilding efforts. The quality of the adaptive capacity of the latter mechanisms will be a function of the quality of the reciprocal interaction between people and formal societal-level resources (Lasker 2004; Paton and Bishop 1996).

Prevention is as important as preparedness. It has to take into account people’s need to feel safe. First prevention principle is to keep the balance between risk awareness and feeling of control and safety. Second is honestly inform people about risks and possible solutions (as well as their limits) but fearinduction should not be used as a strategy (Juen, 2006).

Prevention has to use a combination of approaches as an information, affect and action. Information should be given on the problem as well as on possible solutions. People should be informed about their role and we should inform ourselves about what they know, what they fear, how they view the problem and what resources they already have. Affect consists of enhance self esteem, group cohesion, shared visions, use of positive affect). Action should be trained and rehearsed but should not be enhanced uncertainty by involving them into unsolvable problems. People should be let to gain a feeling of control (Juen, 2008)

Conclusion

The motivation for self-protection presented here suggests that to accommodate community diversity, hazard education programmes designed from this model should be integrated, using a bottom-up approach, with community development initiatives to increase resilience, facilitate self-help capabilities, and reduce reliance on external response and recovery resources. The main reason for motivation for self-protection is to help protect people in the event of an emergency and how to take the necessary steps to be ready when an event occurs.

For our project and four our future work in the field of civil protection we’ve learned 4 lessons while reviewing literature:

- Keep messages and communication simple and specific. They should be action-orientated and meet the needs of specific targets groups in their very special circumstances of living.
- Authorities and service-providers are facing a dilemma of “preparedness continuum”: we are drawing a picture of well-organised services, that are available for the population at any time with a distinctive level of service, not mentioning (too much), that in case of disasters citizens must first help themselves and others before service-providers will appear. Between the poles of 100% preparedness from organisations and 100% preparedness of citizens there must be found a balance, so that citizens know, that they can rely on their – tax-paid – services in “normal” times but the need to rely on their selves in the first hours in times of disasters.

- Do not use distressing images or messages to try to wake up people. They will react with anxiety. This will lead to a kind of paralysation and reinforcement of people’s belief that individuals can do nothing in a given situation.

- Facilitating preparedness is less about giving people information per se, and more about interacting with community members in ways that address their needs and assist them to make preparedness decisions.

6. Online communities

In the following sections we will focus on the topics of literature and findings on online communities and online learning.

There is no universally accepted definition of online community. Some core characteristics of online communities may be:

- Members have a shared goal, interest, need, or activity that provides the primary reason for belonging to the community.
- Members engage in repeated, active participation and there are often intense interactions, strong emotional ties and shared activities occurring between participants.
- Members have access to shared resources and there are policies for determining access to those resources.
- Reciprocity of information, support and services between members is important.
- There is a shared context of social conventions, language, and protocols.

This features are not exclusive to online communities but apply to other kind of communities as well.

For this project the element of online community has to be seen in the context of training and education for self protection and preparedness raising. An online community can thus be seen as a possibility or even a key to help enhance the quality of web based learning. Central element is learning in a team.

Also, more recent studies of online communities focus on issues as “sociability” and “usability”. This shows the importance of the social and interactive component, which

33 Whittaker, Issacs et al. (1997:137)
35 Preece, Jenny(2003): Online Communities: Supporting Sociability, Designing Usability (Paperback)
catalysed though technical advance is now mirrored in the web2.0. Online learning communities can overcome geographical borders but at thus bridge the local and global level.

The constant development of technology enhanced the existing possibilities of interactive communication and networking. Existing platforms were often reduced to a region or aimed at specific target audiences. Although there is still little long-term research on these new technical means of interaction, platforms such as “Facebook” seem to have overcome this bounded character and helped establishing a qualitatively new way of interaction.

7. Online learning on self protection

There is little existing experience on online learning in the field of civil protection and self protection. Conventional educating measures, like brochures, leaflets, calendars, posters or “offline” training courses still prevail.

Examples:

7.1. French Red Cross: disaster self protection of citizens

http://www.autoprotectionducitoyen.eu/

The visual output and interface for interested citizens and small or medium enterprises is a website which is dedicated to citizens’ preparedness to everyday emergencies, such as everyday life accidents (home, work, hobbies...) or exceptional emergencies, such as natural, industrial or terrorist disasters. It is easily accessible with comprehensible guides on what to do in case of daily and mayor emergencies. In cooperation with a French web-tv site short citizen self protection mime clips, giving advice about how to react in different types of emergencies (floods, intoxication, CBRN, earthquake) were produced and can be watched by interested people.

7.2. Online learning for youth

7.2.1. What if?

http://www.crucial-crew.org/what-if/

The Essex Resilience Forum in cooperation with “Crutial Crew” educational game developers launched a website containing numerous interactive games about emergency situations (Flooding, Grab box, Signs and sounds, first aid kit.) It has been design as a toolkit to raise the awareness of young people in emergency situations

7.2.2. Canada: Ministère de la Sécurité Publique du Québec: Civil protection for youth

http://www.msp.gouv.qc.ca/jeunesse

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36 Essex County Council: http://www.essexcc.gov.uk/vip8/ecc/ECCWebsite/dis/gui.jsp?channelOid=17176&guideOid=120005
37 http://www.crucial-crew.org
The homepage focuses on providing information about the risks and steps to take to prepare for emergencies. It includes online games, a downloadable screen saver and a teacher’s corner. The online games, are at least partially based on conventional materials on civil protection and preparedness for children and have been adapted for web use. They include a variety of issues like emergency kits or different emergency situations like snowstorms, thunderstorms, flood, tsunami, hurricane, etc.

7.3. Former EU-Projects

7.3.1. LEONARDO project “Interactive safety training of hotel personnel – SAFEHOTEL”

http://www.safehotel.org

The EC-funded project SAFEHOTEL was run with the objective of reducing the risk of hotel fires. Fire Officers’ Associations, hotels and hotel schools in Austria, Czech Republic, Germany, Greece, Italy, Ireland, Slovenia, Norway, Spain, U.K. as well as the universities of Cologne and Catalunya collaborated in this project. Precondition was improving the training of the hotel staff after diagnosing insufficient knowledge and training in safety issues (due to high staff fluctuation - seasonal workers - which made conventional courses impossible). Aim of the project was to remedy this deficiency by means of developing an interactive training course (CD and INTERNET) that could be performed in the hotel during the regular business e.g. also during the night hours and thus nearly cost-neutrally.

An integrated exam and certification were developed to enable the hotel owners to prove the regular training of the staff in safety issues and thus meet the appropriate requirements of EU directives and/or recommendations. By using the products of the project hotel staff would:
- know the safety concept of a hotel comprising of structural precautions and organizational measures;
- could identify the structural safety facilities of their own hotel and explain the function of them;
- learned the right behaviour in the daily business and in the case of a fire
- could take the right measures in the case of fire to minimize the damage for people and goods.

