

COBACORE

Community Based Comprehensive Recovery

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D6.8 Guidelines for Practical Introduction of COBACORE Project Results

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Executive Summary:

This document describes a method to support local implementations of COBACORE project results and similar innovations for civilian-professional collaboration. The method highlights critical factors of concern and facilitates the development of a bespoke implementation in co-creation with local stakeholders. The method follows a multi-phase process, with each phase focussing on uncovering important local factors, such as stakeholders and their capabilities, their interdependencies, local judicial and operational constraints, social and cultural aspects, standing information systems, local privacy and security aspects. In this document, each phase in the method is described in detail, taking into account lessons learned from applying the method in three pilot workshops. The implications of applying this method to implementation of COBACORE project results are outlined, as well as an initial check on international applicability of this method.

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1 Introduction

Collaboration between professional responders and the civilian population to recover from crises and incidents will become of paramount importance in the near future. Currently, a lot of recovery activities by civilians (from both the affected and supporting communities) are carried out in isolation from professional responders. Effectively, both groups have little knowledge of each other's activities, resulting in mismatches in resources or conflicting activities. An example is the Turkish Airlines crash at Schiphol Airport, where local farmers started transporting wounded people with tractors, long before ambulances could arrive at the scene. Responders had no knowledge that these resources were available. The COBACORE project is focused on ways and means to improve these collaboration activities between professionals and civilian communities through **collaborative tools** (e.g. the COBACORE platform; described in COBACORE D3.2) and **collaborative work processes** (e.g. the procedures around the COBACORE platform, described in COBACORE D3.3, and the Community Liaison Team or CLT, described in COBACORE D5.3). However, such civilian-professional collaboration (CPC) activities can only create impact for stakeholders if they are 1) recognised as valuable, 2) tailored towards the stakeholder group and 3) practically applicable. In order for CPC activities to meet these requirements, a method for adoption of these tools and work processes is needed, as presented in this deliverable.

1.1 Problem Statement

The typical application domain for COBACORE results is very complex, involving many stakeholders and many organisational, societal and technical challenges, with typically little room for generic solutions. Every application context will have specific characteristics that influence the optimal form of deployment. So, not only are all crises different, the contexts in which they occur differ strongly as well. For instance, crisis management governance differs widely across EU member states, with varying openness to non-governmental community involvement. Consequently, the COBACORE platform as a mediating platform between civilians and professionals will need to be positioned in accordance with local standing operating procedures and existing governing crisis management structures. Furthermore, there are many other factors to take into account, such as local data availability, privacy concerns, available technological means, and required interoperability with existing systems and so on.

To facilitate these difficult local implementation processes, we present a practical method that reasons from strengths and proven positive experiences from local stakeholders themselves, highlights critical factors of concern that need attention, and makes it easier to derive bespoke implementations in co-creation with local stakeholders. The method follows a multi-phase process, with each phase focussing on uncovering important local factors, such as (other) relevant stakeholders and their strengths and capabilities, their interdependencies, local judicial and operational constraints, social and cultural aspects, implemented information systems, local privacy and security aspects and so on. The method centres on the implementation of COBACORE products, but will be applicable to similar innovations, and thus be of value to a wide audience of innovators in the civil protection sector.

The main questions driving this deliverable are:

1. Which factors must be taken into account in implementing generic concepts for professional-civilian collaboration in a specific situation?
2. Which steps and activities are needed to attune these generic concepts to these factors and create solutions that receive support from the stakeholders?

1.2 Vision on Adoption of Collaboration Concepts

In our view, when innovative collaboration concepts are to be embraced by a heterogeneous group of stakeholders, the best way to ensure this is to let the change and practical implementation be envisioned by the stakeholders themselves. The collaboration concepts can be provided as inspirations or generic building blocks, but stakeholder groups should create their own implementations through co-creation. ‘Appreciative Inquiry’ (AI) is such a co-creation method (described in detail in section 3.1). It is generic enough to be applicable to a wide range of crisis scenarios, stakeholder groups and settings, and robust enough in the sense that stakeholder groups can take their own positive experiences as a starting point (‘what has worked well in the past?’). This allows them to overcome the common pitfall of focusing too much on the problems and things that do not work instead of appreciating the best of “what is” and utilising and amplifying these strengths.

In COBACORE Task 6.6, a co-creation method was defined, refined and validated to let stakeholders design their own collaboration concepts and activities in the context of a crisis scenario. The method was based on AI, tailored to the scope of this research and validated through three adoption workshops with (representatives of) stakeholder groups in the Dutch safety domain. In addition, international project partners were asked to provide feedback on the method. The aim of the current deliverable is to provide this practical method and guidelines for European partner organisations to implement their own tailor-made concepts for professional-civilian collaboration in recovering from crises and incidents.

1.3 Document Outline

This document is structured as follows. In Chapter 2, the research approach followed in Task 6.6 is described in detail, including the coherence and order of the activities. Then in Chapter 3, the co-creation method is outlined, with detailed descriptions of each phase derived from AI method. Chapter 3 also presents the practical application of the method in the workshops and a summary of workshop results. Detailed descriptions of the adoption workshops are only available in the (restricted) deliverable D6.7. However, a summary of relevant results for the co-creation method (such as feedback from stakeholders) are presented in this document where applicable. Finally, Chapter 4 presents the conclusions on the method and the envisioned impact on COBACORE results.

