
The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member
States & European
Economic Area
Countries



Project Final Report



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Project Final Report

Report written by:

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British Red Cross

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- the European Commission and British Red Cross for their financial support and encouragement
- each member of the project core group
- members of Government and Non-Governmental Organisations in Austria, Germany, Greece, Italy, Sweden, United Kingdom, who participated in the site visits
- members of Government and Non-Governmental Organisations who represented their country as delegates or speakers at the workshop
- volunteers and staff of the British Red Cross who facilitated at the workshop.

I would like to express my special thanks to June Rudman and Martin Annis of the British Red Cross, for all their hard work and support throughout the project.

Moya Wood-Heath
Project Manager

Preface

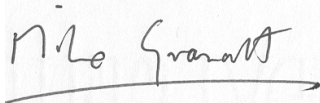
The Role of Non-Governmental Organisations' Volunteers in Civil Protection in European Member States and European Economic Area Countries

The issues of civil protection and responding to emergencies are increasingly pertinent to us all, particularly as national daily life across Europe is now sustained by trans-national networks of unprecedented complexity and uncharted dependencies. In recent months, each European Member State and European Economic Area Country has surely been considering its resilience and planning best use of its resources, including volunteers and non-governmental organisations.

As part of building its resilience, the UK Government has given full support to this British Red Cross led project which has been examining the role of non-governmental organisations' volunteers in civil protection in European Member States and European Economic Area Countries.

The purpose of the project has been to enable European Member States and European Economic Area Countries to understand better the contribution that non-governmental organisations' volunteers can make in the prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully. I would commend to you the conclusions and recommendations in this final report, which should encourage governments and non-governmental organisations to work well together and to achieve the strengthening of their relationships to facilitate civil protection in the fields of prevention and preparedness.

This project should be regarded as an essential step in the process of promoting action by European Member States and European Economic Area Countries in the field of civil protection at all administrative levels.

A handwritten signature in black ink that reads "Mike Granatt". The signature is written in a cursive style and is positioned above a horizontal line that ends in an arrowhead pointing to the right.

Mike Granatt
Head of Civil Contingencies Secretariat
UK Government Cabinet Office

1. **Executive summary**

- 1.1 This executive summary will describe the background and overall purpose of the project. It will describe the methodology and findings and outline the key conclusions and main recommendations.
- 1.2 The initiative for this project originated at the Red Cross/EU Office, following a number of requests for guidance on the differing roles voluntary organisations are providing across Europe at times of emergencies and disasters. There were concerns that the full contribution that such volunteers could make was not being appreciated nor utilised, possibly through lack of awareness, planning and co-ordination.
- 1.3 Reflecting on past years, it was clear that the number of emergencies and major incidents had been increasing and were reasonably predicted to continue to increase. Reviewing each incident, it was apparent that although different European country's infrastructures vary, government, health and emergency services resources were always over-stretched when providing a response; there was a need for support from voluntary organisations.
- 1.4 The British Red Cross Society developed a project outline which the European Commission agreed to support through funding from the 'European Union Community Action Programme for Civil Protection'.
- 1.5 The purpose of the project is to enable European Member States (EMS) and European Economic Area Countries (EEAC) to understand better the contribution that non-governmental organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully.
- 1.6 The aims of the project were to:
 - accept the hypothesis that volunteers have a role to play in civil protection arrangements
 - examine the extent to which volunteers are involved in planning and response
 - explore the contribution of volunteers, through examples
 - consider implications for expansion of NGO involvement in planning for and responding to emergencies
 - develop guidance and recommendations to assist governments and non-governmental organisations to work well together
 - achieve a strengthening of relationships between statutory and voluntary organisations.
- 1.7 The project has been led and managed by the British Red Cross. Work on the project began in January 2001, in three distinct but linked phases: preparatory research; a 48 hours residential workshop; completion of a final report and website entries.
- 1.8 The preparatory phase was designed to secure information to determine the key issues and to inform the content and style of the workshop. This was achieved through:
 - the formation of a small core group, comprising representatives from the Directorate General Environment, Civil Protection Unit at the European Commission, Red Cross/EU Office, Swedish and UK Governments and the British Red Cross
 - undertaking a study of relevant research and publications

- distribution and analysis of questionnaires submitted through the Permanent Network of National Correspondents to government and non-governmental organisations and to Red Cross National Societies
 - site visits to six European countries: Austria; Germany; Greece; Italy; Sweden; UK.
- 1.9 The findings from the preparatory phase identified three main areas that appeared to merit further consideration in the project, these were the:
- range of civil protection roles undertaken by NGOs and the extent to which they were an extension of their normal daily service role
 - extent to which NGOs were included or excluded from civil protection arrangements
 - mechanisms available for valuing and supporting volunteers involved in civil protection.
- 1.10 The workshop phase was developed utilising the project purpose and aims. The workshop took place at the UK Government Emergency Planning College, from Friday 22 to Sunday 24 February 2002. It was attended by 61 people from 17 different countries (16 EMS and EEAC and Canada).
- 1.11 The comprehensive workshop programme included:
- a series of welcoming and scene-setting presentations
 - an exciting exhibition, displaying information about the infrastructure and civil protection arrangements for each of the EMS and EEAC
 - a series of presentations outlining the perspectives of survivors and bereaved, the United Nations Volunteers Programme and the role of an NGO in a major terrorist incident in Northern Ireland
 - speakers representing government and non-governmental organisations in five countries: Canada; Germany; Greece; Sweden; UK.
- 1.12 Delegates were able to share information, ideas, experience and concerns through their involvement in themed and facilitated work group discussions and a plenary session, dealing with:
- the desirability of developing guidance on common standards in the range and quality of service, skill sets and common approaches to procedures
 - partnerships and joint working
 - the importance of good human resources policies and practices when working with all personnel
 - an exercise scenario, designed to draw together the learning from the presentations, the exhibition and work group discussions.
- 1.13 Participants were extremely positive and enthusiastic about the workshop, enjoying the opportunity to share good practice and to learn from each other. Their expressed wish was for such events to be held on a regular basis, perhaps every second year.
- 1.14 The conclusions and recommendations from the workshop have been incorporated into the overall project conclusions and recommendations.
- 1.15 The final report, of which this executive summary is a part, has been compiled to facilitate the dissemination of the learning from the project, to assist each EMS and EEAC to achieve the project purpose. The report will also be placed on the relevant websites of the European Union and UK Government.

1.16 The key conclusions are 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.

1.17 There are 12 recommendations, two of which propose further study and one, further workshops. The recommendations focus on:

- the principles of utilising NGOs and volunteers in civil protection planning and response
- placing emphasis on the valuable contribution of NGOs and volunteers in meeting the needs of individuals affected in an emergency or disaster
- the guidance that should be available to enable more commonality in the accessibility, quality and delivery of services and support to individuals affected in an emergency
- the involvement of NGOs and volunteers at each stage of planning, response and review
- the organisation and management of the civil protection contribution of NGOs and volunteers.

2. Introduction

- 2.1 The introduction section will describe the origins of the project, its purpose and aims and the route for funding.
- 2.2 The initiative which led to this project originated at the Red Cross/EU Office, following a number of requests for guidance on the differing roles voluntary organisations were providing across Europe at times of emergencies and disasters. It was noted that there were voluntary workers in many of the European Member States (EMS) and that they were making a contribution to civil protection. There were concerns that the full contribution that such volunteers could make was not being appreciated, nor utilised, possibly through lack of awareness, planning and preparation, or co-ordination.
- 2.3 The Red Cross/EU Office was aware that the British Red Cross had been developing a co-ordinated approach to emergency management within the voluntary sector, in the UK, and asked the British Red Cross if it would agree to lead a project to progress the initiative within the European Union.
- 2.4 Reflecting on past years, it was clear to the Project Manager that the number of emergencies and major incidents had been increasing and were reasonably predicted to continue to increase. Reviewing each incident, it was apparent that although different European country's infrastructures vary, government, health and emergency services resources were always over-stretched when providing a response; there was a need for support from voluntary organisations.
- 2.5 The Project Manager developed a project outline, in consultation with the then UK Home Office Emergency Planning Division, now UK Cabinet Office Civil Contingencies Secretariat. The Home Office was most interested and encouraging. The project proposal was submitted to the European Commission, seeking support for the project, through funding from the European Union Community Action Programme for Civil Protection.
- 2.6 The funding bid was submitted in September 2000, for a sum of 102,386 euros, with the Commission contribution requested to be 75,000 euros, the maximum amount available; the remainder of the costs to be met by the British Red Cross. It was anticipated that work would commence in November 2000 and would be completed by October 2001. The grant agreement, accepting the application, was received in November 2000 and requested that the project consider, additionally, the position within the three European Economic Area Countries (EEAC).
- 2.7 The aim of the project is to enable EMS and EEAC to understand better the contribution that non-governmental organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully.
- 2.8 The objectives of the project were that:
- prior to the workshop, through correspondence and some site visits to:
 - form the findings into a compendium to be included in the final report
 - explore the emergency planning and response arrangements and the infrastructure in EMS and EEAC.

- during the workshop to:
 - accept the hypothesis that volunteers have a role to play in each EMS and EEAC civil protection arrangements
 - examine the extent to which non-governmental organisations' volunteers are involved in preparation of planning and response
 - consider the contribution of non-governmental organisations' volunteers through examples of emergency situations, exercises and models of good practice
 - study and clarify implications of any initiatives for expansion of non-governmental organisations' volunteers involvement in planning for and responding to emergencies (skills, equipment, structure, support)
 - develop guidance and recommendations that will assist national governments and the non-governmental organisations to work well, together, with clear roles
 - achieve a strengthening of existing relationships between statutory and voluntary organisations; where a relationship doesn't exist or is not well developed to provide guidance on protocol
 - contribute to UN International Year of Volunteering, 2001.

2.9 During the life of the project it became more appropriate for the 'aim' to be re-titled as the 'purpose' and the 'objectives' to be re-titled as the 'aims' of the project, with the wording of the purpose and aims simplified as follows:

- the purpose of the project is to enable EMS and EEAC to understand better the contribution that non-governmental organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully
- the aims of the project were:
 - to accept the hypothesis that volunteers have a role to play in civil protection arrangements
 - to examine the extent to which volunteers are involved in planning and response
 - to explore the contribution of volunteers, through examples
 - to consider implications for expansion of NGO involvement in planning for and responding to emergencies
 - to develop guidance and recommendations to assist governments and non-governmental organisations to work well together
 - to achieve a strengthening of relationships between statutory and voluntary organisations.

3. Methodology

- 3.1 The methodology section will describe the three phases of the project and the activities within each phase
- 3.2 The project was to be led and managed by the British Red Cross and comprised three distinct but linked phases:
- Phase 1 – Preparatory (commence January 2001, end May 2001)
 - Phase 2 – Workshop (planning commence June 2001, end August 2001, with the workshop taking place 14 – 16 September and evaluation of workshop to be completed by the end of September 2001)
 - Phase 3 – Final report (completion of report and placing on web site by end of October 2001).
- 3.3 This proposed timescale was extended as a consequence of some difficulties during the Preparatory Phase (explained in section 4 – findings). It was necessary to continue the Preparatory Phase to September 2001, with the Workshop Phase commencing in October. The workshop was re-scheduled to 22 – 24 February 2002, with project completion by end of March 2002.

Phase 1 – Preparatory

- 3.4 The preparatory phase comprised a number of elements designed to inform the content and style of the workshop. Any documents produced during this phase were to be provided in both English and French. The elements were:

Core Group

- 3.5 A core group (of 5 persons) was formed to develop and deliver a timetable that would enable the project purpose and aims to be fulfilled. In the preparatory phase, the core group would gather information on national emergency planning and response arrangements and the infrastructure in European Member States (EMS) and European Economic Area Countries (EEAC), through correspondence (questionnaire) and a small number of site visits. This information would be formed into a compendium (exhibition), available at the workshop and included in the final report.
- 3.6 The UK Government Home Office (now Cabinet Office) was to liaise with the European Commission and other EMS to appoint the membership of the core group. The members of the core group were:
- Markus Anderson/Maria Wahlberg, Swedish Government
 - Martin Annis, British Red Cross
 - Sue Gravener/ Robin Watts, UK Government
 - Ute Möhring, Red Cross/EU Office observer
 - Franz-Josef Molitor, EC observer
 - Moya Wood-Heath, British Red Cross and the Project Manager.
- 3.7 It was agreed that the core group would function through three meetings.