7.3.2. European Distance Training Interactive and Collaborative Tools for the Civil Protection (e-DISTRICT CiPro)

http://www.edcipro.org/

European Distance Training Interactive and Collaborative Tools for the Civil Protection was a pilot scheme, whose objective is the implementation of a distance educational course prototype for the training of people involved in prevention and/or rescue operations in case of disaster. People coming from different realities and working in a trans-national scene on the planning, through “cooperative work”, and capable of making effective/efficient decisions in real time in
regard to technically complex subjects (medical area, civil protection area and management of big sports events) in stressful situations/hostile surroundings (emergency).

8. Literature

8.1. Civil protection general terms

UK Resilience Glossary: http://www.preparingforemergencies.gov.uk/more_info/glossary.shtm
UK Cabinet Office, Civil Contingencies Secretariat: http://www.cabinetoffice.gov.uk/ukresilience/preparedness/emergencyplanning.aspx

8.2. Convergent Volunteering


Republic of Ireland (2006): Framework for major emergency management
8.3. Systems for managing convergent volunteers


8.4. Motivation for self protection


Paton D, Smith L, Gregg C, Johnston D, Bürgelt P & Houghton B forthcoming, ‘To prepare or not prepare: That is the question for those living with natural hazards’, Natural Hazards.


8.5. Online Communities

http://jcmc.indiana.edu/vol10/issue4/preece.html


8.6. Online learning on self-protection

Ministère de la Sécurité Publique du Québec: Civil protection for youth
http://www.msp.gouv.qc.ca/jeunesse


Interactive safety training of hotel personnel – “SAFEHOTEL”: http://www.safehotel.org

European Virtual Academy 4 Civil Protection: http://www.eva4cp.org

European DIStance TRaining Interactive and Collaborative Tools for the Civil Protection (eDISTRICT CiPro): http://www.edcipro.org

French Red Cross: Citizens self protection http://www.autoprotectionducitoyen.eu
C) CASE STUDY

1. Introduction

The aim of this case study is to explore and identify similar or comparable systems for managing convergent volunteers across Europe. It partly builds upon the findings of the previously conducted literature review.

2. Preconditions

While conducting the literature review it became clear that, at least in Europe, there is a lack of working systems for managing convergent volunteers. The few existing attempts focus on establishing methods or workflows for dealing with the initial influx of convergent volunteers when an emergency happens. Pre-disaster measures to encourage interested people, organise them and provide them with an existing and enduring structure (e.g. “convergent volunteer community”) are hardly found. On the other side there are many existing examples of (professionalised and qualified) volunteer communities and their management.

As the Austrian Red Cross has made valuable experiences with its “Team Österreich” initiative, it is of special interest to compare this model to at least similar volunteer communities. We will focus on those examples with comparable and similar properties, such as objectives, operational areas, structure or activities. Especially in the Scandinavian countries we have found NGOs that are working in similar fields, pursuing similar objectives as this project and partly have made plans on how to deal with convergent volunteers in case of disaster. The three chosen volunteer communities greatly vary in their degree of similarities but their overlapping features still justify a comparison.

3. Objectives

Overall aim of this case study is to explore good practice examples for establishing and successfully running a system (a volunteer community) for coordinating convergent volunteers and/or encouraging the public to become part of such a community in order to help in case of emergency. After the analysis and comparison of their function, organisation, their partners and dissemination to the public, we will focus on the evaluation of aspects like motivation and sustainability to come to an understanding of factors for success.

4. Methodology

Following a systematic and comparative approach, similarities and differences will be pointed out, compared and analysed. We begin with the characterisation of the organisations (form) and pointing out key features, following a comparison between these key properties (function).

5. Results

A main insight of both, literature research and case study is the evident lack of good practice examples for longer lasting, systematic models for managing spontaneous volunteers in the European emergency planning context. There are many volunteer organisations however, pursuing similar objectives as this project, such as educating members of society in self
protection, so they are better prepared to deal with emergency situations, or assisting neighbours and local authorities in case of emergency.

There are also hardly any offers for people not wanting to become engaged as regular members of a voluntary organisation but wanting to help and bring in their skills when it is really needed.

The three compared volunteer communities in this case study are the Finnish Voluntary Rescue Service (VAPEPA), the Swedish Voluntary Resource Groups (VRG) and the Austrian “Team Österreich”.

Although it has been merely running for 2 years, the Austrian model of “Team Österreich” has quite successfully proved how to establish such a structure for managing spontaneous volunteers and involving citizens in civil protection. The two Scandinavian volunteer communities which were analyzed for this case study on the other side, are good practice examples for highly developed nationwide-working structures for managing volunteers and organising them in locally/regionally based groups. They have been successfully assisting authorities in the field of emergency response for many years.

5.1. FINLAND: Voluntary Rescue Service (VAPEPA)38

5.1.1. General description

Organisation:

Vapepa is an initiative of 48 national NGOs from different fields within civil protection, which is coordinated by the Finnish Red Cross. Together, they form the Finnish Voluntary Rescue Service, which was founded in 1964. In case of an emergency the Voluntary Rescue Service can assist the Finish authorities by gathering 20,000 trained volunteers from different organisations which are organised in approximately 1,200 alarm groups throughout the country. Vapepa supports the government agencies in around 500 missions each year.

Operational areas and activities:

Main fields of action are education and training, cooperation between the partner organisations and the alarm groups. Common tasks within the alarm-missions are searching for missing persons (2006: 46% of all missions) and providing primary care to populations affected by disasters (transporting people and goods, first aid, psychosocial support). In 2006 there was a major shift with increasing focus on preparedness and safety in everyday life.

Vapepa’s central committee meets twice a year in the head office of the Red Cross. District committees coordinate activities at district and province level and pool the local resources. The volunteers who belong to the alarm groups of the various organisations are also organised into regional and local committees. Among other things, the central committee is responsible for decisions concerning planning, reports and training standards. The Finnish Red Cross supports networking with the government agencies at national and district level (Ministry of the Interior, police, emergency services, crisis response centre) and offers advice on funding and fundraising issues. It also provides a wide range of information online and via publications, provides training materials and trains the trainers. At county and province level the coordination work of the Finnish Red Cross consists in identifying coordinators for disaster preparedness in each of the twelve districts who support the district committees, liaise with the

38 http://vapepa.fi/
regional and communal bodies and manage volunteer activities, including training and exercises.

Alarming:
In the event of an intervention, the NGO’s 1,400 alarm groups are alerted via the Emergency Response Centres (112) or directly by the authority leading the operation. During the mission, the volunteers are led by their own leaders, according to the orders of the authorities. The alarm groups structure offers the advantage that only those NGO members who are ready and able to meet the quality requirements and standards of the Voluntary Rescue Service are actively involved. The alarm groups network can also be used to mobilise a large number of volunteers very quickly from a wide range of fields.