2 Approach

Central in the approach of COBACORE Task 6.6 was the activity of **method development**. In the view of the project team, a coherent method with concrete tools and guidelines is needed, to facilitate the design and adoption of civilian-professional collaboration (CPC) concepts by stakeholders. To arrive at such a concrete method and practical guidelines, a number of steps were taken. See the timeline in Figure 1 for the order and coherence between the activities.

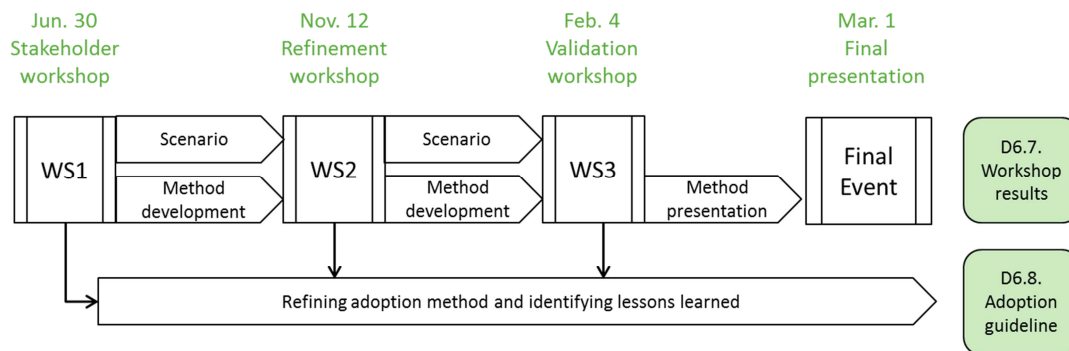


Figure 1: Timeline of activities within COBACORE Task 6.6.

- State-of-the-art knowledge on professional – civilian collaboration was gathered from international literature, from related European FP7 project DRIVER, from the Dutch safety domain and from the COBACORE project, specifically WP1 (State-of-the-art), WP3 (*interaction concepts*) and WP5 (*evaluation*). Experts from these work packages were involved in the method development activities in this Task. During these activities, Appreciative Inquiry was selected as basis for the co-creation method and a crisis scenario was formulated to in which to validate the method.
- Stakeholders were identified within the Dutch safety domain, specifically representatives from the responsible policy department, the Ministry of Safety and Justice, fire brigade, city councils and medical services. In The Netherlands, these organisations are assembled in so-called “Safety Regions”. These organisations are the prime coordinators of disaster response and recovery activities and responsible for safety of the population. Also, members from the civilian population were invited to the workshops. In order to review the applicability of the co-creation method in other European countries, the method was presented to the international project consortium during the regular COBACORE meeting in December 2015. Feedback from international partners was gathered.
- Validation, Refinement and Dissemination was organised in three adoption workshops. In this deliverable, high-level results from these workshops are presented where applicable. A detailed description of the workshops is provided in D6.7 (restricted deliverable).
 - The first workshop (WS1) brought together thirty stakeholders and was used to identify the need for collaboration concepts among these stakeholders. Results of this workshop were the creation of a stakeholder group with representatives from three Safety Regions, scenario-elements to include in subsequent workshops and

insight into which collaboration activities the adoption method should facilitate or take into account.

- The second workshop (WS2) was used to validate and refine the co-creation method, to ensure it worked well before presenting it to actual stakeholders. Twelve sample representatives from the Safety Regions (both professionals and civilians) used the method during this day-long workshop. The workshop was hosted by the Safety Region IJsselland in Zwolle, The Netherlands. The method itself and its application were refined based on lessons learned from this workshop.
- The third workshop (WS3) was held with thirteen representatives from the stakeholder groups, who used the co-creation method to arrive at collaboration concepts in the context of the current pan-European refugee crisis. Again, the workshop was hosted by the Safety Region IJsselland in Zwolle, The Netherlands. Based on the insights and lessons learned from the workshops, the adoption method is finalised and presented in this document.
- Final presentation of the method was performed during the Final Event of the COBACORE project on March 1st, 2016 in Leiden, The Netherlands.

3 Co-creation Method

This chapter first presents a description of Appreciative Inquiry that forms the basis of the co-creation method for adoption of COBACORE project results. Then, each phase in the method is presented separately with detailed guidelines on how to apply the method.

3.1 Appreciative Inquiry

The method for adoption presented in this deliverable is based on the strengths-based organisational development theory of Appreciative Inquiry (AI). AI has been originally developed and described by David Cooperrider (Cooperrider 1986; Cooperrider & Srivastva, 1987). The online portal “AI Commons¹” hosted by the Cape Western Reserve University hosts a rich collection of academic resources and practical tools on AI (Appreciative Inquiry Commons). Because of this extensive documentation, the current deliverable will only briefly introduce the principles of AI as general theory and focus on the specific co-creation method that has been derived from AI theory and the commonly applied “5D” model (Define, Discovery, Dream, Design and Develop/Destiny). The interested reader and those who want to apply the guideline with local stakeholders are recommended to familiarise themselves with the theory and practices of AI by consulting the resources on the portal, or any of the many other public resources on AI.

AI is a method for studying and changing social systems (groups, organisations, communities) that advocates collective inquiry into *the best of what is* in order to *imagine what could be*, followed by *collective design of a desired future state* that is compelling and thus does not require the use of incentives, coercion or persuasion for planned change to occur (Bushe, 2013).