Questionnaire

- 3.8 A questionnaire was to be developed for submission through the Permanent Network of National Correspondence (PNNC) to government and non-governmental organisations in EMS and EEAC. The returned questionnaires were to be collated, analysed and the findings presented.
- 3.9 As a consequence of the paucity of information obtained through the questionnaires, it was necessary to extend this element to include research through publications, websites and libraries of academic and civil protection institutions.

Site visits

- 3.10 It was proposed that members of the core group would undertake site visits to 10 countries to assist in the preparation of national profiles, increase the level of knowledge necessary to facilitate learning at the workshop, the facilitation of an exercise scenario and, where appropriate, assist speakers in their presentations.
- 3.11 The number of site visits was reduced to six, for the reasons identified in section 4 – findings.

Publicity material

- 3.12 Publicity material was to be developed to promote the project workshop and to be circulated through the PNNC to EMS and EEAC government and non-governmental organisations.

Phase 2 – Workshop

- 3.13 The workshop was to be informed by phase 1 and would lead to phase 3. It would take place at the UK Government Cabinet Office Emergency Planning College, York, England. It would be a 48 hours residential workshop originally scheduled for September 2001 but actually took place 22 – 24 February 2002. English would be the workshop language, with simultaneous interpretation to French; all documents used at the workshop would be provided in both English and French.
- 3.14 Delegate attendance was to include 2 representatives from each EMS and EEAC (government and non-governmental organisations); core group members; speakers; workgroup facilitators; guests and the administrator. The maximum number of project funded places would be for 50 persons.
- 3.15 Information about the infrastructure and civil protection arrangements for each EMS and EEAC would be displayed through an exhibition; delegates would be invited to visit the exhibition at an evening reception to receive and share information in an interactive and dynamic learning manner.
- 3.16 The workshop would be designed to secure the delivery of essential information through brief presentations by key speakers from government and non-governmental organisations. A series of themed and facilitated simultaneous mini-workgroups would be a core method of the workshop and would encourage delegate participation, sharing of information and development of issues in a participative manner.
- 3.17 The overall product would be delivery of a workshop that would enable delegates to share good practice and learn from each other in an interesting, active learning and participatory style.

Phase 3 – Project Final Report

- 3.18 At the end of the workshop, a final report would be prepared and distributed through the PNNC to EMS and EEAC. Copies of the report would also be distributed to workshop delegates and other interested persons and organisations. The final report would include the purpose, aims and findings of the preparatory and workshop phases of the project. The final report would be provided in both English and French. It would also be placed on the European Commission website and the UK Government Cabinet Office website.
- 3.19 A computerised monitoring and auditing system would be developed by the British Red Cross, for the project, to provide timely and accurate budgeting and expenditure information, for submission to the European Commission on completion of the project.

4. Findings

- 4.1 The findings section will describe the main findings during each of two phases of the project and how they have been used to compile the Project Final Report. They will also be used to link to material attached as appendices.

Phase 1 – Preparatory

Core group

- 4.2 The membership and responsibilities of the project core group were agreed as:

Markus Anderson (later replaced by Maria Wahlberg) member of the core group; to represent a northern EMS and government organisation.

Martin Annis member of the core group; as representative of an NGO, with specialist experience in civil protection issues; to provide practical support to the Project Manager.

Sue Gravener (later replaced by Robin Watts) member of the core group; to facilitate liaison between European Commission, UK Home Office (now Cabinet Office), UK Emergency Planning College and Permanent Network of National Correspondents (PNNC); to assist with the overall effectiveness of the project.

Ute Möhring observer at core group meetings held in Brussels; to facilitate the contribution of European Member States Red Cross National Societies to the project, using a separate network of meetings to develop the Red Cross involvement in the workshop exhibition; to assist liaison with European Commission and to provide meeting facilities in Brussels, when appropriate.

Franz-Josef Molitor observer at core group meetings on behalf of European Commission; to provide liaison with PNNC; advise on the speakers, but Project Manager to make the contact.

Moya Wood-Heath Project Manager and member of the core group; to have overall responsibility for developing and delivering the project, including the workshop, final report, website entry and production of audited accounts.

- 4.3 The core group agreed the project 'aims and objectives', which subsequently would be re-titled project 'purpose and aims':

Project purpose

To enable European Member States (EMS) and European Economic Area Countries (EEAC) to understand better the contribution that non-governmental organisations' volunteers can make in prevention of, planning for and responding to civil emergencies and to consider how such contributions can be utilised fully.

Project aims

Prior to the workshop, through correspondence and some site visits to:

- form the findings into a compendium to be included in the final report
- explore the emergency planning and response arrangements and the infrastructure in EMS and EEAC.

During the workshop to:

- accept the hypothesis that volunteers have a role to play in each EMS and EEAC civil protection arrangements
 - examine the extent to which non-governmental organisations' volunteers are involved in preparation of planning and response
 - consider the contribution of non-governmental organisations' volunteers through examples of emergency situations, exercises and models of good practice
 - study and clarify implications of any initiatives for expansion of non-governmental organisations' volunteers involvement in planning for and responding to emergencies (skills, equipment, structure, support)
 - develop guidance and recommendations that will assist national governments and the non-governmental organisations' voluntary sector to work well, together, with clear roles
 - achieve a strengthening of existing relationships between the statutory and voluntary organisations; where a relationship does not exist or is not well developed, to provide guidance on protocol
 - contribute to the UN International Year of Volunteering.
- 4.4 The core group agreed a way of working using the e-mail as the preferred method for all communication. The use of the e-mail system adjusted the previous plan to produce promotional material. The invitations and registration forms for the workshop would be targeted via the e-mail and would reduce the need for marketing.
- 4.5 It was agreed that the core group would gather information on national emergency planning and response arrangements (civil protection) and the infrastructure in EMS and EEAC. It would do this through correspondence (questionnaire) and a small number of site visits in order to compile a profile on each country.
- 4.6 The core group adjusted the project timescale for achieving work during the preparatory phase.

Questionnaire

- 4.7 The core group considered a draft questionnaire to gather information on national emergency planning and emergency response arrangements and infrastructure in EMS and EEAC:
- provided in English and French
 - revised to reflect the core group's discussion
 - distributed via the PNNC (at the meeting on 22/23 February 2001); they would take a random sample of government and non-governmental organisation contacts to complete them, requesting return to British Red Cross by 2 April 2001
 - distributed to Red Cross National Societies in EMS and EEAC, through the Red Cross network, requesting return to British Red Cross by 2 April 2001
 - accompanied by a letter seeking two delegate nominations per EMS and EEAC with an invitation to send further delegates, if funded by the government or non-governmental organisation.

A copy of the distributed questionnaire is attached at Appendix 'B'.

4.8 By April 2001, five questionnaires only, had been returned: two from NGOs and three from government organisations. It was agreed that the poor return rate may be due to:

- some NGOs having insufficient information to complete the questionnaire
- some countries having difficulty in completing the questionnaire as the situation varies within the same country.

The core group agreed that the PNNC and the Red Cross network should redistribute the questionnaire.

4.9 By September 2001, 13 completed questionnaires had been returned: nine from government organisations, four from NGOs, representing a total of nine countries. The core group agreed to redistribute the questionnaire to Red Cross National Societies and seek support from the PNNC. This renewed redistribution did not increase the number of returned completed questionnaires so it was agreed that an abbreviated form of the questionnaire should be distributed to delegates attending the workshop. This abbreviated questionnaire was based on that shown at Appendix 'B' but excluded questions 4-6, 8 and 9. This abbreviated questionnaire is attached at Appendix 'H'.

4.10 Analysis of the two questionnaires is attached at Appendices 'B' and 'H'.

4.11 In total, there were 32 completed questionnaires, from 19 government organisations and 13 NGOs, representing a total of 14 countries. Key findings from the combined questionnaires showed that:

- legislation or guidance governs planning for disaster response in over 72% of the returns
- emergency roles are identified in the planning stage in 97% of the returns
- joint training and exercising, involving NGOs, take place as part of the planning and preparedness process in 100% of the returns and is combined government and non-governmental organisation activity in 91% of the returns
- joint training and exercising is shown as taking place nationally in 41% of the returns; locally in 84%; nationally and locally in 34% of the returns
- NGOs seek payment for their response to emergencies and disasters in 72% of the returns and is not sought in 25% of the returns. In 44% of these cases it is a recovery of actual expenses and in 13% it is a charge for each incident.

4.12 It was decided that the core group would need to develop national profiles on arrangements, structure and definitions through alternative research, including reference to European Commission publications, web-sites, National Councils of Voluntary Organisations, academic and civil protection institutions. As the pace of completion, volume and quality of information obtained through the returned questionnaires was so slow, it caused some delay in compiling information on the national civil protection arrangements and infrastructure (national profiles) a consequence was the adverse impact on the overall timescale of the preparatory phase, as site visits should not be undertaken before the draft national profiles had been completed.

National profiles

4.13 A task of the core group was to compile a profile on each EMS and EEAC which would describe their national civil protection arrangements and infrastructure. These national profiles would be used to identify countries to be the subject of site visits, to explore aspects of their draft national profiles, and to increase the level of knowledge necessary to facilitate learning at the workshop.

- 4.14 Reference was made to a range of publications, websites, National Councils of Voluntary Organisations, academic and civil protection institutions to draw together information; see Appendix 'A' for a summary of the source information. Such information as was available from the completed questionnaires was also utilised.
- 4.15 In developing the national profiles it was established that:
- the information had been taken from a variety of sources which had revealed some inconsistencies and contradictions
 - it was necessary to integrate information about the role of NGOs; significant dependence was placed on the Red Cross network as there was scant information on this subject from other sources
 - further information obtained through returned questionnaires would be incorporated, as it was received
 - the national profiles would be in English, with the profile of France translated into French, for its validation
 - the draft national profiles would be circulated through the PNNC for validation, with a request for information on when the national arrangements were last reviewed.
- 4.16 The draft national profiles were validated by the PNNC and Red Cross National Societies and summary details were viewed by delegates at the workshop exhibition; the final version of these national profiles is attached at Appendix 'C' with a simpler version of summary details included in Appendix 'J'

Site visits

- 4.17 The core group intended that the purpose of the site visits would be to: finalise the preparation of national profiles; explore the issues raised in the questionnaires; increase the level of knowledge necessary to facilitate learning at the workshop; the facilitation of the workgroup exercise scenario and, where appropriate, assist speakers in the preparation of their presentations.
- 4.18 The core group considered all the available and relevant information and identified the following countries to be the subject of a site visit: Austria, Germany, Greece, Italy, Sweden and the United Kingdom.
- 4.19 These countries were selected as they reflected locations of civil protection incidents, good, and less well developed practice and addressed the absence of a south European core group member. Also, by including the countries of core group members, it was possible to avoid unnecessary costs. It had been intended that perhaps as many as 10 site visits would be necessary to achieve the purpose set out in paragraph 4.17 above. There were a number of reasons that led to the number of site visits undertaken being reduced from ten to six:
- the timing of the site visits being delayed as a consequence of the slow return of questionnaires, which, in turn, had led to the need for unplanned additional research
 - the limited number of core group members available to undertake site visits
 - a review of the project plan against achievements indicated that the findings from six site visits was adequate.
- 4.20 The site visits were undertaken between June and September 2001:
- each visit was organised by and with the support of the PNNC

- the country's PNNC representative determined which government and non-governmental organisations would be included
- each visit was undertaken by one or two members of the core group
- each visit was achieved within a maximum of 48 hours.

Site visit questions

4.21 A structured interview format was used for the site visits, addressing the questions listed below, adjusted to suit government or non-governmental organisations:

- Are NGOs supported in their civil protection role?
- Are NGOs part of the pre-event planning arrangements?
- Are complete task(s) delegated to NGOs or are NGO personnel used to support a government/other organisation in the completion of the task(s)?
- Are the arrangements between government and non-governmental organisations covered by a Memorandum of Understanding, agreement, contract, or a general verbal agreement?
- Are NGOs likely to provide specialist practical support or emotional support? Please provide some examples
- Do civil protection plans include a role for individual local volunteers who are not part of an NGO?
- If the answer to the previous question is yes, do government organisations do anything to assist in their preparation for a civil protection role?
- In the pre-event stage, how do government organisations maintain contact with NGOs or individual volunteers?
- Do government organisations assist NGOs in the training of their civil protection volunteers:
 - financially
 - through joint training
 - through joint exercises?
- Do government organisations assume a level of competence/skill in NGOs and what action, if any, is taken by government organisations to measure the competences of the volunteers involved in civil protection?
- Do government organisations provide: pre-event; during the event; post-event support to the volunteers? Is post-event support an issue for government and non-governmental organisations?