Training:
Vapepa organises regular training courses to maintain emergency preparedness on 3 levels.
- Regular trainings on NGO level
- Joint trainings of Vapepa member organisations on local and regional levels
- Practical exercises with authorities

Database:
Vapepa uses a database to compile information on human and material resources, as well as missions. The database includes personal data and contact information of members as well as contact information of boards and alert groups and contact information of group leaders for alarming. Each committee has a maximum of two persons who enter the data and one that has a right to see the database. Vapepa grants authorities (police, rescue organisations, emergency centers, social and health services) access to the database so they can obtain up to date information about the volunteer resources.

5.1.2. Analysis

Vapepa is a network of NGOs involved in rescue activities, assisting local authorities at local and regional level.

Function:
- Assisting Finnish authorities in emergency situations only upon their call.
- In sparsely populated areas they make a significant addition to the resources of local authorities.
- Providing assistance by providing well-trained volunteers from a broad range of NGOs in the field of emergency preparedness.

Structure:
- Skilled and regularly trained volunteers belonging to various NGOs
- The coordinating structure is provided by Finnish Red Cross, coordinating actions between NGOs and exchange with authorities.
- The alarm groups follow a command structure.
- A central database of human and material resources available for deployment enables better coordination.
Joint local and regional trainings of member organisations in cooperation with authorities should improve workflows and preparedness on team and individual level.

Activities:
- Search for missing persons
- Transporting people and supplies
- First aid and psychosocial support
- Arranging temporary accommodation

5.2. SWEDEN: The Swedish Civil Defence League

5.2.1. General description

Organisation:
The Swedish Civil Defence League is a non-profit, voluntary and countrywide organisation. Its 25,000 members are organised in 250 active associations spread across the country. The Civil Defence League provides training and information in the areas of safety, security, protection and survival to interested citizens and members so people have “the best knowledge of how to cope in vulnerable situations”. They also provide volunteer services to local authorities in case of major emergencies. The Civil Defence League was established in the 1930’s with aim of protecting against military threats but today’s focus is on disaster preparedness and training citizens to handle everyday crises and other vulnerable situations. People can join and become either active or supportive members of a Civil Defence League’s local association. They are granted free or cheaper access to all courses (first aid, getting along in the wilderness, improvement of home safety, etc.) and get special rates on insurance.

Operational areas:

a) Trainings are offered to increase people’s preparedness. The courses teach people how to cope with everyday crises so they are better prepared to deal with major ones. The training scenarios include home preparedness (longer power outages, contaminated drinking water or prolonged isolation), open air security, home security (avoiding accidents at home) and vulnerable society. There are also special trainings for people working with children and special camps (e.g. survival summer camp) for younger people.

b) Information: The organisation provides information and advice on safety in everyday life (e.g. everything between how to handle injuries to how to manage long power cuts). Some of the tips are found on the organisation’s website.

Additionally Civil Defence League cooperates with other countries exchanging the knowledge for establishing conditions necessary to implement self-protection education programmes (e.g. Estonia, Latvia, Lithuania, Poland, Russia).

http://www.civil.se
http://www.civil.se/om_oss/engelska.pdf
c) Action:

In case of emergency and accidents Civil Defence League provides 2 tools for relief:

- Voluntary resource groups - VRG ("Frivilliga resursgrupperna") consisting of local volunteers from various volunteer organisations. They are used as reinforcement and complementary resource for first responders and local authorities in emergencies and crisis situations. Civil Defence League plans and implements training of VRG – members.

- Secondly there are emergency groups (Akutgrupper) which can take care of everything from blisters to cardiac arrest. The team is equipped with a first-aid equipment bag, heart starter and neck collar. Members completed 26 hours of medical education and many of them work in the healthcare system. Additionally they have also a volunteer resource groups training (VRG).

5.2.2. Voluntary resource groups VRG ("Frivilliga resursgrupperna")

The volunteer resource groups were established to assist the municipalities in vulnerable situations, such as major accidents, fires or flooding, when the regular resources need to be reinforced. They consist of people from different volunteer organisations and can be called upon in planned and unplanned situations.

People who want to help in such situations can join the VRG. There are voluntary resource groups in 131 of Sweden’s 290 municipalities (June 2009). In case of emergency there is an online database to access human and material resources as well as skills, so the resource group can be tailor-made according to the particular situation and needs or wishes of the authorities, who call them for assistance in such a situation. Basic tasks are information handling, giving advice, assisting in evacuations, providing relief and organising spontaneous volunteers. Local Municipalities together with experienced VRG managers plan the local arrangement of the VRG depending on the local requirements. At the moment most of the personnel in the VRGs are members from the Swedish Civil Defence League and the League is also overseeing the training system, quality assurance and general development of the VRG system.

Membership:

A voluntary resource group comprises members from various NGOs who bring in a broad knowledge and various skills (radio, vehicles, crisis communication, etc). It is the municipality who determines what skills are to be included in the local VRG.

Requirements for members according to Civil Defence League[^41]:

- Initiative, flexibility and ability to improvise,
- Ability to convey and receive information,
- Ability to make contact with people in crisis,
- Good knowledge of local conditions,
- Stress resistance

[^41]: [http://www.civil.se/#/frg/FAQ](http://www.civil.se/#/frg/FAQ)
Basic training:
The volunteers, coming from different backgrounds (ranging from response organisations to Scooter and Off-Road Clubs) get a 36 hours basic training, which must be completed during the first year. It enables members of the VRG to work effectively together and be of maximum benefit to the municipality. The trainings are organised on local level and include instruction in local emergency information, crisis management, first aid, fire skills and management of spontaneous volunteers.

Operational Areas:
Activities performed by VRGs vary significantly, depending on how the municipality wants to use its VRG, but also on the requirements of the specific event, when the team is called in to help.

Examples:
- Help to inform the public and affected
- Complement and facilitate the professional helpers
- Assist in evacuations
- Administrative tasks
- Help POSOM Group\textsuperscript{42} preparing rooms, handle shipments, distributing food and drinks
- Perform other tasks municipality handed over to its VRG

Database:
Civil Defence League runs a web-based database ("MAX") containing information on human and material voluntary resources. "MAX" is administered and managed by the Civil Defence Associations. "MAX" is also a tool that helps municipalities to make use of volunteers. Authorities or social actors can contact Civil Defence League and get a free extract from the register.

Basically "MAX" is Civil Defence League's own course and skills register. It provides information on the Association's own courses members have attended as well as on available human- (including skills) and material resources (chainsaws, quads, generators). MAX also functions for non Defence League – members as well. Resources which are recorded in the database can be searched by zip code level. People who have undergone VRG-training and who have VRG-management skills can be easily identified and contacted when needed.