It is a strengths-based alternative to the many problem-solving approaches commonly applied in organisational development. Whereas numerous derivatives of AI have been developed and applied around the world in businesses, non-profit and governmental organisations, as well as civilian communities, Cooperrider has formulated five principles that are central to the theory of AI (Bushe, 2013):

1. The *constructionist principle* proposes that what we believe to be true determines what we do, and thought and action emerge from relationships. Through the language and discourse of day to day interactions, people co-construct the organisations they inhabit. The purpose of inquiry is to stimulate new ideas, stories and images that generate new possibilities for action.
2. The *principle of simultaneity* proposes that as we inquire into human systems we change them and the seeds of change, the things people think and talk about, what they discover and learn, are implicit in the very first questions asked. Questions are never neutral, they are fateful, and social systems move in the direction of the questions they most persistently and passionately discuss.
3. The *poetic principle* proposes that organisational life is expressed in the stories people tell each other every day, and that the story of the organisation is constantly being co-authored. The words and topics chosen for inquiry have an impact far beyond just the words themselves. They invoke sentiments, understandings, and worlds of meaning. In

¹ <https://appreciativeinquiry.case.edu/>

all phases of the inquiry effort is put into using words that point to, enliven and inspire the best in people.

4. The *anticipatory principle* posits that what we do today is guided by our image of the future. Human systems are forever projecting ahead of themselves a horizon of expectation that brings the future powerfully into the present as a mobilising agent. Appreciative Inquiry uses artful creation of positive imagery on a collective basis to refashion anticipatory reality.
5. The *positive principle* proposes that momentum and sustainable change require positive affect and social bonding. Sentiments like hope, excitement, inspiration, camaraderie and joy increase creativity, openness to new ideas and people, and cognitive flexibility. They also promote the strong connections and relationships between people, particularly between groups in conflict, required for collective inquiry and change.

A widely applied model within the theory of AI is the “5D” model that defines five phases: Define, Discovery, Dream, Design and Develop/Destiny and a positively worded ‘*affirmative*’ topic as the focus of the inquiry. **The co-creation method described in this document builds on this “5D” model and is tailored to application in settings of community-based comprehensive recovery (COBACORE).** In particular, the adoption guideline presents a co-creation process to design new concepts for civilian-professional collaboration before, during and after crises or incidents. To support the application of AI and the 5D model in this context, we have included, among others, the following suggestions and elaborations:

- Emphasis on the involvement of all relevant stakeholders in the safety community. Creating change within a community of organisations and citizens is more complex than creating change within a single organisation.
- Suggestions for a structure that fits within a one to maximum two day workshop, as the project team’s experience is that is 1) sufficient to create first results and commitments, and 2) stakeholders may not willing or capable to commit more time for a first introduction to a new approach.
- Selection and definition of consecutive steps along with practical work methods or guidelines within each phase of the 5D model. These steps and work methods have been piloted and refined during the project.

Below, we present the approach in five phases that we have implemented and validated in this project. It should be mentioned that the theory of AI favours the use of the five principles as guidelines for learning and designing change, rather than following one single predetermined phased approach. Therefore, readers are encouraged to tailor the co-creation method according to local context and personal insights, knowledge and skills.

3.2 Preconditions

These preconditions are crucial to the success of the method and were identified from literature (Masselink & IJbema, 2011):

- Do people experience sufficient incentives (e.g. urgency, ambition) to carry out the process and implement the changes identified?
- Do the key stakeholders see themselves as co-owner of the development process, and is that reflected in actual commitment by contributing their time, attention and organisational resources?
- Are all people involved informed on the change process in a transparent way?

3.3 Phases in the Co-creation Method

The co-creation method is represented by a process involving a central *affirmative topic* and *five consecutive phases* (see Figure 2). The method aims to generate transformational change within (organisations of) stakeholders involved in crisis recovery activities. With ‘stakeholders’ we refer to all actors with a (potential) role in crisis recovery: affected and responding community members (e.g. individual citizens, civil society organisations, companies) and professional responders in the field of crisis response and recovery (national and local governments, emergency services, crisis coordination centres, NGOs, etc.).

The affirmative topic is the focus of the inquiry and change process, formulated in inspiring language, that is recognized by the stakeholders as an important focal point.

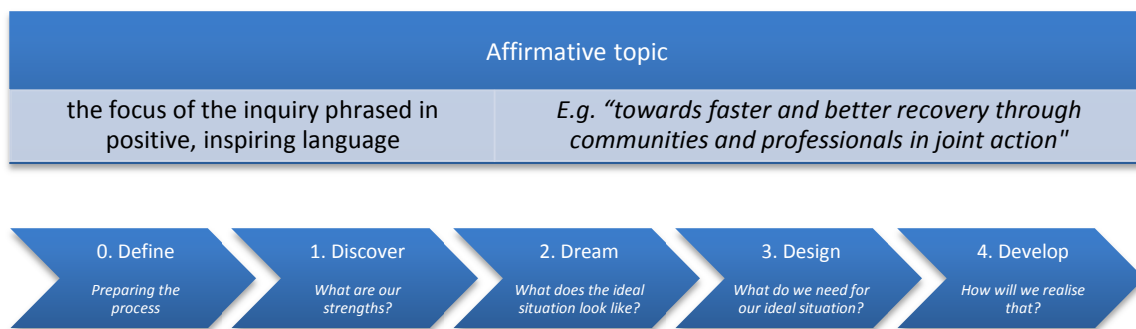
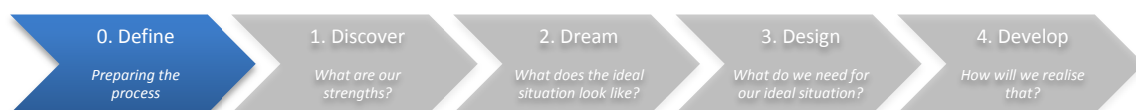