- Are NGO representatives invited to multi-disciplinary de-briefings?
- Following events/incidents, are plans/arrangements for involvement of NGOs adjusted or amended?
- During a response, do NGOs retain command of their personnel?
- During the pre-event planning stage, and the response stage, is one organisation responsible for coordinating the contribution of the NGOs?
- When looking at the civil protection relationship between statutory organisations and NGOs, what appears to work well, and what appears to work less well? Are you able to offer any explanations for this?
- If you could give three tips to other EMS or EEAC to improve their civil protection relationship between statutory organisations and NGOs, what would they be?
- Is there any additional information you think may benefit the project?

4.22 Site visit findings were summarised as:

- the types of roles and extent of use of volunteers in civil protection varied markedly. In some cases the NGO contribution was an integral part of the daily service provision and their role in an emergency was an extension of that, whereas, elsewhere, volunteers would only be drawn in to provide the service in an emergency situation
- the extent of volunteering within the community was linked to the culture of volunteering and the maturity of relationship between government and non-governmental organisations
- in some countries the response was driven by the local community rather than being nationally or centrally driven or organised
- in one country, a difficult learning experience had led to a marked increase in planning for an NGO involvement
- significant differences can exist within a country where the civil protection responsibility rests at the Regional level of administration
- a consistent recognition of the value of the NGO contribution to national civil protection arrangements.

4.23 Conclusions from the site visits were that:

- the Swedish, German, Greek and UK structures should be the subject of presentations at the workshop
- some issues arising during the site visits should be the subject of other presentations for the workshop or themes for the workgroup discussions e.g. standards, partnerships and joint working and the management of volunteering
- as there was no clarity about the meaning of 'volunteers' and 'NGO', the workshop would benefit from working definitions.

Publicity material

- 4.24 It was agreed that the workshop should be advertised through the use of a promotional leaflet, including a registration form, to be circulated by e-mail to EMS and EEAC, via the PNNC. An attractive visual image was created to be used on all publicity material associated with the project, showing the event being organised by the British Red Cross and supported by the European Union.
- 4.25 As research was undertaken during the preparatory phase and useful information was obtained, it was collated for inclusion in the workshop exhibition.

Final stage of preparatory phase

- 4.26 The findings from the preparatory phase enabled the core group to compile a list of activities undertaken within EMS and EEAC that constituted the aims of those country's civil protection arrangements:

- to shield the population from all possible threats and dangers
- to prevent, reduce and remedy any damage inflicted on people, property and the environment through:
 - reduction of the vulnerability of infrastructure
 - measures to identify and mitigate disasters
 - planning and leading recovery operations during emergencies
 - warning and alerting facilities
 - shelter for evacuees
 - medical facilities
 - relief facilities
 - supply of goods and services
 - self-protection measures
 - nuclear preparedness

- 4.27 The research also enabled the core group to identify that if EMS and EEAC are to respond effectively to meet the needs of individuals affected in emergencies they would require the resources and skills of NGOs and volunteers to provide a range of services which could include:

- public training
- rescue and tracing
- medical services and hospital support
- shelter, food and clothing

- water and sanitation
- mobility aids and transport
- emotional and psychological support
- information and communication
- restoring normality

4.28 The lists of civil protection aims and NGO roles are attached at Appendix 'J'.

4.29 The findings from the preparatory phase identified three main areas that appeared to merit further consideration in the project, these were the:

- range of civil protection roles undertaken by NGOs and the extent to which they were an extension of their normal daily service role
- extent to which NGOs were included or excluded from civil protection arrangements
- mechanisms available for valuing and supporting volunteers involved in civil protection.

4.30 The following definitions were developed for subsequent use within this project:

Non-governmental organisation

A non-governmental organisation (NGO) is a private organisation that pursues activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development. NGOs are typically value-based organisations which depend, in whole or in part, on charitable donations and voluntary service.

Volunteer

An individual who provides non-profit, non-wage and non-career action for the well being of their neighbours, community or society at large.

4.31 These definitions are attached at Appendix 'J'.

4.32 The preparatory phase drew to an end during September 2001 (later than scheduled) and it therefore proved necessary to re-schedule the workshop from 14-16 September 2001 to 22-24 February 2002.

Phase 2 - Workshop

Workshop purpose and aims

4.33 The findings from the preparatory phase were used to inform the workshop phase with the project purpose and aims, shown at 2.9, utilised as the purpose and aims for the workshop.

Workshop venue and participation

4.34 The promotional leaflet for the workshop was developed and sent to PNNC for onward distribution to government and non-governmental organisations in EMS and EEAC. The event was to take place at the UK Government Cabinet Office Emergency Planning College,

York, England; to be a 48 hours residential workshop from Friday 22 February to Sunday 24 February 2002. The workshop languages would be English and French, for both verbal and written communication. Each country was invited to take up two EU funded delegate places at the workshop for one government and one non-governmental organisation representative; these EU funded national representatives would be provided with accommodation and meals for the duration of the workshop and would be reimbursed for the cost of travel between the delegate's home country and the workshop. The promotional leaflet is attached at Appendix 'I'.

- 4.35 Take up for the event was very pleasing and exceeded all expectations; 61 delegates from 17 different countries (16 EMS and EEAC and Canada) attended the workshop, with an even distribution of government and non-governmental organisation representation. The full delegate list is attached at Appendix 'E'.

Workshop style and content

- 4.36 The comprehensive workshop programme included a series of presentations by speakers from government and non-governmental organisations representing a number of different countries. These presentations were designed to welcome delegates and secure the delivery of essential information, outlining the:

- principles of civil protection from European Commission and UK Government perspectives
- purpose and aims of the project, including the workshop
- United Nations Volunteers Programme
- perspectives of survivors and bereaved
- different models of NGO involvement in civil protection arrangements in five countries: Canada, Germany, Greece, Sweden and UK
- role of an NGO in a major terrorist incident.

- 4.37 A copy of the programme is attached at Appendix 'D' and a copy of each presentation is attached at Appendix 'G'.

- 4.38 An exciting exhibition, comprising display panels, provided information about the infrastructure and civil protection arrangements for each EMS and EEAC. Delegates visited the exhibition at an evening reception, to receive and share information in an interactive and dynamic learning manner. The exhibition comprised:

- a montage of photographic images
- a map of EMS and EEAC showing details of each country's population and size
- definitions of NGO and 'volunteer'
- civil protection aims
- needs of individuals affected by a disaster
- a comparative view of Red Cross civil protection roles
- a summary of disasters in Europe 19991 – 2000
- details from national profiles.

- 4.39 A copy of the exhibition display panels is attached at Appendix 'J'.

- 4.40 Delegates were able to share information, ideas, experience and concerns through their involvement in themed and facilitated workgroup discussions and a plenary session, which dealt with:
- the desirability of developing guidance on common standards in the range and quality of services, skill sets and common approaches to procedures
 - partnerships and joint working
 - the importance of good human resources policies and practices when working with all personnel
 - an exercise scenario, designed to draw together the learning from the presentations, the exhibition and work group discussions.
- 4.41 Delegates were grouped into four teams for the parallel workgroup discussions, remaining in the same team for each of the four workgroup sessions. Two facilitators supported each workgroup team, remaining with the same team throughout the workshop, to assist the discussion process. There were two feedback sessions.
- 4.42 The purpose of the workgroup sessions was to:
- provide the delegates with an opportunity to develop their understanding of other countries' civil protection infrastructures
 - share information on NGOs roles
 - consider ways in which the contribution of NGOs volunteers may be increased within their country's civil protection arrangements
 - identify ways in which NGOs volunteers could be supported, trained and managed better.
- 4.43 Delegates were advised that it was essential to appreciate the importance of adapting roles and methods of working to the civil protection infrastructure of an individual country; what appeared to be an excellent example of good practice in one country may not be possible nor feasible in another.
- 4.44 A copy of the guidance notes for delegates on the workgroup sessions, is attached at Appendix 'F'.
- 4.45 The final workgroup session, the exercise scenario, provided an excellent means to focus on the role and contribution of NGO's volunteers in civil protection and included the elements of: planning, response, cross-border support, roles and responsibilities. Delegates considered a range of problems that could arise, how NGO's volunteers could assist and what should be done to support these volunteers.
- 4.46 During the course of the workshop delegates were invited to assist the research process by completing an abbreviated version of the preparatory phase questionnaire; 19 were completed. A copy of the abbreviated questionnaire and the analysis is attached at Appendix 'H'.
- 4.47 In an endeavour to reinforce learning, in a light-hearted manner, delegates were invited to enter a workshop competition by answering, correctly, eight questions. Each of the questions was based on information available in either presentations or the exhibition. There was a final draw at the end of the workshop.

Workshop feedback

- 4.48 The unanimous view of participants at the plenary session, was that the purpose and aims of the workshop had been fulfilled and they accepted the hypothesis that volunteers have a role to play in civil protection arrangements.
- 4.49 The following is a composite of the points raised during the course of the two workgroup feedback sessions and the final plenary session:
- 4.50 Civil protection roles:
- there are significant differences between the number of NGOs and the range of roles undertaken within and between countries; in some countries the contribution of NGOs is dominated by large, sometimes international, organisations like the Red Cross
 - the civil protection contribution is maximised if the capability is matched to local demand
 - the contribution is affected by the impact of national/regional legislation or guidance
 - governments should be encouraged to look at how volunteers are used, with a view to expansion and creativity
 - in some countries, NGOs are an integral part of the nation's infrastructure and responsible for providing, on a daily basis, fire, ambulance, search and rescue services
 - in some countries, NGOs are the providers of specialised activities, e.g. security, logistics, technical support, communications and emergency operations and administrative centres, elsewhere the strength may be in the provision of medical services, including first aid
 - in most countries, NGOs are responsible for the provision of practical support, e.g. shelter, transport, documentation and food
 - there was less evidence of NGOs being used as providers of psychological or emotional service or support, whether for their own personnel or the public
 - NGOs should not be responsible for: overall control of the incident; co-ordinating across borders; taking political responsibility; undertaking special police roles; nor activities for which they have not achieved competence
 - there was little evidence of NGO involvement in the provision of public training, Helplines, befriending, drop-in support centres, information and guidance, or assisting in centres set up for those affected by the incident, e.g. casualties, survivors or the bereaved
 - it was acknowledged that meeting the individual needs of people affected by an emergency, such as the survivors or bereaved, should be regarded as a priority activity which could fall within the remit of NGOs; this presented a significant opportunity for NGOs to increase their contribution, and warranted further study.

4.51 Standards in civil protection:

- there are benefits in identifying common minimum standards within each country for: tasks, education, training/skill sets, terminology, communications, technology and equipment, support and protocols
- at the European Union level, recommendations/guidance would be more appropriate than standards
- there should be clarity about who should set the standards within a country, e.g. a government or non-governmental organisation, and the extent to which these were consistent between countries
- should be monitored and measured but it was less clear how this should be achieved
- it was agreed that it would be beneficial to have standards that could be common across Europe, indeed beyond Europe, but it was accepted that this may be an ideal for the longer-term
- there was insufficient information available about the differing level of skills practiced within EMS when similar tasks were undertaken; this is probably a matter for individual EMS and not the EU
- standards/guidance should be agreed jointly by both government and non-governmental organisations
- standards/guidance facilitate preparedness
- there was general consensus that standards and guidance was an important subject that warranted further activity.

4.52 Joint working and partnerships in civil protection:

- there was unanimous agreement that joint working and partnerships between government and non-governmental organisations and also between non-governmental organisations was axiomatic to effective civil protection arrangements
- the inclusion of NGOs and volunteers at each stage of the civil protection mechanism continuum (preparation, planning, response, review and evaluation) should secure a better, more effective and satisfactory contribution and outcome. In order to facilitate the best use of all personnel (NGOs, individual specialists and convergent individual volunteers) it is essential to make provision for joint training, exercising, working, review, evaluation and sharing of good practice
- useful tools to enable this joint approach should include partnerships, co-ordination and a mechanism for harnessing the contribution of individual volunteers who present themselves at the time of the emergency or disaster
- it was agreed that co-ordination at a national or local level is essential to joint working and partnerships and that there needs to be recognition of which organisation drives the co-ordination. A recognised model for good practice is a forum with representation of

government and non-governmental organisations, chaired by the organisation with responsibility for driving the co-ordination

- each NGO should be responsible for managing and supporting its own personnel
- partnerships could be an informal verbal agreement between volunteers and the local community through to formal written agreements between organisations
- the nature of the partnership is an issue: there is a need for clarity as to whether the basis is joint working, mutual support, contract or funding
- partnerships could be used to access training, exercising, equipment, funding, professional and psychological support
- there is a direct correlation between the potential contribution of NGOs and funding. There needs to be recognition of the importance of adequate funding to enable NGOs to make an effective contribution in planning for, and responding to emergencies and disasters. This necessary level of funding could be provided in a number of ways, whether through national or local level government, charitable funds or corporate sponsorship
- there was little evidence of corporate sector involvement, whether working with NGOs or local communities in the development of civil protection arrangements; this was considered disappointing. There appears to be scope for wider involvement of the corporate sector to working in partnership, with NGOs, to build capacity within the community in preparing for and responding to emergencies and disasters
- there should be mechanisms for sharing information and good practice.