Spontaneous Volunteers
Civil Defence League provides the knowledge to quickly create a hosting organisation, for organising spontaneous volunteers who present themselves in a crisis or disaster, using the voluntary resource group structure: it is called “30-minutes method”. In this way VRG is an effective tool for dealing with spontaneous volunteers in a constructive way avoiding negative effects on both, response organisations who often see convergent volunteers as a burden and the volunteers themselves, who feel appreciated and affirmed.

VRG basic training includes training in management of spontaneous volunteers, according to the 30-minutes method. Thus, any voluntary resource group typically has this as one of their main capabilities, which is valuable for the authorities, as they typically do not

\textsuperscript{42} POSOM psychological and social care, a municipal liaison group.
have a system for this. Most common example for the use of spontaneous volunteers is the search for missing persons in which they are organised by VRG staff. There are also variations of the model in opening special phone lines for spontaneous volunteers.

5.2.3. Analysis

Function:
- The Voluntary Resource Groups are a local reinforcement and complementary resource for first responders and local authorities in emergencies and crisis situations all over Sweden.
- This model helps municipalities to effectively use volunteer resources according to their needs.
- Interested and motivated members of (a broad range of) volunteer organisations are trained to be part of a local emergency resource.

Structure:
- VRG are organised at local level.
- Although it is required to be a volunteer at another organisation, this can be basically any kind of organisation (bike club etc.).
- Additionally VRG provides the structure for incorporating and dealing with spontaneous volunteers.

Activities:
- informing the public
- complementing and facilitating professional helpers
- assisting in evacuations
- administrative tasks
- giving shelter, distributing food and drinks
- incorporating and managing spontaneous volunteers

5.3. AUSTRIA: Team Österreich

5.3.1. General description

Developed by the Austrian Red Cross in close cooperation with the largest national radio station “Hitradio Ö3”, “Team Österreich” is an initiative for pre-disaster- and disaster coordination of convergent volunteers as well as for involving the public in civil protection. In 2007, with the help of an extensive media campaign, people willing to help in case of emergency were encouraged to register in an online database for convergent volunteers and become a member of the “Team Österreich”-community.

Membership

Those people willing to become a member of the team have to undergo an extensive online registration process- having an e-mail address and a cell phone is compulsory. After creating an initial profile they have to fill in their personal data, their knowledge and skills and must
state what kind of contributions they wish to make (physical work, administrative help, only in case of disaster,...). By May 2009 about 25,000 people were registered in this database and became members of the “Team Österreich”.

This form of managing volunteers has several positive effects: The number of people potentially willing to help (potential convergent volunteers) their skills and their location are known to emergency managers. Following the principle of neighbourly help, local people respond to local disasters. The knowledge and skills of the members become accessible and usable – as long as they are specified in the database. People are only alarmed when they are really needed - conversely when there is need they will be solicited according to their profile and proximity to the scene. In this way “Team Österreich” gives convergent volunteers a community-structure and minimises the convergence to a disaster site. “Team Österreich” is also an offer to those people willing to help only in case of emergency but not wanting to become regularly involved in a voluntary response organisation.

Alarming

“Team Österreich”-members are alarmed by text message and e-mail. That’s also a means of direct communication with “Team Österreich” members. Members themselves decide whether they want to be on the mission by replying either with “yes” or “no”. Their answers are automatically processed and positive requests are immediately seen by Red Cross coordinators. That implies that members have to keep their contact information up to date, so they can be alarmed.

For their time on mission, members have insurance coverage like regular Red Cross volunteers and stand under the commandment and supervision of an emergency service officer.

Training

Registered members must complete a 4h basic training at their local Red Cross branch to be able to go on a mission. Members are giving basic information about disaster assistance in Austria and the basics of “Team Österreich” (how mission work, how they are alarmed and self protection, to be better prepared in case of disaster).

5.3.2. Analysis

Function

- “Team Österreich” is a convergent volunteer community, taking advantage of the possibilities of spontaneous volunteering and minimising the negative effects.
- The initiative also aims at involving the public in civil protection and enhancing people’s preparedness.
- It provides assistance for authorities in prolonged emergency situations.
- It takes up those tasks where regular respond organisations end.
- “Team Österreich” is a possibility for contributing besides regular volunteering for response organisations.
- It is a tool for neighbourly help.
- “Team Österreich” follows the subsidiary principle.
Structure

Every member is allocated to the nearest Red Cross local branch according to the given home address (zip code). For management and training purposes “Team Österreich” uses the Red Cross federal structure, consisting of branches into several agencies on regional, district, and local levels.

The subsidiary principle is applied: In case of local disasters – local helpers are alarmed. If more help is needed, the neighbours or the next regional level are contacted.

Main management tool is the online database. First it is a central registry of every member including all relevant information (skills, contributions, contact details). Secondly it is coordination tool for deployment. Human resources can be specifically searched for, alarmed and – if willing - assigned to a mission. Overall coordination tasks and alarming is usually performed by Austrian Red Cross Headquarters, while regional and local coordinators can only see their own members.

A special issue is trust which is also very important for the system to work. Members must know that the data entered in the database is safe and not disclosed and they are only being alarmed when help is really needed. Pointing this out is of great importance for the communication strategy.

Red Cross emergency managers need to be sure that data filled in is true, that skills and knowledge are correct. One measure is the basic training at a local Red Cross office. In rural areas it can be used as some sort of control measure, as people know each other.

On mission members are always under supervision of a emergency services officer. When working with vulnerable groups, showing proof of their qualification may be required.

6. Comparative Analysis

Finnish emergency response organisation Vapepa and Swedish Voluntary Resource group can be both characterised as classical volunteer communities. Vapepa and VRG have much in common. There are also some similarities between VRG and “Team Österreich”. Vapepa and “Team Österreich” on the other hand, are substantially different.

Common function of the 3 communities is to assist authorities or other first responders in emergency situations. Typically this is the case, when there is need of additional resources in prolonged situations, in searches for missing persons or at complementing tasks. Their approaches to reach their targets are quite different indeed.

Finnish Vapepa is a structure of trained volunteers of 48 different NGOs organised in alarm groups. Their joint efforts in the emergency response sector is coordinated by Finnish Red Cross.

Swedish VRG consists of over 130 locally based groups organised and coordinated by Swedish Civil Defence League and their regional associations. Interested persons of any kind of volunteering organisation (depending on the requirements established by municipalities), can become part of a local resource group. For bridging the different skills and levels there is a compulsory basic training. Target group are interested citizens, who already make regular contributions as volunteers.

Austrian “Team Österreich” is an initiative for Austrians willing to help in case of emergency. The close cooperation of Austrian Red Cross with the largest Austrian radio station guarantees high quality promotion and dissemination. Anybody (having a mobile phone and registering online) can join the Team. Basically “Team Österreich” it is a club, an association of people united by the shared goal of helping when there is need after a disaster. The coordination structure is provided by Austrian Red Cross. Contrary to Austria, the
Scandinavian communities don’t focus on involving the public, so there is also no focus on marketing and no strategic media partnerships for pursuing this target.