Figure 2: Affirmative topic and five phases of the co-creation method

The co-creation method best takes place in a workshop session where all actors are participating. The minimum time required to carry out all phases is a full day workshop, but a multiple-day workshop or number of half-day workshops spread out over a few weeks is preferred. It is important to keep the thrust and energy within the group of participants. Changing participants halfway through the process is therefore not recommended. Phase 0 ‘Define’ is the actual definition and preparation of the process and is to be done by a core team with representatives of the key stakeholders prior to the workshop. We have called this Phase 0, so that the participants in the workshop naturally start with Phase 1.

3.3.1. Phase 0: Define - Preparing the Process



In the definition phase the preparations are executed that are crucial to the success of the four next phases. The process is defined and the conditions are created in which the process takes place.

Step 1. Define the core team

The person responsible for the change process, let's say the project leader should come from the community itself or should at least be familiar with the community. Ideally he or she is experienced in the design and facilitation of an co-creation process, but can of course, be supported by an external AI expert. An important step in the preparation is the definition of the core team. The core team should consist of representatives of the key stakeholders in the community. Together with the project leader, they will define, prepare and carry out the process. It is important that the representatives enjoy support from within their respective organisations or neighbourhood and that they can involve them in the process.

The core team could consist of a representative from the municipality, from the police, from the local shopkeepers association and from the local residents' council

Step 2. Get to know each other and familiarise with AI

Crucial to the change process is that core team members know each other well and that trust is built among the organisations in the core team. Creating change can be a long and intense period of collaboration among the core team members in which new dependencies are created. The project leader should ensure that all are familiar with the theory and principles of AI and the derived adoption guideline.

Step 3. Formulate the affirmative topic

The affirmative topic – also called core theme - is the focus of the change process. It should be attractive to most stakeholders and be in line with general national safety policies and societal trends. If the initiative for change is initiated by the definition of a problem by the client, principal, or funding party, it is the task of the core team to reformulate it in a positive, inspiring language. It can be helpful to inquire for his or her underlying ambitions, chances and drivers.

Step 4. Design the process

Now it is time to design the actual process to be followed. The core team decides upon the:

- *Structure* of the process: how much time is needed for the whole process, and how are the phases divided over the workshop(s), the agendas of the workshop(s);
- *Participants* of the workshop: try to have all stakeholders and relevant actors in the community represented in the workshop and invite those people that have an interest in the outcome of the change process. This will increase the support for the outcome of the workshop. In practice, it works best if the workshop participants are all from within an existing environment, i.e. organisation, network, area, region, etc. Make sure that you also have “new” actors around the table, such as citizens, spontaneous volunteers, civil society organisations, companies, etc. It is also important that the participants have a formal or informal leadership position within their organisation or community and have enough time to dedicate to the workshop and follow-up activities. The process presented here works well in groups of 6-8 people. Form multiple groups if you have a larger group of participants.
- *Location* of the workshop: typically a location different from people’s ordinary work place works best. People should be and feel free from their ongoing activities. The location should allow for group discussions and brainstorm sessions. A large room with separate (round) tables and option to put flip-over sheets on the wall works well. Nearby areas for break-out sessions can also be helpful. Create an informal setting where people feel free to express themselves, create new connections, and think out of the box.

Step 5. Communicate the process

Finally, communicate the process within the organisations and communities and invite the participants to the workshop. Take sufficient time to explain the process and the theory of AI and provide options for people to ask questions.

At the end of the Definition phase, the process can be summarised in Figure 3 below.

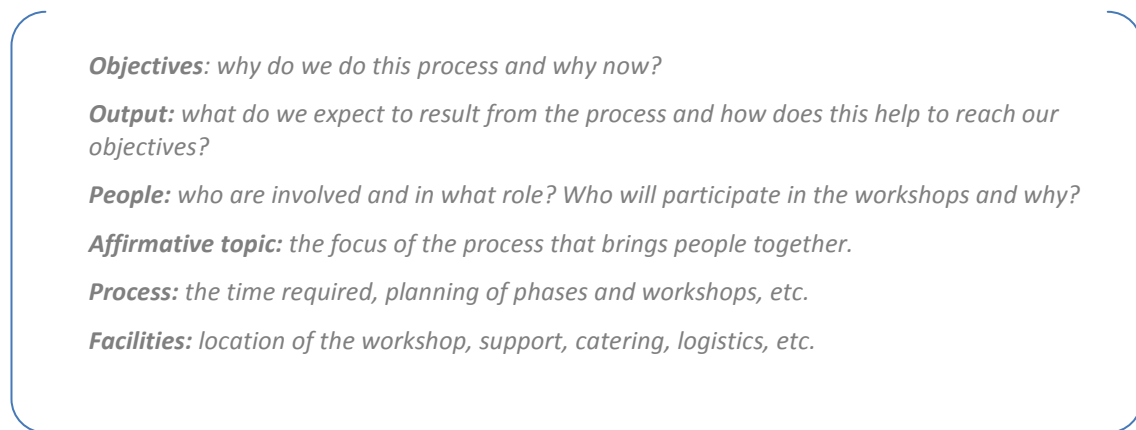
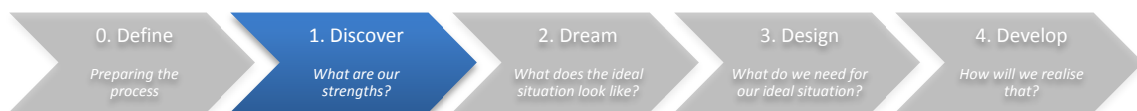