4.53 Terminology in civil protection:

- there was a commonly held view that the absence of common definitions and terms across organisations and boundaries was problematic. Increased understanding would lead to greater collaboration and more effective communication
- examples of the areas where common definitions and terms would assist, include:
 - the terms 'NGO' 'private sector' and 'public sector'
 - concepts – terminological, procedural, convergent volunteers
 - 'specialist' or 'generalist'
 - standards – 'procedure', 'quality assurance', 'total quality' and 'accreditation'.

4.54 Management of volunteering in civil protection:

- it was agreed that the management of volunteers in this field involves a continuous cycle from successful recruitment through supervision and support, to retention

- there was particular difficulty experienced in maintaining volunteer motivation and constructive occupation by those NGOs that recruit volunteers to provide civil protection response only
- 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
- there was recognition of the changing expectations of society and the impact that has on the NGO involvement in civil protection, i.e. increased standards of performance, accountability and apportioning blame, compliance with legislation and guidance and the consequent costs for training and achieving levels of competence, insurance and equipment
- there was a need to acknowledge individual reasons for volunteering, e.g. perception of status, desire to help, desire to be involved, personal development, and to recognise what this means for their personal motivation – the need for challenge, satisfaction, respect and occupation
- there was a need to establish mechanisms for harnessing the contribution of individuals (not members of an NGO) who may wish to offer their services at the time of an emergency (convergent volunteers)
- it is necessary for NGOs to achieve a balance between providing a flexible response to an emergency and exposing volunteers to unnecessary and avoidable risk
- there should be no differentiation in the support offered to paid or unpaid responders
- the relationship between NGOs needs managing to remove duplication of the contribution, destructive competition and to avoid gaps in service provision
- 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.

4.55 Communication in civil protection:

- NGOs would benefit from building communication networks within EMS and EEAC and across borders
- where there is a cross-border emergency, shared learning would be helpful
- the European Union community mechanism, established to facilitate reinforced co-operation in civil protection assistance intervention, did not appear, currently, to include individual specialist volunteers, nor representatives from NGOs, and it was considered that it should.

Feedback overview

- 4.56 The delegates were extremely positive about the workshop. They enjoyed the opportunity to share good practice and to learn from each other in an interesting and participatory style. Their expressed wish was that there should be similar such events and that they should be held on an infrequent but regular basis, perhaps every second year, to share knowledge, developments and issues. The feedback from the workshop has been incorporated into the overall project conclusions and recommendations.

Phase 3 – Project Final Report

- 4.57 The British Red Cross developed a computerised monitoring and auditing system for the project, to provide timely and accurate budgeting and expenditure information, for the European Commission, on completion of the project. The statement of expenditure and income submitted to the European Commission for 31 March 2002, showed that the project had been completed within budget.
- 4.58 The preparatory and workshop phases of the project have informed the development of this project final report. The report will be distributed through the PNNC, to facilitate the dissemination of the learning from the project, “to enable EMS and EEAC to understand better the contribution that non-governmental organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully”.
- 4.59 Copies of the report will be distributed to workshop delegates and other interested persons and organisations; it will be provided in both English and French and will be available as a bound hard copy and an electronic file, on CD. The project final report will also be placed on the websites of the European Commission and UK Government.

5. Conclusions

- 5.1 The conclusions section lists the conclusions that have been drawn from the work undertaken during the project. The key conclusions are included in the executive summary.
- 5.2 Civil protection is an issue that is addressed within each of the European Member States (EMS) and European Economic Area Countries (EEAC). 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.
- 5.3 Each of the EMS and EEAC is at different stages of development and experience with civil protection plans and arrangements and, as a consequence, the extent of their inclusion of non-governmental organisations and volunteers.
- 5.4 The number and range of NGOs and volunteers which function in EMS and EEAC varies. Their contribution in general activities and service provision on a regular basis, and civil protection in particular, reflects the approach adopted within the country. What is common to each EMS 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.
- 5.5 Whilst it is acknowledged that there are differences and similarities in civil protection arrangements there should be consistency in the quality and range of support accessible to an individual. 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.
- 5.6 It would be helpful to raise government and non-governmental organisations awareness of the extent of individuals' needs in emergencies and also how those needs can be met through making best use of a range of organisations and volunteers in a co-ordinated way. A useful tool in raising awareness would be guidance; such guidance could provide suggestions of common standards in the range and quality of service, skill sets and shared approaches to procedures, equipment, education and training.
- 5.7 Consensus from the project is that the contribution of NGOs and volunteers could have particular benefit and impact if it were directed to meeting the needs of the individuals who may be affected by the emergency or disaster. In such situations, the number of individuals affected is likely to be extensive and could include:
- casualties
 - survivors
 - evacuees
 - relatives, friends and work colleagues
 - witnesses
 - responders.

- 5.8 It is considered that to enable EMS and EEAC to respond effectively, they will need the resources and skills of NGOs and volunteers to fulfil an extensive range of roles, which could include:
- public training
 - rescue and tracing
 - medical services and hospital support
 - shelter, food and clothing
 - water and sanitation
 - mobility aids and transport
 - emotional and psychological support
 - information and communication
 - restoring normality.
- 5.9 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.
- 5.10 The inclusion of NGOs and volunteers at each stage of the civil protection mechanism continuum (preparation, planning, response, review and evaluation) should secure a better, more effective and satisfactory contribution and outcome. In order to facilitate the best use of all personnel (NGOs, individual specialists and convergent individual volunteers) it is essential to make provision for joint training, exercising, working, review, evaluation and sharing of good practice. Useful tools to enable this joint approach should include partnerships, co-ordination and a mechanism for harnessing the contribution of individual volunteers who present themselves at the time of the emergency or disaster.
- 5.11 A joint and co-ordinated approach should militate against gaps in service provision and remove wasteful duplication and destructive competition. Indeed it may be helpful to identify an NGO to take the lead on behalf of the other NGOs and volunteers in the planning and response stages.
- 5.12 Government organisations should maintain a meaningful dialogue with NGOs and volunteers to demonstrate their recognition of the relevance and value of the NGO and volunteer contribution, and to engender confidence in their competence and performance.
- 5.13 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.
- 5.14 There is a direct correlation between the potential contribution of NGOs and funding. There needs to be recognition of the importance of adequate funding to enable NGOs to make an effective contribution in planning for, and responding to, emergencies and disasters. This necessary level of funding could be provided in a number of ways, whether through national or local level government, charitable funds or corporate sponsorship. There also appears to be scope for wider involvement of the corporate sector to working in partnership, with NGOs, to build capacity within the community in preparing for and responding to emergencies and disasters.

- 5.15 Individual specialist volunteers and representatives from NGOs should be included in the European Union community mechanism established to facilitate reinforced co-operation in civil protection assistance interventions. It would be appropriate for the Permanent Network of National Correspondents to extend their national list of experts, before its submission to the European Commission.
- 5.16 It is valuable for representatives from government and non-governmental organisations to share experiences and learn of developments in civil protection. It is suggested that events similar to the workshop be held on a regular basis, perhaps every second year.

6. Recommendations

- 6.0 The recommendations section lists the twelve recommendations which are presented to the European Commission as the outcome to this project. Two of the recommendations propose further study and one the value of further workshops. The focus of the recommendations is included in the executive summary.
- 6.1 That governments, non-governmental organisations and volunteers in European Member States (EMS) and European Economic Area Countries (EEAC) accept that volunteers have an important role to play in each country's civil protection arrangements. In each country, there may be opportunities to expand that involvement and to achieve a strengthening of relationships between the government and non-governmental organisations.
- 6.2.a That the governments of EMS and EEAC be encouraged to promote the following principles in utilising NGOs and volunteers in civil protection planning and response, to:
- place emphasis on responding to the needs of individuals affected in an emergency
 - recognise that an individual's needs may vary in different situations and over time
 - accept societies' changing expectations of the support that could be provided
 - improve the level of care provided to such an individual
 - promote good citizenship and build preparedness into communities
 - recognise the valuable contribution of NGOs and volunteers as an integral part of those communities.
- 6.2.b That further work will be required within each country to determine the level of acceptance of these principles and how they can be best applied.
- 6.3.a That there should be guidance available for governments, non-governmental organisations and volunteers in EMS and EEAC to enable more commonality in the accessibility, quality and delivery of services and support to individuals affected in an emergency. Such guidance will enhance preparedness.
- 6.3.b Further work will be required with EMS and EEAC to develop this guidance, making recommendations concerning education, training, technology, equipment, practical roles, emotional support and activities.
- 6.4 For the governments of EMS and EEAC to ensure that NGOs and volunteers are involved with the different tiers of government at each stage of civil protection planning, response and review. This involvement should include participation in planning fora, briefings, debriefings and evaluation meetings, leading to effective liaison and relationships, integration of organisations and their contribution and improved communication at each appropriate level.
- 6.5 For governments, non-governmental organisations and volunteers in EMS and EEAC to consider the range of ways in which NGOs and volunteers are utilised in contributing to their country's civil protection arrangements and to explore if there are opportunities to:
- increase the range of services, activities and skills

- include different organisations
 - use organisations differently
 - encourage NGOs and volunteers to work more in partnership.
- 6.6 For governments, non-governmental organisations and volunteers in EMS and EEAC to consider the benefits of co-ordinating the NGOs and volunteers planning and response to civil protection. Such co-ordination should lead to NGOs and volunteers being used jointly, to best effect, and could include:
- a non-governmental organisation being recognised as the co-ordinating agency, on behalf of the NGOs and volunteers, in the planning and/or response stages
 - a non-governmental organisation being recognised as the leading NGO in the planning or response stage
 - providing a facility for disparate and convergent volunteers (not members of NGOs) being focussed and managed.
- 6.7 For governments, non-governmental organisations and volunteers in EMS and EEAC to participate in joint training and exercising to encourage joint working and partnerships. Benefits should include the avoidance of:
- gaps in service provision
 - duplication of skills and roles
 - competition across disciplines
 - disappointment amongst volunteers who may either not be used, or are used, but inappropriately.
- 6.8 That NGOs should reflect on their human resources policies and procedures, to manage and support their volunteers in planning for and responding to emergencies and disasters. Such reflection should include:
- recruitment, training and support
 - valuable occupation
 - maintenance of commitment and enthusiasm (if volunteers are used only in an infrequent civil protection response role)
 - valuing and recognition of individuals contribution
 - clarity of roles and parameters
 - leadership
 - practical and emotional support.

- 6.9 For governments, non-governmental organisations and volunteers in EMS and EEAC to explore if there are opportunities for the corporate sector to increase their contribution to civil protection, through provision of funding, offering their staff as volunteers, or through clear links to related issues i.e. resources, insurance, or nature of their business.
- 6.10 For governments and non-governmental organisations in EMS and EEAC to examine the funding base for NGO's contribution to civil protection and to identify whether there is correlation between the level of funding and the expectations of an organisation. If it is appropriate, the funding base and the level of activity should be balanced.
- 6.11 That the Permanent Network of National Correspondents (PNNC) be encouraged to include individual specialist volunteers and representatives from NGOs in the list of experts they are compiling in response to an EU Council Decision to establish a community mechanism. These representatives then become valuable resources in the community mechanism to facilitate reinforced cooperation in civil protection assistance interventions.
- 6.12 That the PNNC be encouraged to promote regular (perhaps every second year) workshops for representatives from government and non-governmental organisations in EMS and EEAC, to discuss developments in civil protection.