All three volunteer communities use online accessible databases for the management of their human (and material) resources, although the different approaches vary fairly much.

“Team Österreich” initiative employs a web based, user-administered database for registration, alarming, training, communication and search of its members. This approach reduces administrative costs and makes missions scalable and user entered data searchable. Finnish and Swedish authorities are granted access to the data saved in the database whereas the “Team Österreich” database is administered and accessed by Red Cross coordinators only. VRG and Vapepa uses command structures for alarming (telephone, radio,…). Team Österreich members who meet the requirements get text-messages and e-mails. This is also a hurdle as people need to keep their contact information up to date.

Concerning the training of their members all three communities have differing approaches due to their different target groups: Vapepa’s uses trained volunteers who get their regular training at their NGOs. Additionally there are joint exercises. Swedish VRG is formed by volunteers from various volunteer communities. Thus there is need for basic training in order to bridge different knowledge and .

Austrian “Team Österreich” is opened to everyone. According to this policy the main principle is: “bring your own skills”. The most common task is manual work. Therefore no special qualification is needed. But also everyone is free to fill in their qualifications and skills into the online database and if those skills are needed during a crisis the members are called.

The different approaches are also mirrored in the assisting activities performed by the 3 volunteer communities.

Table 1: Comparison table

<table>
<thead>
<tr>
<th></th>
<th>VAPEPA</th>
<th>VRG</th>
<th>Team Österreich</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Country</strong></td>
<td>Finland</td>
<td>Sweden</td>
<td>Austria</td>
</tr>
<tr>
<td></td>
<td>Voluntary Rescue Service, Network of NGOs involved with rescue activities</td>
<td>Swedish Civil Defence League</td>
<td>Club run by Austrian Red Cross and “Hitradio Ö3”</td>
</tr>
<tr>
<td><strong>Requirements for membership</strong></td>
<td>trained volunteers of NGOs only</td>
<td>members of any voluntary organisation, according to defined skills by local authorities</td>
<td>Open to anybody, people must register in a database and have mobile phone and e-mail access</td>
</tr>
<tr>
<td><strong>Skills</strong></td>
<td>Trained volunteers from various NGOs</td>
<td>(trained) volunteers from various volunteer organisations</td>
<td>Tasks usually involve manual work, otherwise according to the principle, “bring your personal skills”.</td>
</tr>
<tr>
<td><strong>Number of members</strong></td>
<td>20,000 organised in 1,400 emergency groups</td>
<td>?</td>
<td>25,000 members</td>
</tr>
<tr>
<td><strong>Costs</strong></td>
<td>None</td>
<td>Non, civil defence members (fee) must fund the initial trainings</td>
<td>None</td>
</tr>
<tr>
<td><strong>Operational area</strong></td>
<td>1400 alarm groups throughout the country</td>
<td>local resource groups in 131 of Sweden’s 290 municipalities</td>
<td>Members allocated to local Red Cross branch, according to home address (ZIP-Code)</td>
</tr>
<tr>
<td><strong>Support for all authorities</strong></td>
<td><strong>Tailor-made according to the particular situation and needs or wishes of the authorities who call them</strong></td>
<td><strong>Offered to local municipalities or response organisations as additional resource of assistance</strong></td>
<td></td>
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<tr>
<td>--------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Support for all authorities with trained assistance; usually called on to help in prolonged situations, searches, first assistance services and sparsely populated areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>activities / scope</strong></td>
<td><strong>Basic tasks are information handling, giving advice, assisting in evacuations, providing relief and organising spontaneous volunteers.</strong></td>
<td><strong>Manual work (shovelling sand bags, snow), administrative tasks, ...</strong></td>
<td></td>
</tr>
<tr>
<td>Searching for missing persons, arrange temporary accommodation, provision and distribution of food, water, dry clothes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Practical assistance First aid and psychosocial support</td>
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</tr>
</tbody>
</table>
| **alerting** | VRG Leaders called upon by local authorities | Members informed by text-message and e-mail, Red Cross managers called by authorities, or entitled disaster relief and response organisations (fire brigade, Red Cross, ...)
|
| Always called by authorities; Officers, alarm groups - command structure | | |
| **leadership** | VRG Leader | Only on mission – under commandment and supervision of an emergency service officer. |
| Command structure | | |
| **deployments** | 425 total missions 196 missing-person searches | 10-15 missions per year |
| | | |
| **training** | 36h basic training on local level must be completed during the first year: instruction in local emergency information, crisis management, first aid, fire skills. | 4h basic training on the principles of disaster relief and the working of “Team Österreich”, compulsory for being deployed |
| Regular training courses to maintain emergency preparedness  
- NGO level  
- Joint trainings of Vapepa member organisations on local and regional level  
- Practical exercises with authorities | | |
| **database** | Online accessible database of human and material resources | Online database of human resources and their skills, self administered, access to data only for Red Cross coordinators |
| Online accessible database of human and material resources | | |
7. Conclusion

There are substantial differences and striking similarities between the three compared communities. Common denominator is the use of volunteers as additional resource to the conventional emergency response resources of the authorities. Another commonality is the local, respectively regional approach with some kind of central, countrywide management structure. This joint property may be driven by different internal causes. The importance of the preparedness of local communities is crucial in large and vast countries with sparsely populated areas, such as Finland and Sweden. Whereas Austria is a relatively densely populated country with a countrywide disaster relief structure. In this example the central idea is involving citizens in civil protection and neighbourly help.

The ways to reach the target of assisting authorities are different in the countries: The organisations in Sweden and Finland use existing volunteer resources (of various NGOs) to reach the objective. Therefore, people who are already volunteering are already trained or specially trained for the tasks. Another profit is the cooperation between NGOs, which is intensified: joint training sessions are used for exercising and enhancing workflows.

Austrian Red Cross on the other side tries to involve also people who are not already volunteering but also those ones willing to help but not being regular volunteers in an emergency response organisation or regular volunteers at all. Of course some members of response organisations also register to “Team Österreich”. But in case of emergency they will be first called upon their organisations. “Team Österreich” is also intended as a locally based, subsidiary resource for taking upon those tasks, not covered by professional first responders. An insight of this initiative is the importance of good marketing and media work for involving citizens.

The following key factors for success were identified:

- Close cooperation with local authorities and other NGOs, with a central coordination structure
- Regular training of people, so they know what to do in emergency situations, not only as part of the volunteer communities but at home as members of family and society.
- Local/regional focus: no specialised and centralised response team but small locally based volunteer groups, meeting the local needs, having good knowledge of local situation and sustained by volunteering members of the local communities.
- Contributions of volunteer must be acknowledged in order to keep members motivated and well trained.