Figure 3: Framework summarising the process in Phase 0 - Define

3.3.2. Phase 1: Discover - What Are Our Strengths?



In the Discover phase, the basis for change will be created, building on successes in the past and current strengths of the participating organisations and communities. A key in this phase are the personal stories that people tell and the appreciation of achievements and current strengths and qualities. This will not only facilitate the acquaintance among the participants, but also creates the self-esteem and mutual trust that is crucial to the success of AI. The outputs of this step are organisational and personal strengths and success factors of achievements. These will be used as building blocks for the ideal situation that will be imagined in the next phase Dream.

Step 1. Carry out interviews

An effective way to tell personal stories and determine the successes and strengths is through interviews. Form e.g. pairs of two participants and let them interview each other on personal experiences around the affirmative topic of the workshop. Prepare an interview protocol prior to the workshop. See e.g. the example interview protocol in Figure 4.

Step 2. Distil key mechanisms and success factors from the personal experiences and share these with the group

Questions like: “What exactly happened and who were involved?”, “What was the context of the action?”, “What was key to the success?” “What was your role in this (without being modest)?” can be helpful in distilling strengths, key mechanisms and success factors from the

experiences. Write these strengths, key mechanisms and success factors down, and present them in the group.

Discover phase – Interview protocol

Please tell me a personal experience of successful joint action of professionals and communities.

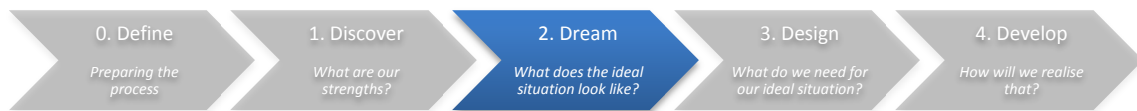
1. *What exactly happened and who were involved?*
2. *What was the context of the action?*
3. *Who did what?*
4. *What was key to the success?*
5. *What was your role in this (without being modest)?*

Identified strengths and success factors:

- ...
- ...
- ...

Figure 4: Example interview protocol for Phase 1 – Discover

3.3.3. Phase 2: Dream - What Does the Ideal Situation Look Like?



In this phase the participants are challenged to imagine their shared ideal future situation in relation to the affirmative topic. It is about their dreams about the future. It is about their and their organisation’s ambitions and expectations, and, in this phase, it is important to think big and without limitations.

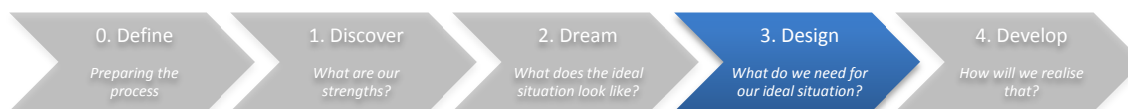
Step 1. Imagine your ideal future situation

Continue working in the same groups of 6-8 people for the rest of the workshop. Think big and without limitations. If people come with constraints, ask them to save them for the next phase. Make use of the strengths, key mechanisms and success factors identified in Phase 1.

Step 2. Visualise your dream, present it, and enrich with their feedback

Prepare a presentation of your dream. Be creative; make use of visuals, photo’s, video’s, sketches, etc. The presentation of your dream should be appealing and trigger emotions. If the workshop participants are divided in more than one group, present your dream to the other group(s) and enrich your dream with their feedback. If time is lacking, the presentation of the dream may be done at the end of the day together with the presentation of the other phases.

3.3.4. Phase 3: Design - What Do We Need For Our Ideal Situation?



In the Design Phase, the participants will develop concrete proposals for their common dream. They envision their ideal future situation from Phase 2 and map it on their current situation, their organisations and their communities. The outcome of this phase is change proposals. Several social architecture processes or organisational design approaches can be followed here. We present a simplified approach around design elements that are relevant in the scope of the COBACORE project and community-based crisis recovery.

Participants continue to work in the same groups.

Step 1. Define the conditions required to realise your dream (Future state)

See Table 1, first column, for design elements and example questions that could be helpful to define the conditions.

Table 1: Design elements and example questions for the Phase 3 – Design.

Step 1. Conditions for future dream	Step 2. Current situation and restrictions	Step 3. Change proposal
1. Who does what and what competences are needed?	1. Identify the current actors, incl. “new” actors like spontaneous volunteers, companies, etc. and describe their formal and informal relations and mind sets of people.	1. E.g. awareness raising campaign, training of staff or volunteers, etc.
2. What information do you need from each other?	2. What are the current networks and information flows?	2. E.g. extend information flows between professionals and communities.
3. How is the collaboration organised?	3. Describe the current collaborations. How is the command structure? How is responsible for what?	3. E.g. create new networks and organisational structures, such as community liaison team?
4. What processes and procedures do we need?	4. Which standing regulations or procedures are limiting us? E.g. from crisis management, but also from privacy and security point of view?	4. Change frameworks or regulations, change insurances, etc.
5. What capacities, resources and tools do we need?	5. What are the current resources and tools and are they adequate?	5. E.g. development of new tools for information sharing

6. What is the added value of the new collaboration?	6. Could differences in (organisational) culture or lack of mutual trust be risks?	6. E.g. team building, co-creation sessions, joint trainings?
7. ...	7. ...	7. ...