Appendix 'A'

Literature Search



Literature Search

During the course of the preparatory phase, research was undertaken through publications, websites, academic and civil protection institutions. The following is a list of some of the key sources used:

Vade-Mecum of Civil Protection in the European Union (European Commission, October 1999)

The International CEP Handbook, 1999-2000 – 'Civil Protection in the NATO/EAPC countries' (OCB Swedish Agency for Civil Protection, 2001)

Website: www.ocb.se

Dealing With Disaster, UK Home Office Emergency Planning Division (third edition, UK Government Cabinet Office)

Website: www.co-ordination.gov.uk

Disasters: Planning for a Caring Response – report of the Disasters Working Party (UK HMSO)

The World Disasters Report – Focus on Recovery, International Federation of Red Cross and Red Crescent Societies, 2001

Website: www.ifrc.org

European Parliament Inter-governmental Conference, briefing number 34, Civil Protection and the IGC (first update: 14 February 1997)

Website: www.euoparl.eu.int

A profile of the Red Cross in the EU – facts and figures Red Cross/EU Office)

Website: <http://www.redcrosseu.net>

Eur-opa Major Hazards Agreement, Council of Europe 1998

Jupiter's Children, Mary Campion (Liverpool University Press 1998)

Order from Chaos, Marion Gibson (Venture Press, 1991)

Coping with Catastrophe, Peter E. Hodgkinson and Michael Stewart (Routledge Press, 1991)

Natural Disasters – Protecting Vulnerable Communities, Proceedings of the Conference held in London, in October 1993 (Thomas Telford)

European Union Workshop on Civil Protection in Urban Areas, Lisbon, 18-19 April 1997 (European Union and Camara Municipal of Lisbon)

European Workshop on Volunteers, Lisbon 28-30 November 1994 (European Union and Portugal)

Responding to Disaster - The Human Aspects, Emergency Planning Society 1999

Website: www.emergplansoc.org.uk

The following websites:

European Commission: <http://www.europa.eu.int>

UK Government Cabinet Office: www.cabinet-office.gov.uk

International Year of Volunteering: www.iyv2001.org

National Council for Voluntary Organisations: www.ncvo-vol.org.uk

United Office for the Co-ordination of International Affairs: www.reliefweb.int

UK Emergency Planning Society: www.emergplansoc.org.uk

UK Emergency Planning College: www.co-ordination.gov.uk/college

Appendix 'B'

**Preparatory
Phase
Questionnaire**



Please work through the questionnaire completing the relevant boxes either by ticking where appropriate or by inserting information

Planning for the response to emergencies/disasters

Question 1

a) Is the planning for the response to emergencies/disasters in a written form, as:

Legislation Guidance None known

Other (please specify)

b) If there is written reference is it produced:

Nationally Locally

Other (please specify)

Question 2

Are the non-government/voluntary organisations' emergencies/disasters roles identified in the planning stage?

Yes No Don't know

Question 3

a) Does joint training and exercising, involving non-government/voluntary organisations, take place as part of the planning and preparedness process?

Yes No Don't know

b) If yes, does it take place:

With government organisations, only With other non-government/voluntary organisations, only

With government and NGOs together Regularly Rarely

c) If yes, at what level does it take place Nationally Locally

Other (please specify)

Question 4

a) Is the contribution of non-government/voluntary organisations subject to debriefing/ review/assessment, after incidents/training/exercising?

Yes No Don't know

b) If yes:

With government organisations, only With non-government/voluntary organisations, only

With government and NGOs together Within own organisation, only

c) If yes, at what level does it take place Nationally Locally

Other (please specify)

The response to emergencies/disasters

Question 5

a) Is the response usually led/managed/co-ordinated by any particular organisation?

Yes (please identify the organisation)

No Don't know

b) If yes, at what level does it take place Nationally Locally

Other (please specify)

See also question 6d)

See also question 9 if you wish to expand your answer

Question 6

a) Are non-government/voluntary organisations involved in providing a response to emergencies/disasters?

Yes (please identify the organisations)

No Don't know

If no or don't know, please go to question 8

Question 6 cont....

If yes, please complete Questions b), c) and d) for each organisation in turn:

For each organisation you have listed at 6a):

b) Please identify the response role

Practical support (please specify)

Emotional support

Psychological support

First Aid

Medical/nursing support

Transport

Rescue

Communications

Other (please specify)

c) Does the non-government/voluntary organisation fill these emergencies/disasters response roles on a daily/regular basis through their normal activities?

Yes

No

Don't know

d) If you have identified a lead/managing/co-ordinating organisation in question 5, please describe how this non-government/voluntary organisations links with this lead/managing/co-ordinating organisation

Please copy this section for each non-government/voluntary organisation you have listed

Question 7

a) Do any of the non-government/voluntary organisations seek payment for their involvement in the response to emergencies/disasters?

Yes No Don't know

b) Which of the organisations seek payment? - please list and show

c) Please complete this section for each organisation listed above, in turn

Organisation

Is the payment:

A charge to the organisation for each emergency/disaster Recovery of actual expenses

Other (please specify)

Is this charge agreed in advance?

Yes No Don't know

If yes, what is the scale of charges, for example, per person, per vehicle, by hour?

Question 8

a) Please identify any emergencies/disasters that have occurred in your country in the past 15 years

<u>Nature of event</u>	<u>Year</u>	<u>Number of fatalities</u>	<u>Number of injured</u>	<u>Number evacuated</u>	<u>Extent of damage</u>

b) What was the involvement of non-government organisations?

c) Please list the organisations involved and each service they provided

d) Please specify the good practice identified following the involvement of the non-government/voluntary organisations or any gaps identified in the debriefing/review/assessment that could have been filled by non-government/voluntary organisations.

Good practice	
Gaps	

Question 9

Do you have any additional comments that may assist this project?

Please provide details of a contact person within your organisation.

Name	<input type="text"/>
Position	<input type="text"/>
Organisation	<input type="text"/>
Address	<input type="text"/>
Telephone number	<input type="text"/>
Fax number	<input type="text"/>
E-mail	<input type="text"/>
Web-site address	<input type="text"/>

Thank you for taking the time to complete this questionnaire. Please now return it either by email, fax or post asap by Monday 2 April to Moya Wood-Heath, 9 Grosvenor Crescent, London, SW1X 7EJ, UK, email mwoodhea@redcross.org.uk fax + 00 44 (0) 20 7235 7447, phone + 00 44 (0) 20 7207 5149

Remember if you wish to nominate a speaker, please include their contact details and a title of their proposed contribution

Analysis of questionnaires completed in preparatory stage

Number of completed questionnaires	13
Number of countries represented by these 13 questionnaires	9
Number of questionnaires completed by GOs	9
Number of questionnaires completed by NGOs	4
Q. 1a) Is planning for the response in a written form:	
Legislation	10 (77%)
Guidance	12(92%)
Legislation and Guidance?	9 (69%)
Q.1b) Is the written planning produced:	
Nationally	10 (77%)
Locally (including Regionally)	11(85%)
Nationally and locally?	8(62%)
Q.2 Are NGO emergency roles identified in the planning stage:	
Yes	12 (92%)
No?	1 (8%)
Q.3a) Does joint training and exercising, involving NGOs take place as part of planning and preparedness process:	
Yes?	13(100%)
Q.3b) If joint training and exercising involving NGOs does take place as part of planning and preparedness process, does it involve:	
GOs only	1(8%)
NGOs only	0
GOs and NGOs	12(92%)
Regularly	8(62%)
Rarely?	3 (23%)
Q.3c) Does this joint training and exercising take place:	
Nationally	6 (46%)
Locally (including Regionally)	12(92%)
Nationally and locally?	5(38%)
Q. 4) Is the NGO contribution subject to debriefing/assessment/review:	
Yes	11(85%)
No	0
Not known	2(15%)
GO	1(8%)
NGO	0
GO and NGO	8(62%)
Nationally	6(46%)
Locally (including Regionally)	10(77%)
Nationally and locally?	5(38%)

Q.5	Is the response usually led/managed by a particular organisation:	
	Yes	9(69%)
	No	4(31%)
	Not known	0
	Nationally	5(38%)
	Locally (including Regionally)	6(46%)
	Nationally and locally?	3(23%)
Q.6	Not suitable for analysis, informed selection of site visits	
Q.7	Do NGOs seek payment for their response to emergencies and disasters:	
	Yes	9(69%)
	No	4(31%)
	Not known?	0
If there is payment, is it?		
	A charge for each event	2(15%)
	Recovery of actual expenses	4(31%)
	Other	3(23%)
	Paid in advance	5(38%)
	Not paid in advance	3(23%)
	Not known	1(8%)

General comments

Where there were two or more completed questionnaires from the same country, the following differences were found:

- Q.2** One country where one questionnaire recorded that roles were agreed in the planning stage and second questionnaire that said they were not (GO said they were and NGO said they were not).
- Q.3** Two countries where either one or two questionnaires said that joint training and exercising took place regularly and either a second or third questionnaire that said it took place rarely (GO said it was regular and NGO said it was rare).
- Q.5** Two countries where either one or two questionnaires said that one organisation usually led or managed the response and either a second or third questionnaire that said that there was not (no pattern here).
- Q.7** One country where one questionnaire said that NGOs seek payment and a second questionnaire that said they did not (NGO said they did and GO said they did not).

Appendix 'C'

National Profiles



AUSTRIA

Country structure

Capital:	Vienna
Population:	8.2 million
Language:	German
Membership Int. Org.	Council of Europe, Eaps, EU, OSCE, UN, WEU (observer)

Austria is a federal state divided into nine provinces. The provinces consist of districts, which are further divided into municipalities. The National Council is the country's primary legislative body at federal level, while the Provincial Council is the legislation body of each of the nine provinces. The Austrian Federal Constitution regulates the allocation of competencies between federal and provincial level.

Structure of Civil Protection

Civil Protection in Austria is part of Civil Defence. Civil Defence and Economic Defence constitute Civil Emergency Planning. The most significant structures within the Civil Protection and Civil Defence systems are the **Federal and Provincial Alarm Centres** and the **National Crisis Management Co-ordinating Committee**, a co-ordinating and advisory body.

Civil Protection Aims and Definitions

The aims of Civil Protection in Austria are to defend and shield the population from all possible threats and dangers. Civil Protection is defined as the total sum of all precautionary measures and activities that will enable the population to survive in crisis situations. It includes the following:

- provision for relief missions (disaster protection)
- self-protection measures
- warning and alerting facilities
- shelter construction
- provision for medical facilities
- provision for veterinary facilities
- protection from radiation fallout

Agencies/organisations involved in the response to an emergency disaster

The Federal Ministry of the Interior is the main co-ordinator of Civil Protection in Austria.

The provinces are responsible for co-ordinating protection operations in the event of disaster and organising fire brigades and emergency service units. The principle of voluntary membership applies to fire brigades and rescue services, except in major cities. Fire brigades and rescue services are financed by both federal and provincial levels, although they operate under provincial law.

Austria does not have special Civil Protection units. Civil Protection is provided by relief organisations, such as:

- fire fighting squads
- the Austrian Red Cross
- the Worker's Ambulance Service of Austria
- the Knights of St. John Ambulance Service
- the Knights of Malta Hospital Service
- Austrian Mountain Rescue Service

There are approximately **300,000** trained and equipped men and women (about 4% of the population) in these organisations, available for civil protection tasks – mostly on a voluntary basis. In addition, law enforcement units and the Federal Army play a key role. There are also Federal and **Provincial Alarm Centres**, subordinate to the Federal Ministry of the Interior and provincial governments respectively. The Federal Alarm Centres serves as a permanently staffed headquarters for supra-regional and international disaster protection and relief. The Centre aims to recognise hazardous situations, give warnings and alerts and become active within supra-regional and international disaster relief.

Provincial Alarm Centres are the Civil Protection Centres at provincial level. Their task is to warn and alert the public of imminent danger and co-ordinate rescue and relief forces in the event of major disaster or catastrophe.

Supra-regional and international crises are co-ordinated by **the National Crisis management Co-ordinating Committee**. This committee is an informal body with an informing and co-ordinating role, unable to make legally binding decisions. It advises Federal Government, co-ordinates all measures necessary for emergency response at short notice and makes arrangements for a long-term concerted strategy for all levels of the public administration.

Legislation

The provinces in Austria are vested with both legislative and executive powers, which includes Civil Protection. Under the constitutional division of responsibilities, laws for disaster prevention and control may be passed by either Federal Government and/or the provinces.

The provinces have enacted disaster relief acts in order to regulate the scope of action assigned to the individual relief organisations, identify the action management hierarchy and define performance requirement profiles. **Disaster relief and alerting plans have been drawn up for federal, provincial, district and local authorities.**

In relation to the act regulating the responsibilities of the federal ministries, only the Federal Ministry of the Interior is responsible for matters concerning the safety and security of the population. These include:

- aid in the event of natural disasters and accidents, including rescue services and fire fighting squads
- civil protection matters except where they are the responsibility of the Federal Ministry of Economic Affairs

Relationship between the Military and Government and Non-government organisations

The **Provincial Co-ordinating Committees** are designed to advise provincial governors. The aims of the **provincial crisis management system** are similar to those at federal level. The military representative at this level is the territorial military commander. The territorial commander is responsible for all military tasks relating to his/her respective province, such as providing assistance to local authorities.