8. Resources

Vapepa Homepage http://vapepa.fi/

Swedish Civil Defence League Homepage: http://www.civil.se
http://www.civil.se/om_oss/engelska.pdf

Team Österreich Homepage: http://oe3.orf.at/teamosterreich

43 (e.g. in case of flooding fire brigade will pump the water out of the cellar but will not help the owner cleaning up.)
D) WORKSHOP DOCUMENTATION

The two-days workshop at ARC Headquarters in Vienna was carried out as a series of short (15 – 30 minutes) presentations followed by a discussion.

The first day of the workshop was divided into two parts covering the following topics:

- The TeamCP project and the Team Österreich initiative
- Motivations for self protection

The second day focused on new web based techniques of public participation as well as on best practice models for public participation in civil protection and of systems for managing convergent volunteers. The session concluded in a round table discussion on findings and future perspectives.

Workshop was attended by 30 representatives from Austria, Bulgaria, Croatia, Czech republic, Estonia, France, Germany, Poland and United Kingdom.

1. Summary of presentations

4th May 2009: Duration of session 13.00 - 16.30

<table>
<thead>
<tr>
<th>Topic</th>
<th>Project “TeamCP” and “Team Österreich” initiative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Presentation 1</td>
<td>Christian Kloyber (Austrian Red Cross): <em>Teaming up for civil protection</em></td>
</tr>
<tr>
<td></td>
<td>Christian Kloyber gave an initial overview on the EU Project “Teaming Up For Civil Protection” focusing on objectives, preconditions and project steps.</td>
</tr>
<tr>
<td>Discussion 1</td>
<td>Moya Wood-Heath asked whether TeamCP was intended to be established as an transeuropean initiative (a team ready to be deployed all over Europe) or just in the participating countries. Christian Kloyber pointed out that one objective of the project was to make a concept campaign in the partner countries. Aim of this campaign is to develop initiatives like Team Österreich, but focusing on the particular situations in the particular countries. Henning Goersch remarked that once he attended a meeting of the EU Project “VADEME” run by “Les Eco Maires” that covered similar issues as the TeamCP project.</td>
</tr>
<tr>
<td>Presentation 2</td>
<td>Gerry Foitik (Austrian Red Cross): <em>Team Österreich</em></td>
</tr>
<tr>
<td></td>
<td>Introduction to the Team Österreich initiative of Hitradio Ö3 and the Austrian Red Cross.</td>
</tr>
<tr>
<td>Discussion 2</td>
<td>BRC members ask whether there are police checks of the volunteers registering on the “Team Österreich” database. In UK, BRC has to pay for such police background checks. Another question is if “Team Österreich” is exclusively a “reaction force” to disaster,</td>
</tr>
</tbody>
</table>

*Most presentations (PDF) are available at: www.teamcivilprotection.eu*
or if it is also used for preparing the population for future events. Gerry Foitik explains that preparing the population is a part of the Team CP-project.

<table>
<thead>
<tr>
<th>Topic</th>
<th>Motivations for self protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Presentation 3</td>
<td>Henning G. Goersch (University of Karlsruhe): “Motivations for self protection”</td>
</tr>
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<td>Mr. Goersch presented a “risk culture” model, he elaborated as part of an academic project on motivations for self protection. The foundation of the concept was rather of theoretical than empirical nature. One central precondition was that risk perception doesn’t lead to behaviour change. Motivations had to be understood as a difficult and multidimensional phenomenon. The system itself focused on the interpersonal communication of citizens – a system of multipliers to maintain the motivation on self protection permanently high, establishing a “risk culture”.</td>
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<td>Discussion 3</td>
<td>Hripsimé Torossian stated that the fear of natural disasters was not first on her agenda but that she clearly saw connections to her past project where in fact she was field testing many of Mr. Goersch’s theories. Moya Wood-Heath gave an example of the situation after the London Bombings when there was strong media coverage on people complaining about the lack of first aid kits and first aid trainings. Red Cross was expecting increasing numbers of participants of first aid trainings but nothing changed. There was massive fear but it didn’t lead to a change of behaviour Mrs. Wood-Heath concluded. Laura Gibb asked whether insurances had something to do with the project, (e.g. insurance as negative motivation for self protection and part of a preparation behaviour) as Mr. Goersch was working for the department of insurances. He replied that it was only where he was doing research and that there was no such focus. Gerry Foitik wanted to know what the community level (a school, university, online community) was and what made the model so attractive. Mr. Goersch replied that community had to be understood as an administrative area. Everyone should be part of it and motivate other people to become a part of it. In this sense the model was a permanent campaign. Thomas Kahlix expressed his distrust in top-down approaches and that he believed that actual experiences were able to change behaviour. Mr. Goersch explained that his model dealt with the change of behaviour of whole groups and not of individual people. Mr. Foitik gave an example: “nowadays every new car has airbags – due to a good marketing strategy in the past.” Mr. Goersch replied that it isn’t even possible to get a car without airbags – so people are obliged to buy that and have no choice. Mr. Foitik insisted that it had to be understood as a process – with good marketing in the background – making people actually wanting to buy those cars. The discussion was closed with Haide Laanmets question if there were any key elements for comparison across countries and evaluating that model.</td>
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<td>Topic</td>
<td>Web 2.0 and public participation</td>
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<td>Presentation 1</td>
<td><strong>Martin Radjaby (Hitradio Ö3, Austria): “Youth and Media”</strong>&lt;br&gt;At the beginning of the presentation, Martin Radjaby played a video “Did you know?” from Karl Fish. His presentation focused on communication of the young audiences today and some data from the 2007 Youth Information (Multi) Media Study Germany was presented. Mr. Radjaby, when talking about the use of Web 2.0, pointed out that everything is on the run, on the internet, that young people are regularly on platforms as Facebook, MySpace and Twitter where they share feelings, expressions and emotions. He strongly advised to forget old classical communication. New communication strategies have to face this developments and use this new way of interaction. For an organisation or an initiative, it is not enough to have a static website or an ad in a paper. He encouraged the participants to use and learn the new language of young target groups and use the qualities of the internet information. Web 2.0 changed the role of the target people, from a passive consumers to an active producers. Finally Mr. Radjaby pointed out that if we wanted to reach the younger target groups we had to be ready to speak their language, accept their culture, interact on an interpersonal but electronic way and be familiar with the instruments the young generation is widely using.</td>
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| Discussion 1 | **Moya Wood-Heath** started that convergent volunteers depend on power and she wanted to know how to communicate with young people if in case of emergency there is no power. Mr. Radjaby replied that we can’t communicate on classical ways without power. But that the main concern should be the communication with young people, communicating in their language, changing our way of working with them. It’s necessary to invest on the internet although it’s risky, he said. Then he explained how it is necessary to participate and that everything is about education. He advised to start a “Team UK” campaign on Facebook, even nobody could tell if it would be successful. **Gerry Foitik** pointed out that classic and new world is one thing. He admits that in terms of civil protection we need not to rely on power. But He believes that young people will know what to do when a disaster happens, when we communicate with them before. They will communicate. If flyers are transferred to online games, they will have the information on self protection there. **Mr. Foitik** thinks that the main problem is, that people in the field are used to deliver their service face to face, not monitor to monitor.<br><br>**Thomas Kahlix** asked whether an information network in emergencies should be created and gave an example of floods in North Dakota where one could follow a twitter feed about water levels, even when the flood was over. **Martin Radjaby** replied that web is democratic, whereas “they” (radio stations) play and people listen, they say info and people should believe. He expressed that no one can check all messages that are coming out – it’s impossible. On the contrary **Laura Gibb** believes that bad information is no information. Mr. Radjaby insisted...
that community is part of the system and asks everything. Platforms have lots of power, it’s dangerous, but there is no other mechanism to control them than users’ feedback. On the other side, it’s democratic, open for all.