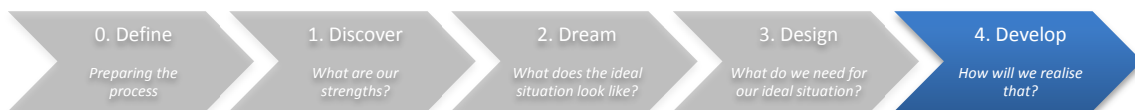
Step 2. Overview the current situation including restrictions (Current state)

See Table 1, second column, for design elements and example of questions that could be helpful to describe the current situations and identify possible restrictions.

Step 3. Define a change process based on the above outcome (Change proposal)

Taking the current situation as starting point, what is needed to create the conditions that are required for your dream? See Table 1, third column, for examples of topics of change. Here also the COBACORE results, such as the online platform or the concept of community liaison team (CLT), or any other existing solutions, could be used as building blocks for the desired change. The change proposal should contain more detail.

3.3.5. Phase 4: Develop - How Will We Realise That?



Participants make self-chosen commitments to take action consistent with the change proposal of Phase 3. Actions should utilise the personal and organisational strengths identified in Phase 1. All stakeholders should commit themselves to take those actions they believe will help realise the design and are within their span of control. The role of the project leader is to monitor and support self-organising change (Bushe, 2013).

Of course, there are several ways to create action and monitor change. We suggest a very practical timeline.

Step 1. Make self-chosen commitments and set these on an action time line.

For instance: what can you do in the next 5 hours, 5 days, 5 weeks, 5 months, 5 years? Try to formulate your commitments such that they are SMART-compliant (Specific, Measurable, Assignable, Realistic, Time-related).

Step 2. Present results of the day

If the workshop participants are divided in more than one group, present the results of all four phases to the other group(s) and enrich the results with their feedback.

Step 3. Monitor change, celebrate successes and refine plans

Actions can lead to small and big changes. Realising the dream may take a long time and require significant effort from a wide group of actors. To maintain spirit over time and encourage others to join, it is very helpful to have intermediate successes. Communicate these successes widely and celebrate them in follow-up meetings. These follow-up meetings can also

be used to refine future steps and actions, and where necessary go back to Phase 1 or 2 and do a next iteration of the phases.

3.4 Practical Application of the Co-creation Method

To apply this co-creation method in a workshop with stakeholders, guidance is provided on the organisation of the workshop, the structure of the results and some example outputs.

3.4.1. Organisation of the Workshop

Phases 1 – 4 can take place in a full-day workshop with 8 - 16 participants. Of course, more detailed change proposals and action plans may require follow-up workshops, with possibly a new iteration of the method. The participants are divided in couples (start of Phase 1) and after that in two groups (end of Phase 1 – Phase 4), taking into account the representation of diverse stakeholders present. To give an impression of the time required for each step, below we suggest an agenda of the workshop.

Co-creation Workshop Agenda

09:30 *Welcome & coffee*

10:00 *Introduction to workshop and affirmative topic*

10:15 *Introduction of participants*

10:30 *Phase 1: Discover*

11.15 *Phase 2: Dream*

12:15 *Lunch*

13:00 *Phase 3: Design*

14:30 *Phase 4: Develop*

15:00 *Plenary presentations (in case of multiple groups)*

15:30 *Wrap up and evaluation of workshop*

16:00 *Closing and informal gathering*

Figure 5: Example agenda of a full-day workshop with all phases

3.4.2. Structure of Output

The groups in the workshops may collect the output of each phase on large flip-over sheets. Typically, this can be organised as follows:

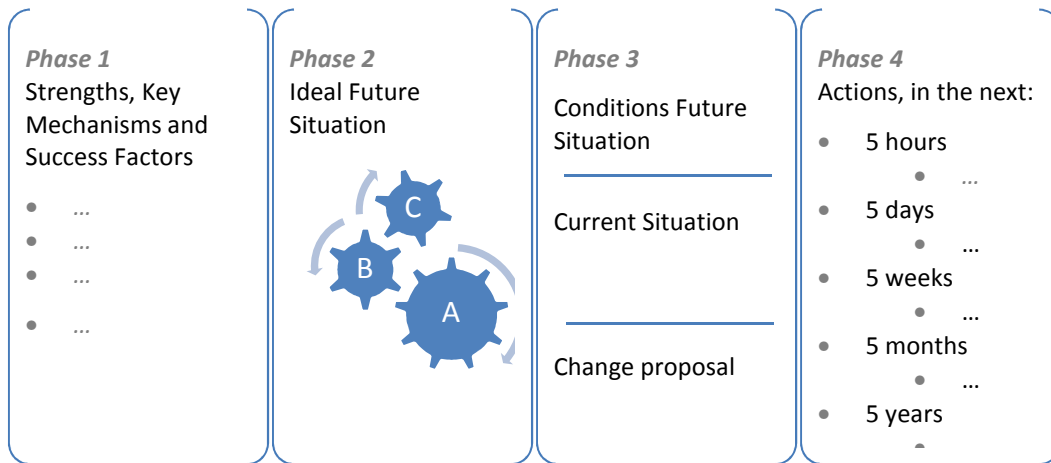


Figure 6: Example organisation of output of the four phases

3.4.3. Example Outputs

The co-creation method has been piloted twice in this project. In the workshops, the co-creation method allowed key stakeholders to arrive at envisioned CPC activities, with their requirements and current restrictions. For a detailed description of the workshops, we refer readers to COBACORE Deliverable 6.7 (accessible for project consortium members only).