The **District Co-ordinating Committees** established at district level, serve as advisory bodies to the District Commissioners. The District Commissioner is assisted by a number of persons such as the District Commander of the Fire Brigade, the highest representative of the Red Cross, etc, who have responsibilities for individual tasks. These people serve on the District Co-ordinating Committee as advisors. The Committee also has a Liaison Officer for military matters.

If a disaster cannot be managed by civilian organisations alone, such as fire brigades or rescue services, assistance can be requested from the Austrian Federal Army. The military units will then report to civilian authorities.

BELGIUM

Country Structure

Capital:	Brussels
Population:	10.2 million
Language:	Flemish, French, German
Membership Int. Org.	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Belgium has three regions (Walloon, Flanders and Brussels) and three communities (French, Flemish and German). Regional areas of administration are related to economic, industrial and environmental issues. Communities administer in areas that are mainly related to their respective languages (e.g. education, media).

Belgium has 10 provinces each with a provincial council, which is led by a governor. Local government consists of about 600 municipalities with a Municipal and a Mayor.

Structure of Civil Protection

The overall responsibility for Civil Emergency Planning in Belgium rests with the Government and the ministries. Each ministry is responsible for Civil Emergency Planning within its own sector. In order to deal with these issues a **Civil Emergency Planning Board** has been set up in each ministry.

Civil Protection Aims and Definitions

A distinction is made in Belgium between emergency situations that arise as a result of a national crisis and those that arise as a result of an international crisis. A national crisis has its origins and effects on national territory, and will be managed nationally.

Severe accidents, natural and industrial disasters fit into this category. International crises are usually of political/military character, and have their origins beyond national borders. These types of crisis are generally dealt with by alliances.

The task of the **Civil Emergency Planning Board** is to anticipate and counteract low and high level crisis. The major objectives of Civil Emergency Planning in Belgium in times of crisis or war are:

- to guarantee the continuity of the Government(s)
- to protect the population
- to guard the socio-economical life
- to comply with international obligations
- to meet multi- and bilateral agreements
- to perform engagements within alliances (NATO, WEU, etc.)

Agencies/organisations involved in the response to an emergency disaster

In a national crisis, the Minister of the Interior becomes the highest executive agent. The Minister is responsible for overall co-ordination and supervises the permanent Co-ordination and Crisis Centre of the Government (CGCCR). The Ministry of the Interior is responsible for the management of national emergencies and has the authority to call upon the police, rescue services, Civil Protection and the Gendarmerie. Police and rescue services are organised in cities or municipalities, or groups of municipalities.

In international crisis, the overall responsibility lies with the Ministerial Council, which is chaired by the Prime Minister. The Commission on National Defence Matters (CPND) assists the Ministerial Council in CEP matters related to high level crisis. The CPND is a permanent inter-ministerial body, and its chairperson reports directly to the Ministerial Council.

In times of serious international crisis or war, and also in exercises, the CPND becomes the so-called Technical Defence Secretariat. In this role, it becomes a Government crisis centre and acts as co-ordinator between the CEP Boards, COMIX, Non-Governmental Organisations and Governmental Organisations.

Legislation

The Ministry of the Interior is authorised to call upon the police and rescue services, the Civil Defence Corps and the Gendarmerie. The Ministry of the Interior, the Governor and the Mayor are authorised to call upon civil resources or the armed forces in times of crisis.

A Royal Decree of 1990 states that the obligation of all public administrators, municipalities, provinces, hospitals and enterprises is to develop individual emergency plans in relation to their own particular risk possibilities.

In national legislation, the concepts of "peacetime" and "wartime" is defined as the absence of war. According to this definition, wartime starts with the mobilisation of the armed forces and end with the cessation of this mobilisation. During wartime, extensive powers are granted to national authorities, which prevail over individual rights. During wartime an even more restrictive legislation can be applied upon the decision of the Government. A so-called "State of Siege" transfers major responsibilities from civil to military authorities.

The Belgian Government is currently studying and reviewing the future organisation of Civil Emergency Planning.

Relationship between the Military and Government and Non-government organisations

A special arrangement has evolved in Belgium in the area of civil-military co-operation, which has resulted in the creation of a number of joint and inter-ministerial committees (COMIX). These COMIX are bodies in which representatives of the concerned ministries plus representatives of the partly state-owned enterprises have a seat.

The COMIX are in charge of co-ordinating crisis management issues within NGOs and GOs, in order to guarantee the continued function of society and survival of the population during emergencies and crisis. They also support military operations of the Belgian Armed Forces and the Allied Forces. Although they have a non-permanent status, they meet regularly. Their task is to account for the needs of the general society, including industry and individual citizens, and to be prepared for threats such as arms proliferation, terrorism, etc.

The COMIX can only, at present, be activated in times of war in order to deal with civil/military engagements on national territory (transport, repair, telecommunications, medical support, etc.). The COMIX have some executive powers, for example, the establishment of priorities for the distribution of resources. In addition, they can meet at any time to exchange information, or to act as advisors for matters related to specific governmental decisions.

DENMARK

Country structure

Capital:	Copenhagen
Population:	5.35 million
Language:	Danish
Membership Int. Org.	Council of European, EAPC, EU, NATO, OSCE, UN, WEU (observer)

At the regional level, Denmark is divided into 14 counties; at the local level, into 275 municipalities. All municipalities are geographically located within a county, except for two metropolitan municipalities: the capital, Copenhagen, and Fredriksberg, which is both a county and a municipality. The counties and municipalities have a strong position both in the number of tasks assigned to them and the size of the public sector that they administrate.

Structure of Civil Protection

At national central level the **Ministry of the Interior**, and the **Emergency Management Agency** (which is the Danish Fire Service and Civil Defence merged as one), manages the supreme administrative guidance of the national rescue preparedness and the supervision of the municipal rescue preparedness. The **Minister of the Interior** is responsible for the co-ordination of Civil Preparedness planning, for implementing any associated measures plus attending to work that is not taken care of by other authorities. The **Emergency Management Agency** guarantees co-ordination, on behalf of the Minister of the Interior. As part of the planning at the national level, the **Emergency Management Agency** co-ordinates the work of the ministries in the Civil Emergency Planning at NATO (SCEPC).

The **National Regional Preparedness** system consists – in peacetime – of seven regional Centres for the National Rescue Corps. **Preparedness commissions** appointed by the local councils administrate the **rescue preparedness** in the 275 Danish municipalities.

40 major municipalities are able to provide an instant and more extensive turnout against the consequences of acts of war.

Civil Protection Aims and Definitions

According to the Danish Preparedness Act, the task of the **rescue preparedness** is to prevent, reduce and remedy any damage inflicted on people, property and environment by accidents and disasters including war actions or imminent danger of war. The preventive tasks include warning the population and providing shelters and evacuation. It is also responsible for nuclear preparedness.

Danish Civil Preparedness is defined as a plan for the continual function of society under extraordinary conditions. Civil Preparedness is basically a planning concept – rather than an organisation – in regard to crisis or war. Its aim is to ensure that the resources of the civil society are utilised in a manner that benefits Total Defence.

The tasks of the Emergency Management Agency are:

- guidance in matters relating to administrative preparedness
- co-ordination of:
 - central civilian authorities
 - central authorities and regional/municipal authorities
 - civilian authorities and Total Defence
 - civilian authorities and NATO

The first response to an emergency is carried out by the **Municipal Rescue Preparedness**, while operations against rarely occurring or very complex accidents usually are carried out with the assistance of the National Rescue Corps.

Agencies/organisations involved in the response to an emergency disaster

Danish Civil Emergency Planning consists of two parts: **Civil Preparedness and Rescue Preparedness**. The **Emergency Management Agency** is responsible for co-ordinating national **Rescue Preparedness** and advising the authorities about Civil Emergency Planning related issues.

At regional level, civil preparedness tasks at the national regional level are handled by seven civil regions with a State County Governor appointed as a Regional Prefect. The Regional Prefect is responsible for the co-ordination and planning of any Civil Preparedness matters related to the region. At County and Municipal level contingency plans are made for all assignments that the municipalities are responsible for.

The regional centres for the National Rescue Corps are subordinate to the **Emergency Management Agency**. The National Regional **Rescue Preparedness** consists of seven regional centres for the National Rescue Corps. The regional centres provide peacetime assistance to the **Municipal Rescue Preparedness** whenever such assistance is necessary, depending on the nature or extent of an accident or disaster.

The National **Regional Rescue Preparedness** system also provides a **National Rescue Preparedness Reserve** in times of crisis or war. The most significant task for the **Regional Rescue Preparedness** remains, therefore, the training of conscripts. At present 1,400 conscripts are called up every year for a 3 – 6 months training programme.

The **Municipal Rescue Preparedness** system shall be capable of providing proper turnout services. In addition, it shall be prepared to receive, billet and feed evacuees and other distressed persons, including victims of floods and other natural disasters.

A **Preparedness Commission**, appointed by the municipal council, administers municipal **Rescue Preparedness**. The Chief Constable has a permanent seat in the Commission. Municipalities shall co-ordinate their **Rescue Preparedness** under a joint **Preparedness Commission** and a joint administration. The municipalities shall sub-contract fire fighting and rescue service operations to a neighbouring municipality's rescue preparedness or private salvage corps.

Legislation

The Danish Civil Defence and the peacetime fire service are integrated into **Rescue Preparedness**. The Preparedness Act implies that there will only be one **Rescue Preparedness** authority at the municipal level, one at the national regional level, and one agency at the national central level. The wartime tasks are considered to be a natural addition to the preparedness' peacetime tasks. Not all areas of **Rescue Preparedness** are included in the Preparedness Act. The peacetime ambulance service, for example, is a county task. The Preparedness Act establishes the Minister of the Interior as the supreme administrative authority.

Relationship between the Military and Government and Non-government organisations

Preparedness for war in Denmark – in both civil and military forces – is in accordance with the Total Defence co-operation system. A basic feature of this co-operation is that each part plays an autonomous role, although they co-operate and are in mutual support of each other.

The role of Total Defence has not been defined by Danish legislation, but has been generally acknowledged.

Danish Total Defence consists of:

1. The Armed Forces
2. **Rescue Preparedness**, responsible for averting or redressing the immediate effects of hostile actions inflicted upon the civilian population.
3. **Civil Preparedness**, responsible for averting or redressing the long-term effects of hostilities inflicted upon the civilian society. Although independent, the Police Force is also a part of the Civil Preparedness and has certain tasks within the **Rescue Preparedness**.

Within each of the seven regions, the Regional Prefect, the Military Regional Commander, the Commander of the National Regional Rescue Preparedness and the Regional Chief Constable of the Police constitute the so-called Regional Emergency Administration Board.

FINLAND

Country structure

Capital:	Helsinki
Population:	5.1 million
Language:	Finnish, Swedish
Membership Int. Org.	Council of Europe, EAPC, EU, OSCE, UN, WEU (observer)

The President of Finland has a relatively strong position in the areas of foreign policy and national defence. Regional administration is divided into provincial administration and state district administration. Finland is divided into five large provinces. Each province has a state provincial government. There are 90 state administrative districts, consisting of, for example, police units. The regional councils have their own administrative boards and councils elected by the municipalities.

Local government consists of 452 municipalities, plus 16 on Åland. These are responsible for schools, local services and health care. The municipal council has the highest power of decision. The highest executive power is exercised by the municipal board, which is elected by the municipal council.

Structure of Civil Protection

At the highest administrative level, preparations for crisis management during exceptional conditions is supervised, controlled and co-ordinated by the Council of State and the ministries within their own respective areas of competence. The Council of State consists of twelve ministries and the Prime Minister's Office.

The Ministry of the Interior's **Rescue Department** is responsible for supreme command of rescue administration. Provincial State Officers are responsible for fire and rescue activities in the provinces, whereas the municipalities are responsible for rescue operations in their respective areas. In practice, a municipal fire brigade takes care of fire, rescue and civil defence operations

Fire fighting and emergency operations, fire and accident prevention, rescue service and civil defence form an integrated unit under the jurisdiction of the authorities.

Civil Protection Aims and Definitions

Finland's rescue administration aims at improving general safety by preventing fires and other accidents and by limiting damage when accidents occur. The primary function is to protect and save human lives.

The guiding principle for Civil Emergency Planning in Finland is that each authority shall continue with its peacetime function during exceptional circumstances.