Peter Kaiser wanted to know whether there are any studies about human values. He believes that values are not so much changing as technologies. Hripsime Torossian added that it is the question of the needs – if you need it, you take it. People want to choose by themselves. She said that it’s an obligation to have everything. New technology I take, if I need. Mrs. Torossian explained that they tell people, it exists and they choose. Mr. Foitik talked about the need to be creative. He gave an example of people losing their mobile phone and feeling afterwards that they couldn’t deal without it. But 10 years ago this was not a question. Today, there are people that can’t imagine a day not to be online. Mr. Radjaby closed the discussion with statement that kids grow up with that and they don’t know pre-mobile time, they know just mobile time.

Presentation 2

Franz-Reinhard Habbel (German association of towns and municipalities): “Social Times”

Mr. Habbel presented his theses:

- The objectives of administrations will in the future need to safeguard and care increasingly for social cohesion.
- It is necessary to support and strengthen communal, social, and cultural needs.
- The charitable and voluntary service organizations and associations are also subject to the immense changes and increasing dynamics of the world-wide-web.
- Hierarchical structures and rigid systems with central command and control structures will be increasingly replaced by flexible, citizen-driven networks and worknets, but also through the tendency to new virtual “communities”.
- For addressing social concerns, the internet will expand the possibilities and readiness to help, the degree of concern and reach, the willingness, and the ways and forms enabling us and others to help.
- Collaboration, participation and co-creation are the major trends of the 21st Century. They are amplified by the Internet. This has much impact on our civic engagement.
- The Web 2.0 is changing the way we communicate.
- There is obviously an erosion of trust in large organizations, questioning their ability of solving problems pragmatically and unbureaucratically
- ONLINE-VOLUNTEERING will become an increasing reality. The Internet can be a cradle for civic engagement, a CITIZENS work-NET.
Mrs. Wood-Heath asked how the classical forms of communication could be maintained, while creating the new forms as well.

Mr. Radjaby prompted the participants to change their way of communication with young people, invest money into new forms of communication and e.g. start a fundraising campaign in *facebook*. He assumed that *twitter* will not work for a long time, but *facebook* will serve as a good communication platform and multiplication factor, e.g. for Team Österreich.

Mr. Kahlix encouraged not to be afraid of new technologies and to use them as information network in emergencies.

Ms. Gibb asked who could give out information, who has “the one truth”.

Mr. Radjaby admitted that one cannot control what happens with your impulse. The community is part of the system, and there are no mechanisms for controlling the platform.

Mr. Kaiser asks whether there are limits to this development.

According to Mr. Habbel, there are no limits. There are 3 trends: openness, transparency, participation.

Ms. Torossian suggests that people have to have the possibility to choose their form of communication.

Mr. Radaby has made the experience that young people “live” the new forms of communication – they do not know “pre-mobile times”.

Mr. Annis states that Civil Protection is too important to leave it to the professionals.

In Mrs. Wood-Heath’s opinion it is important to differentiate between data (unproved) and information (proved, compelled by professionals).
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<th>Topic</th>
<th>Best practice models for public participation in civil protection and of systems for managing convergent volunteers</th>
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<td><strong>Presentation 3</strong></td>
<td><strong>Moya Wood-Heath and Martin Annis (British Red Cross): “Involving Citizens”</strong></td>
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<td>Martin Annis began presenting BRC past efforts and experiences dealing with involving people in a response. The three past EU-financed projects in the field were “The Role of NGOs’ volunteers in civil protection”, “Working together to support individuals in an emergency or disaster” and “Involving citizens in civil protection”. As an outcome he introduced a model on citizen risk perception. Citizens needed to perceive a risk and consider the impact of it. Of great importance was the question whether they were able to make a difference and where to find and use the information to help themselves. This perception was affected by past experiences and depending on a perceived responsibility and sense of community. Differences between countries with traditionally strong volunteering cultures and those in which people rely on the state’s ability were reported.</td>
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<td>Moya Wood-Heath presented the current project “Informed. Prepared. Together.” Following concerns of the European Commission regarding the funded projects sustainability BRC’s “Informed. Prepared. Together” project is gathering information and recommendations from all previous EU-funded projects in the field, drawing together what had already been done, clustering the findings available and making the knowledge available as a public accessible online resource.</td>
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<td><strong>Discussion 3</strong></td>
<td>The only question arising was whether the webpage was accessible in the 4 languages of the EU.</td>
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<td><strong>Presentation 4</strong></td>
<td><strong>Hripsimé Torossian (French Red Cross): &quot;Citizens’ self protection by the French Red Cross&quot;</strong></td>
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<td>Mrs. Torossian began presenting the project “Best practices and life support kit for EU citizens self-protection in case of daily or disastrous emergency” ( April 2004 – July 2006 ). Its aims on reducing the consequences of (“daily-life”) disasters and to build home-life support kits. In the next step she explained how to prepare citizens to face unexpected and disastrous events. The outcome of this project was the Implementation of citizen’ self-protection. This new activity for the French Red Cross consists of a training dedicated to rise citizens’ disaster preparedness and encouraging the use of a new disaster kit specially designed for Red Cross. Short videos about individual disaster preparedness can be found on: French Red Cross Disaster Preparedness Page.</td>
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<td><strong>Discussion 4</strong></td>
<td>In first question Mrs. Torossian was asked if there is any special content of mentioned training. She explained that it has to be very personalized, because citizens are not ready and they have no idea how system is functioning in their country. She admits that it’s important to be able to communicate with everybody about all stages of the life – “building culture of risk without fearing people”. Next</td>
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she explains that target is one person, not everybody. Target is this ego of this person and training consists from max. 10 persons. She pointed out that there are goals to reach – understanding of 5 topics to survive in case of disaster.