As example outputs, below we describe the results of two groups in one of the workshops. Focus of the workshop was on CPC activities during the evacuation of an elderly care home in case of fire or emergency.

Group 1 focused on actual collaboration between civilians and professional responders while evacuating an elderly care home after a fire in the neighbourhood. Their ideal situation encompassed situations where civilians with local knowledge ('Mister Johnson from the third floor is using a wheelchair and needs help to go down') together with crisis responders would move through the home to quickly and efficiently evacuate all persons. Current regulations restrict the firefighters from entering in such spontaneous collaboration activities. To arrive at this ideal situation, the following concrete actions were put forward:

- Training together with civilians and other community members (local shopkeepers, district nurses, ...) might help to nurture mutual understanding on roles and responsibilities. Participants agree that the 'will' to work together should start at the bottom of the professional organisations. In return, civilians should be respectful of the professionals' authority and experience and not react aggressively towards them in the heat of the moment.
- Using social media to encourage and engage civilians to help with the evacuation, but also to monitor and know beforehand how the sentiments are amongst the civilians regarding the crisis. For example, are people angry because crisis response took such a long time?
- Making current professional processes and protocols more flexible to facilitate CPC activities as outlined above. In addition, insurance should cover the activities that civilians undertake in helping out with a crisis or incident.

The ideal situation from the perspective of Group 2 was to create a liaison person ('Crisis John' or 'Jantje Crisis' in Dutch) between the community members and the professional responders. This person (or team of persons) should be approachable for community members with offerings of help and should relay this to the right professionals. An important requirement is that the mutual expectations should be managed well ('what can this person do?') and again that community members should be respectful of professionals' decisions. For example, when a situation is too dangerous for civilians, they should keep their distance. Concrete actions for this ideal situation to work are:

- Organising a publicity campaign on Crisis John, so that community members know who to reach in which situations.
- Creating an app where community members can provide offerings of help, and that also acts as a means of communication from professionals to community members.
- In the long term: creating a cultural change, primarily in the professional domain, by training together with community members in crisis exercises.

4 Implications for COBACORE Project Results

This document describes a co-creation method to guide and attune collaboration concepts to local stakeholders, contexts and operational processes. Following our vision on adoption of such concepts (described in 1.2), this method focuses on involving all relevant stakeholders, empowering them to come up with ‘ideal’ solutions, and forcing them to become practical and concrete in an action path from the current state to arrive at the ideal solution. The method provides a means for practical “up lift” of crisis management tools and processes in relevant sectors and among relevant stakeholders.

In the introduction, we described some COBACORE project results that can be applicable to a wider context. In our view, this co-creation method helps to tune results such as the COBACORE platform or the CLT concept to local contexts. These results could be presented to the stakeholders in the form of inspirations or ‘building blocks’ for the ideal situation. When organizing a co-creation workshop based on this method, even technological experts can be invited to provide their views on how tools could be used in the ideal situation. However, care must be taken that stakeholders maintain the freedom to deviate from existing solutions and can opt for their own designs instead. This holds not only for COBACORE project results, but for the larger set of tools and apps for crisis management and crisis recovery.

4.1 Validation of the Method

This method was validated and refined in two dissemination workshops with stakeholders (described in D6.7). All lessons learned from the workshops – see also the next section on Challenges - are already processed in the description of the method in the current document.

In the workshops, the co-creation method allowed key stakeholders to arrive at envisioned CPC activities, with their requirements and current restrictions. Positive feedback was received on the co-creation method. Participants enjoyed the open, informal but structured way of co-creating solutions that this method provided. They found it ‘inspiring’ and understood mutual interests better.

Even within the stakeholder group in the Dutch Safety Domain, regional differences in work processes and organisations became apparent and were discussed in the groups. The current method gives room for discussion on such differences, specifically in Phase 3, Step 2: Current situation and restrictions. Creating a tailor-made action path is done in Phase 4, where all stakeholders are invited to take their own initiatives towards making the ideal situation reality.

Looking at the results from the Dutch Safety Domain, it is remarkable to see that the method helped not only to identify technological solutions for CPC activities, but just as much legislative, social and interpersonal solutions. Again, these are highly dependent on the local region or society that the CPC activities must take place in. This provides indications that characteristics of organisations and stakeholders are addressed in applying this method.

4.2 Challenges to the Method

As stated in D6.7, challenges to the method are firstly that it can be difficult to get the right stakeholders and decision-makers at the table, especially when applying the method in a wider safety domain with many stakeholders. Secondly, the function, experience or other personal characteristics (such as extraversion or dominance) of individual participants may influence the outcome of the group discussions. Moderators should be experienced, should make sure that

every perspective is heard and should guide the discussion when needed. Thirdly, in the first validation workshop a fictional scenario was used, while the original Appreciative Inquiry method stresses the need to tackle the real situations participants find themselves in. This was done in order to validate and refine the method. However, when applying this method in real situations, sufficient attention should be directed towards identifying the ‘affirmative topic’ and problem space in Phase 0. The second validation workshop worked with a scenario (refugee crisis) that reflected current real-life experiences from all participants much better. This had notable positive impact on the empathy of the participants and the applicability of the results. Finally, for all participants, this was the first encounter with co-creation or Appreciative Inquiry. Consequently, some participants found it hard to effectively reach a common ideal situation coupled with concrete actions. This shows that sufficient time should be taken in the preparation phase for communicating and explaining the co-creation method to the participants.