Another main principle is that as few new bodies as possible shall be introduced into the civil branches of administration during exceptional conditions. Any organisational changes should be kept to a minimum. A third principle, a legal obligation, is that governmental bodies, companies and institutions are to continue their peacetime functions during exceptional circumstances.

Crisis tolerance and preparedness for exceptional circumstances shall encompass all functions that are necessary for coping with exceptional circumstances. Contingency planning must also be prepared for peacetime disturbances. The goal is that society is able to cope with various disturbances in the best possible way.

Agencies/organisations involved in the response to an emergency disaster

The **Rescue Department** within the Ministry of the Interior is the highest responsible authority for rescue services and protection of the population. Other authorities and ministries with tasks within this area are the Police, the Frontier Guard and the Ministry of Social Affairs and Health.

The Prime Minister's Office co-ordinates planning and other precautionary measures during exceptional conditions. The Secretary General of the Prime Minister's Office is the chairperson of the **Chiefs of Readiness**, who are the nominated leading officials in each ministry, responsible for leading emergency planning and maintaining emergency preparedness.

At the regional level, the 5 provincial governments have a significant role in the organisation of co-operation between the various regional administrations and Military Commands. Activities are organised by the provincial governments and their rescue agencies.

At the local level, the duties of emergency planning, within their own borders, lie with local authorities (municipalities). The responsible official is the Mayor and the planning of defence measures is the responsibility of municipal rescue offices.

Police authorities are responsible for maintaining order and security, in both peacetime and emergency situations. The Police department in the Ministry of the Interior is the highest police authority at national level. The provincial government is the highest police authority at regional level. At the local level, there are approximately two hundred police districts.

Civil Defence is led by the Ministry of the Interior. It plays a central role in the protection of citizens and their essential requirements. Prime responsibility for Civil Defence rests with the municipalities. State involvement includes the direction of operations and the implementation of measures in areas that are of more than local importance

Fire rescue services include fire prevention, fire fighting and other measures in connection to these. Rescue services include the activities of public authorities, voluntary organisations and other organisations in the event of an accident, and plans and preparations to maintain readiness for action.

Finland has established an organisation for international **rescue operations**, Finn Rescue Force (FRF). The organisation of a staff of 200 trained persons is based upon the fire brigades located in the largest cities and the force has a mobilisation time of 2 – 24 hours for a search and rescue unit. FRF is run by the authorities and is on continuous standby.

Legislation

- The Readiness Act (1 September 1991/1080)

The purpose of the Readiness Act is to guarantee the nation's livelihood and the national economy under exceptional conditions; to maintain law and order; to protect the basic rights of citizens and to safeguard territorial integrity and independence of the nation.

The Act states that the Council of State, administrative officials of State, unincorporated State enterprises, State authorities and the municipalities shall optimise the progress of their work in emergencies by making emergency plans and preparations and by taking preliminary measures. Provisions for emergency situations shall be directed, supervised and co-ordinated by the Council State and each ministry within its own sector of administration.

The Readiness Act and the State of Defence Act regulate the power of authorities in preparation for exceptional conditions.

- The Civil Defence Act (31 October 1958/438)

This Act states that the purpose of Finnish Civil Defence is to protect the population and property from destruction caused by war or other comparable circumstances, to mitigate damages and to alleviate consequences. Civil Defence should be prepared for immediate mobilisation. The Council of State is empowered, through a decree, to order every citizen between 16 and 65 to carry out civil defence tasks during exceptional conditions.

Relationship between the Military and Government and Non-government organisations

Co-operation between civil and military authorities function at each administrative level. At the highest level, ministries co-operate with central administrative boards. At the provincial level, the Western, Easter and Northern Commands co-operate with the provincial governments. At local level, peacetime, wartime and operational units co-operate with the municipalities.

When special powers are being applied, on the basis of the State of Defence Act, provincial and municipal authorities are obliged to carry out orders from military authorities and support defence preparations. This obligation only concerns tasks in regions where such support measures would be required, i.e. the threat of enemy.

FRANCE

Country structure

Capital:	Paris
Population:	58.3 million
Language:	French
Membership Int. Org:	Council of Europe, EAPC, NATO, OSCE, UN, WEU

Structure of Civil Protection

The Directorate of Public Safety (DSC) is attached to the Ministry of Interior. Its operational centre (CODISC), ensures round-the-clock monitoring of large-scale rescue operations at national level in France and abroad. It is responsible for informing the Minister of the Interior and the State authorities as regards to accidents and catastrophes.

Civil Protection Aims and Definitions

According to the 22nd of July 1987 law, the aim of the Directorate of Public Safety (DSC) is to ensure protection of person, assets and environment, to prevent the risk of accidents, disaster or catastrophes of all natures.

Agencies/organisations involved in the response to an emergency disaster

The Directorate manages the national emergency service and co-ordinates the action of the local rescue services responsible for aid operations. It contributes to the prevention of natural and technological accidents, drafts texts on prevention, aid plans and fire services, helps in the training of firemen and develops the international dimension of public safety through co-operation projects and aid operations for foreign States.

Inter-regional centres of operational co-ordination on public safety (CIRCOSC) are established in Marseilles, Lyon, Rennes, Bordeaux, Metz and Paris. Inside each Defence Area, the CIRCOSC ensure the co-ordination of the aid and rescue operations under the authority of the area prefect.

Public safety is a competency shared between the local authorities and the State. The mayor in each commune and the department prefect are responsible for ensuring the prevention of risks and the distribution of aid and rescue. The prefect adopts the departmental general organisation of public and private aid (ORSEC) plan or any other aid and rescue plan. The prefects have the interdepartmental service for economic and civil defence and civil protection (SIDPC) at their disposal.

On a day to day basis, the public safety activities are led by professional and voluntary firemen. Firemen belong to communal, inter-communal or departmental bodies. In each department (except Paris and the three departments around it where the Paris Fire Brigade operates) the departmental fire and rescue services (SDIS), a public departmental established, are financed by the local authorities and chaired by the president of the general council, but involving the prefects authority for the operational implementation of the means of aid.

GERMANY

Country structure

Capital:	Berlin
Population:	82.2 million
Language:	German
Membership Int. Org.	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

The Government of Germany consists of the Chancellor and the Ministers. Germany has 16 constituent states each with its own Parliament and Government, and a high degree of autonomy. Each state has its own constitution, enabling it to enact laws. Each state is divided into 3 – 7 administrative districts, and each district is divided into administrative countries and county boroughs.

Structure of Civil Protection

Responsibility for the management of civil and military emergencies in Germany is distributed between the four different governmental levels: the federal state, the constituent states, towns and countries (regional), and municipalities (local).

A distinction is made between Civil Defence as a national (federal) duty in times of war, and peacetime emergency management and planning. This led to two independent areas of law and administration.

1. Emergency Planning in peacetime – the responsibility of the **Lander**
2. "Extended" Emergency Planning in case of war – the responsibility of the **federal state**.

Civil Protection Aims and Definitions

The overall objective of German Civil Emergency Planning is to protect the state and its citizens.

Federal planning for civil emergencies consists of taking measures to ensure that social functions can continue in times of emergency. These include: continuity of government, civil protection, supply of goods and services, and support to the armed forces.

Agencies/organisations involved in the response to an emergency disaster

Assistance in the event of civil disasters in peacetime is a matter for the **Lander**, while the protection of the civil population in a military conflict is the responsibility of the Federal Government.

Civil Emergency Planning is the responsibility of each state. Each constitutional state has its own emergency laws and the state authorities are responsible for emergency control.

Co-operation between the two levels of law for the responsibilities of the **Lander** and the responsibilities of the **federal state**, are co-ordinated by the Ministry of the Interior in each state, and ministers work together in a permanent committee to carry out this task.

At the local level, a unit in each municipality is responsible for emergency planning. The main institutions available to the units to provide assistance are the fire services. These are responsible for fire protection, technical assistance and in some aid services. The professional fire services have over 28,8000 and voluntary fire services some 1.4 million members. The following private bodies are also engaged in civil protection:

- ◆ Arbeiter-Samariter-Bund, around 7200 members
- ◆ Deutsche Lebensrettungsgesellschaft, around 145 000 members
- ◆ Deutsches Rotes Kreuz (Red Cross), around 305 000 members
- ◆ Johanniter-Unfall-Hilfe, around 24 000 members
- ◆ Malteser Hilfsdienst, around 31 000 members

They are particularly involved in medical and care services. Volunteers are active in all areas of the system for providing assistance; they form the basis of civil protection, which could not function without them.

Legislation

Each state has its own emergency laws based on the different legal and organisational structures of each state. Accordingly, these laws can vary from state to state.

The German constitution regulates the Federal Government's role in civilian defence. Civil Emergency Planning responsibilities are distributed between the Federal governments and the Lander governments. The Federal Government is responsible for the anticipation and control of hostile acts, and the Lander governments are responsible for the anticipation, management and control of peacetime emergencies. As a result, there are two legislative frameworks related to the protection of the population in times of emergency.

Relationship between the Military and Government and Non-government organisations

Civil Emergency Planning and the military defence are interdependent. According to the constitution, civil emergency preparedness and military defence have the same status in war as in peacetime, and are each responsible for their own areas. A transfer or assumption of powers is not therefore possible.

Regional and local authorities may make use of federal civil defence resources for emergency management and disaster control.

Regular meetings are held between civilian and military authorities within the framework of civil-military co-operation. Measures that must be taken in times of war or emergency have been accounted for in military and civilian alert plans.

GREECE

Country structure

Capital:	Athens
Population:	10.3 million
Language:	Greek
Membership Int. Org.	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Greece is divided administratively into 13 regions. These are led by Secretary-Generals appointed by the central Government. The regions are divided into 51 prefectures or counties, which include 900 new large municipal districts and 133 small districts. The Constitution grants far-reaching autonomy.

Structure of Civil Protection

The two main bodies of Greek Civil Protection are **SDO**, an interministerial co-ordination body which co-ordinates governmental action during major disasters, and the **General Secretariat** for Civil Protection which handles disaster prevention, management and relief. In addition, each region and prefecture have the task of establishing their own emergency plans.

Civil Protection Aims and Definitions

The overall objective of the Greek Civil Protection system is to ensure protection of the population, the environment and property in the event of natural or technological disasters. Objectives are:

- to implement measures within a defined Government framework for the identification and mitigation of natural technological disasters
- to plan and lead recovery operations and response in the event of major emergencies which threaten the population, infrastructure, property and national inheritance.

Agencies/organisations involved in the response to an emergency disaster

The Greek bodies responsible for the implementation of Civil Protection measures are:

- a) **SDO**, an inter-ministerial co-ordination body
- b) the **General Secretariat for Civil Protection**
- c) several authorities, organisations and institutions working together as an integral part in planning and rescue operations (e.g. the ministries, Fire Brigade, Police, Defence Forces, Health and Welfare, Aviation and radiation authorities)
- d) the General Secretariat of the Region
- e) the Prefecture

The **SDO** was established to look after exceptional needs in peacetime and to co-ordinate governmental action in case of major disasters. The role and objective of SDO is to reinforce, within a defined government framework, the co-ordinated activities of the General Secretariat for Civil Protection in the implementation of national policy during emergency situations.

SDO is chaired by the Secretary General for the **General Secretariat for Civil Protection**. The **General Secretariat for Civil Protection** was established with the Ministry of Interior, Public Administration and Decentralisation. The institution deals with the prevention and the mitigation of natural, technological and other disasters within an integral political framework. It is the most competent body to deal with the prevention, management or relief from the consequences of disaster. Its members include:

- the Secretary-Generals of the Ministries of the Interior,
- Public Administration and Decentralisation,

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- Public Works,
 - Forests and Environment,
 - Health and Welfare,
 - Merchandise Marine,
 - Public Order,
 - Transportation and Communications,
 - Media and Public Information, and
 - the Deputy Chief of the National Defence General Staff.

The **General Secretariat for Civil Defence** is to be informed by both the Prefect and the Secretary General of the Region of the consequences of a disaster. The **Secretary General for Civil Protection** sends orders and disposes the required intervention forces.

Each of the ministries concerned draws up individual general plans for various types of disasters. The general guidelines are provided by the framework of the overall national Civil Protection plan, "Xenokrates", which is issued by the **General Secretariat for Civil Protection**. In addition to the Armed Forces, the following authorities provide intervention forces:

- **Ministry of Public Work and Environment (PE.HO.DE)** – responsible for floods, landslides, snowfalls and seismic prevention and protection.
- **Ministry of Development** - responsible for safety regulations and measures in the industrial sector
- **Ministry of Health and Welfare** – provides social care
- **Ministry of Public Order, Fire Fighting Brigade Service and State Police** – responsible for both fire fighting and rescue in urban areas and forest fire fighting
- **Ministry of Merchandise Marine** – responsibility for search and rescue at sea.