In the following discussion Mr. Goersch asked her to describe one of the picture from the presentation. Mrs. Torossian said that there are daily 20 thousand disasters in France with many victims, death people, financially or materially affected. From individual to collective hazards, people can feel the own capability to do something.

In last question she was asked what kind of population they want to reach. Everyone?
Mrs. Torossian replied that training is free of charge in 51 departments and they are working with mayors of all towns. City hall is trained and than inviting citizens to be trained. She gave an example how French Red Cross began with own volunteers and workers and that model is to animate. Training for children at school (children’s self protection in communities) has duration of 2 hrs. Mrs. Torossian expressed that they would like to train everybody. She replied that aim is not to have any technical items: “You won’t need electricity. In case of disasters you won’t have electricity.” She insisted that the objective is to do it everywhere.

Presentation 5

Thomas Kahlix (Citizen action group Rodenkirchen, Germany): “Self help capacity – first experiences in Cologne”

In order to give a brief overview on emergence, objectives and experiences of the action group in Rodenkirchen, Thomas Kahlix played a short video-documentation. Then Mr. Kahlix explained the change of focus over the years. During the early years (beginning after the Christmas Flood 1993) they pursued the aim of flood protection. In the course of time they learned that they “had to live with the river” and changed their focus towards self protection. Mr. Kahlix when talking about the relationship between municipality and grassroots initiatives he pointed out that according to his experiences neighbourly help and preparedness, were the only reliable sources of help in case of flooding.

Discussion 5

In the following discussion Boris Poleganow wanted to know if new neighbours also engage in the action group and if they were any established routines to integrate new neighbours. Mr. Kahlix said that it is always in times of disaster when people are reminded of the actions group and that is also when new neighbours get in touch with them. But since there had not been a great occurrence in the past years the action group is struggling with lacking public attention.
Laura Gibb addresses the issue of the integration of the two levels – the local and the nationwide. Gerry Foitik explained that this was possible and “Team Österreich” could be seen as such an example: nationwide management, meeting the local needs of people. Mr. Kahlix replied that animosities between the authorities and the initiatives interfered the relationship of this both levels. Mr. Foitik on the other side,
couldn’t believe that the authorities of Cologne wouldn’t promote the action group as good practice model.
Moya Wood-Heath, having their experiences in Great Britain in mind, advised Mr. Kahlix to do more networking.

Laura Gibb (Civil Contingencies Secretariat): “Community Resilience in the UK”

Mrs. Gibb presented civil contingencies and community resilience in the UK. She pointed out that communities and individuals harness local resources and expertise to help themselves, in a way that complements the response of the emergency services. She introduced general principles and some propositions for involved communities and gave an example about what they are doing, about initial workshop outcomes, partners and networks. Mrs. Gibb when talking about UK examples of networks and groups pointed out that different people are responding in different ways. People using ordinary skills in unordinary events – that’s what we want, she admitted. Mrs. Gibb said that telling people about risk is not changing their behaviour. In any kind of disaster, people sit and wait while someone will come to help them. At the end of her presentation next steps as collating outcomes of workshops and mapping examples of Community Resilience work across the UK were presented.

Discussion 6
No questions were asked.

FINAL DISCUSSION

Forecast: “What could be the next steps?”

1. striking cultural /national differences.
2. national states should start to recognise the role of their own citizens: the local identification of what could be useful to them – supported by the governments
3. more learning from other projects
4. what’s wrong with the message?
5. many factors influence risk perception and taking actions.
6. communication: it is not only about the message but also where and how to place the message, using marketing strategies

2. Summary of the final discussion and conclusions of the workshop

On behalf of the workshop participants and contributors to the discussion we briefly summarise the conclusions and findings of this workshop:
The participating experts which have been working for years in the field of civil protection, state that there is still a lot to do in the future. There are clearly historically evolved national differences, in population-structure, in the policy and organisational framework or even in environmental factors, that make it difficult to develop a single successful key approach to the rising of awareness in self protection.

The issue of motivation to self protection is a very difficult, multi-dimensional issue. Even broad theory driven, multi-dimensional approaches aiming in maintaining the motivation of citizens high, still seem to be incommensurate to the empirical reality many of the participating experts have to face. In several presentations and discussions the need of building a culture of risk without fearing people was expressed, as fear showed not to change self protection behaviour at all.

The question whether there was something wrong with the message led to the issue of communication. In order to address younger people, which is an important factor for future, it is advisable to start using new communication forms for the transportation of the message and adapting them for the use of the target groups.

The third topic, systems of managing convergent volunteers, was mainly focused on the model of “Team Österreich” which was valued as an interesting possibility of coordinating volunteers and bridging the “local – global” controversy: a “globally” managed approach to local needs.

3. Workshop evaluation

These are findings from evaluation forms filled by participants of the workshops. Expectations were formulated as:

- To get an idea about the challenges concerning the topic „self protection“
- To share experiences
- To find more practical models in reference with CP. To receive information from specialists in this area, people involved/worked directly in the situation of disaster and such that were involved managing the projects on this issues.
- Overview of on going projects. Information on EU Project Team CP-
- Getting practical information & knowledge on terming civil projection related volunteers
- To get more information about how to cooperate with volunteers organization and how to handle the spontaneous volunteers (database etc.)
- To learn about civil protection in Europe + how to motivate individuals
- To get an idea for implementing a new project similar to „Team Österreich“
- To make the same in Germany
- To hear more about the practice of CP in other countries
- To exchange information, best practices
- To get more information about team cp project, to see what actions one future by other NS in the CP issue
- To gain an understanding of CP + TEAM Ö. Learn about the differences between countries cultures.
- To share and receive information on citer engagement activities and learn more about project Team CP
- To learn from other organizations and discover the Team civil protection projects findings
- To learn from experience
• To learn more about the „Team CP“ project as well as about „Team Österreich“ and how the volunteers are recruits and managed.

• To learn more about the project and our role within it. To begin to learn more from that partners/countries about relevant initiatives.

Participants were highly satisfied with preparation, hospitality and they felt very supplied and informed. There were suggestions about better acoustic during the workshop and that it would be useful to have heard more on engaging and managing convergent volunteers. Participants were thankful for the social programme, transfer service and accommodation.

Overall rating of the event:
• To send all presentations via email
• Expressing thanks for invitation and for taking care
• Would have been useful to have an extra session for partners on the next steps.
• Hope that presentations will be somehow shared among participants
• To have a more formal workgroup discussion to learn some key points. To incorporate this formal workgroup discussion would have made the event perfect and would have then met my expectations completely.

Suggestions were expressed as:
• to organize a small talking groups (4-5 people) during the discussion time – it helps to be more active
• To raise regular follow ups
• The name „workshop“ was not relevant. It was more conference then workshop.
• More detailed reports of simple practice, not too generalized overviews
• Would have been useful to have all print outs before each presentation