As a note on the general applicability: every incident or crisis is different. Protocols and training should therefore be robust and focus on the general objectives and principles. Room and trust should be given for the improvisation of responders on site, especially when it comes to collaboration with civilians. Legal and financial risks can be mitigated by adjusting regulations, responsibilities and insurances accordingly. Time should be spent on creating the required mind set of professionals and mutual trust between civilians and professionals.

Even wider, there has to be an incentive or motivation not only with participants themselves, but within their wider organisations that CPC activities deserve proper attention and can be beneficial. Challenging established processes, power structures and bureaucracy in an effort to foster organisational change might take a long time and a lot of effort.

4.3 International Applicability

As stated previously, the results with this co-creation method for CPC activities have been obtained in the Dutch Safety Domain. The results from the workshops are mirrored nicely by earlier research on crisis management culture in The Netherlands: “Citizens’ expectations from government in terms of crisis communication demand transparency and openness, empathy, participation and a constant flow of information” (Kuipers & Boin, 2014; p12). This shows once more that local factors and culture determine how stakeholders should act towards each other to make CPC activities a success. In crisis management literature, cultural differences across Europe in the role of citizens during crisis recovery are mentioned. Most West-European countries stress their citizens’ own responsibilities in staying safe. In Sweden, France and Germany, certain responsibilities of citizens are even defined by law. On the other hand, Belgium hardly calls upon its citizens during times of crisis. Spontaneous help is still experienced by professionals as more of a hinder than a help, as it is often uncoordinated with professional efforts (Wijkhuis et al, 2012).

In order to validate whether the co-creation method carries over in any way to other countries and regions, a ‘quick scan’ on international applicability was performed among the COBACORE consortium partners. We checked whether their countries 1) had a culture of civilian participation or collaboration, 2) had any experience with co-creation efforts between local government and civilians or 3) had any experience with platforms and tools to aid the communication between government and civilians in or after crises. The following tentative conclusions can be drawn:

- In all countries, people are generally willing to help during and after a crisis, but culture and practices in the field of civilian participation in crisis management differ

across Europe. In some countries (e.g. Northern Ireland/UK and Slovakia) participation of civilians in crisis management is not up for discussion. A co-creation process to this end would require significant effort to create the necessary support. However, in Ireland, a shift towards more open democratic practices is observed and the government is opening up to civilian participation. The Irish are becoming more 'opinionated' and there are various avenues for Irish citizens to become engaged in policy development. In Spain civilian participation is becoming a hot topic of discussion and is very positively regarded. The Spanish government is very willing to collaborate with NGOs and other organisations, with many examples in daily life.

- Facebook groups set up by civilians offering spontaneous help are found in every country. In most countries NGOs like the Red Cross use mobile apps or websites to mobilise help, and in some countries authorities set-up web portals to communicate with their citizens.
- In larger countries, local authorities typically have a lot of autonomy as long as the effect of the crisis stays within their area and as long as they can handle it without assistance. Even in countries where civilian participation is not widespread, there are probably local authorities willing to engage in a dialog with local communities and pilot new collaborative initiatives. Especially in the aftermath of a crisis, typically the time is right to discuss new approaches.

4.4 Conclusion and Way Forward

Overall, we conclude that we have presented a validated method to facilitate the design and adoption of civilian-professional collaboration activities. The method is based on an internationally recognized theory of Appreciative Inquiry and its widely applied 5D model, and its application is further supported by a wide set of resources and tools publically available online. This guarantees that the co-creation method proposed is robust and flexible enough to create positive results even in very diverse situations across Europe.

Finally, the question is how COBACORE project results can be exploited in the short term. One promising exploitation path comes from complementary research performed within the EU FP7 DRIVER² project (Driving Innovation in Crisis Management for European Resilience). Opportunities are investigated to integrate both the COBACORE platform as well as the co-creation method presented in this deliverable in existing crisis management structures. These opportunities should carry over knowledge from the COBACORE project to help collaboration between crisis management professionals and civilians. A first focus is on the Dutch Safety Domain within DRIVER WP33 and WP55, however all European partners from the DRIVER project will be able to learn from the experiences in these efforts.

² <http://www.driver-project.eu>

5 References

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6 List of Acronyms and Abbreviations

5D	Define, Discovery, Dream, Design and Develop/Destiny
AI	Appreciative Inquiry
CLT	Community Liaison Team
COBACORE	Community-based Comprehensive Recovery
CPC	Civilian-Professional Collaboration
D6.7	COBACORE Deliverable 6.7: 'Results from adoption workshops in the Dutch national safety domain'
D6.8	COBACORE Deliverable 6.8: 'D6.8 Guidelines for practical introduction of COBACORE project results'
DRIVER	Driving Innovation in Crisis Management for European Resilience
EU	European Union
SMART	Specific, Measurable, Assignable, Realistic, Time-related
WP	Work package
WS	Workshop