The 13 regions of Greece draw up their own respective regional plans in the **General Secretariat of the Region**. They are responsible for planning and co-ordination within the prefectures or counties.

The **Prefectures** of Greece draw up their own respective prefectural regional plans. The Prefect, as a local government representative, grants assistance if the disaster is limited. The Prefect is assisted by **SNO**, a prefecture co-ordination body, which consists of the directors of the prefectural services (military commandant, head of State Police, directors of the interior and technical service, local fire brigades, etc.). At the prefectural level, **SNO** is the decision-making body responsible for handling emergency situations.

Legislation

There are two main laws regulating Greek emergency planning. These are the Law on Civil Protection Planning and other Provisions (No. 2344/95) of 11 October 1995, and the Act of Ministerial Council (No. 288) of 23 December 1996. These laws regulate the planning of prevention, response and relief efforts in the case of natural, technological and other disasters.

Relationship between the Military and Government and Non-government organisations

Since 1974, civil-military co-operation has operated within a new institutional framework. One of the aims of Greek civil-military co-operation is to achieve harmonious co-operation between the Armed Forces, appropriate governmental agencies and the population, within the framework of ad hoc laws and institutions.

The Armed Forces take part in a programme of training echelons together with appropriate civil agencies in order to maintain peace and prosperity by handling emergency situations, war and natural and technical disasters successfully.

Several national projects related to Civil Emergency Planning and civil-military co-operation have been designed to achieve the objectives of NATO during times of crisis or war, i.e. mutual support, based on national legislation.

The Prefect can request individual and equipment support in emergency situations.

ICELAND

Capital: Reykjavik
Population: 282,000
Language: Icelandic
Membership Int. Org: Council of Europe, EAPC, NATO, OSCE, UN, WEU (associate partner)

There are rural counties and town counties in the local government, but no regional Government. The duties and activities of local government in Iceland are similar to those of other Nordic countries. There are 124 municipalities.

Structure of Civil Protection

The National Civil Defence Organisation of Iceland is organised under the Ministry of Justice. The **Civil Defence Council** is responsible of the general organisation of Civil Defence. The government agency responsible for Civil Defence and civil Emergency Planning Iceland is **AVRIK** (Almannavarnir ríkisins). Voluntary organisations and personnel also play a significant role in Civil Defence and disaster relief.

There are two types of emergency plans:

1. General plans for different types of hazards, regardless of location or likelihood
2. Specific plans for highly likely events (for example a large earthquake or a plane crash).

Civil Protection Aims and Definitions

The tasks of the Icelandic Civil Defence are:

- to organise and implement measures to prevent, as far as possible, bodily harm to the public or damage to property caused by military action, natural or other types of disasters
- to render relief and assistance due to any losses that have occurred, assist people during emergencies, unless the responsibility for his assistance rests with other authorities or organisations.

Agencies/organisations involved in the response to an emergency disaster

The **Icelandic Civil Defence** is subordinate to the Ministry of Justice, except in issues relating to health and medical services. The Minister of Justice designates a **Civil Defence Council**, which administrates issues in that field and has a consultative role in the implementation of the Civil Defence law.

The task of the Civil Defence Council is to direct the activities that fall under the Government's responsibilities. It shall monitor and support research and studies related to risk factors and natural catastrophes, and co-ordinate and support measures aimed at reducing risks of bodily damage.

Each municipality has its own Civil Defence Committee. The task of the Committees is to organise and carry out rescue and protection activities, preventive as well as of an acute nature, caused by war, natural catastrophes or other similar incidents.

The day to day functions of **AVRIK** include risk analysis, mitigation and co-ordination (i.e. planning, training and equipment). The role of the agency during emergency operations is to control all outside assistance (national or international) in a stricken area, as deemed necessary by the Chief of Police.

The Chiefs of Police are in charge of all Civil Defence operations. Within each 27 police jurisdiction there are one or more **Civil Defence Committees**.

Legislation

In the event of an emergency, the Government is authorised to issue special instructions in relation to general traffic, rules and safety in official places and areas to which the public has access. In cases of imminent danger, the Chief of Police may forbid in part, or in full, the use of meeting halls and other public gathering places to which the public has access.

The Act on Civil Defence includes the tasks and organisation of Civil Defence, civil services, obligations of specific enterprises, evacuation, stockpiling and other preparedness issues.

Relationship between the Military and Government and Non-government organisations

Iceland has no armed forces of its own. Instead, Iceland is a member of NATO and has a bilateral agreement (since 1951) with the United States. This agreement permits the US to operate an air base at Keflavik.

AVRIK co-operates with the air base in various issues, such as plans and exercises for disasters at the international airport located on the base, and in partnership for peace exercises.

IRELAND

Country structure

Capital:	Dublin
Population:	3.6 million
Language:	English, Gaelic
Membership Int. Org:	Council of Europe, EAPC, EU, OSCE, UN, WEU (observer)

Structure of Civil Protection

Emergency management is undertaken as an integral function of the relief agencies i.e. the local authorities (incorporating the Fire Service), police and regional medical services (health boards). Each agency operates a “**Major Emergency Plan**” which is intended to offer an all-risks approach to dealing with emergencies. The three plans of the three agencies work in tandem, sharing common goals, with dealing with emergencies

Ireland has an **Inter-Departmental Advisory Committee on major emergencies**, chaired by the Department of Environment and Local Government. The committee has representatives from the Departments of Health and Children; Justice, Equality and Law Reform and Defence. The Committee's role is monitor emergency planning and response arrangements and provide advice and guidelines to the main response agencies on local arrangements to facilitate the co-ordination and testing of emergency plans.

Civil Protection Aims and definition

The objectives of civil protection or emergency planning in Ireland are:

- ◆ to implement, within a defined government framework, measures to identify and mitigate natural and technological hazards;
- ◆ to plan for, to respond to, and to lead recovery from major emergencies which threaten persons, infrastructure, the environment and property.

Agencies/organisations involved in the response to an emergency disaster

Each agency (police, local authority and health board) develops its plans and strategy for dealing with major emergencies. These are developed in accordance with a central government planning framework which recommends, *inter alia*, the organisation of the responsibilities of the various services and the tasks to be undertaken at local level.

If required by the magnitude of the disaster, the administrative directors of the emergency services can also call on the support of civil defence reservists and other voluntary organisations, e.g. Red Cross, the Order of Malta, St. John Ambulance, etc.

Legislation

There is no specific statutory basis for emergency planning but each Department is responsible for emergency planning in respect of its own areas of responsibility. The Fire Services Act, 1981 provides that a fire authority may carry out or assist in any operations of an emergency nature, whether or not a risk of fire is involved. In addition the recently published Civil Defence Bill aims to oversee the development of Civil Defence on a national basis into a first class second line emergency service working in support of and in co-operation with all of the mainstream emergency services.

The Office of Emergency Planning was established on the 2 October 2001, within the Department of Defence, to take a lead role in emergency planning to meet the new threat from international

terrorism, including co-ordination of the responses of the various Departments and agencies. This Office also exercises an oversight role in relation to peacetime planning, ensuring the best possible use of resources and compatibility between the plans involved.

Relationship between the Military and Government and Non-government organisation

The Government has established a *Task Force on Emergency Planning*, under the Chairmanship of the Minister for Defence, including representatives of all Government Departments and agencies involved in the emergency planning process, as well as the Garda Síochána (police) and the Defence Forces.

The Task Force meets on a regular basis to ensure that preparations are in place for a coordinated response to possible nuclear, chemical or biological threats and is required to provide regular reports to Government on a range of emergency planning issues.

An Inter-Departmental Working Group on Emergency Planning was established by the Office of Emergency Planning (OEP), to support the functions of the Task Force and the OEP. The Group is currently examining issues at national level relating to the activation of MEPs, including the processes for activating emergency resources; mechanisms for identifying a large scale emergency; command, control and co-ordination mechanisms available; means of public communication; and legal powers available to Departments and agencies for public order and control.

ITALY

Country structure

Capital: Rome
Population: 57.2 million
Language: Italian
Membership Int. Org: Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Italy is divided administratively into 20 regions, approximately 100 provinces and approximately 8,000 municipalities. Every region is governed by a *giunta* (often a coalition between two or more parties) which is responsible for the Regional Council. Five regions have special autonomy. Local government is carried out by the provinces and the municipalities, who have different levels of administrative autonomy.

Structure of Civil Protection

Civil Protection in Italy is part of the wider concept of Civil Defence. This is organised as a co-ordinated resources system where national, regional, provincial and local authorities work together in conjunction with local and public institutions, the scientific community, private institutions and organisations, voluntary organisations, and professional associations. Each of these authorities, community institutions and organisations has developed its own part of the **National Civil Defence Service** and makes its own contribution to the achievement of the aims of civil defence.

In order to meet the requirements of the **National Civil Defence Service** the Prime Minister promotes and co-ordinates through the **Department of Civil Protection**, the activities of central and local State administrations, regions, provinces, municipalities, national and territorial public bodies plus all public and private institutions and organisations on national territory. The Prime Minister's function in Civil Protection can be delegated to a Minister or Under-Secretary of State (as it is currently).

Civil Protection Aims and Definitions

The primary aim of Civil Defence is to increase the country's preparedness for coping with natural or man-made emergencies and crisis, including war. Other aims are to protect the economy, production and the logistic assets of the country and to ensure the continuity of government at central and local levels in time of emergency or crisis.

The objectives of Italian Civil Emergency Planning are:

- to ensure the continuity of government action
- to maintain law and order
- to mobilise and co-ordinate the proper use of national resources
- to co-ordinate Civil Protection activities aimed at reducing the consequences of disasters.

Agencies/organisations involved in the response to an emergency disaster

The **Department of Civil Protection** consists of representatives from all State bodies and administrations. It prepares national relief programs and emergency operation plans, under the direction of a Chief of Department, based on the guidelines issued by the Council of Ministers. The **Department of Civil Protection** is subordinate to the Presidency of the Council of Ministers, while the Directorate General of Civil Protection and Fire Fighting Services is a branch of the Ministry of the Interior.

At regional level, each province has its own Prefect headed by a government-appointed Prefect, whose role is to supervise the implementation of Civil Emergency actions. The Prefect also co-

ordinates the different competent organisations and authorities. The regions have a planning and leading function while the provinces are responsible for forecasting and prevention in accordance with national and regional programs. The municipalities are assigned tasks, which are to be carried out during the forecasting, prevention, intervention and reconstruction phases.

Legislation

The law establishing the **National Civil Protection Service** (law no. 225 of 1992) stipulates that the Council of Ministers, as political head of the Civil Protection structure, is responsible for co-ordinating activities in the case of disasters. In addition, the Council of Ministers shall declare and revoke a state of emergency and define the duration and extent of the disaster. The law assigns tasks relating to technical/operational co-ordination to the Directorate General of Civil Protection and Fire Fighting Services within the Ministry of Interior. These shall be exercised in the ordinary way, in agreement with the Prefects and according to the regional and provincial structures of the National Fire Brigade.

Relationship between the Military and Government and Non-government organisations

Civil military co-operation in Italy is manifested in both the study of Civil Emergency legislation, and in its operation, especially during Civil Emergencies. The Military regularly participates in national and international exercises, and in the organisation of courses which are aimed at updating the procedures that are necessary for co-ordinating actions between civil administrations and the military in the case of intervention

LUXEMBOURG

Capital:	Luxembourg-Ville
Population:	441,300
Language:	Luxembourgish, German, French
Membership Int. Org	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Luxembourg is divided into three administrative districts (Diekirch, Grevenmacher and Luxembourg), twelve counties (cantons) and 118 municipalities. The government form is central, but each municipality has a certain degree of autonomy within its own area.

Structure of Civil Protection

The **National Civil Protection Authority (SNPC)** is subordinate to the Ministry of Interior. In the event of a catastrophe, this **Authority** reporting directly to the Minister of Interior directs operations. Civil Protection Authority also manages national intervention funds, sets up general and individual intervention plans and organises public training in first aid as well as training of the intervention units.

For a long time Luxembourg has been in the lucky situation of having the availability of relief services manned by volunteers, with the sole exception of the professional fire-fighters corps of the capital. Both in the brigades of volunteer fire-fighters and in the relief centres of the civil protection these volunteers offer their availability, their spare time and their skills to serve the country.

The Luxembourg **National Civil Protection Authority** is qualified to recruit and train the instructors (volunteers) of the assistance units and supervise the volunteers' training in the various fields. In addition, it manages the National School of Civil Protection (ENCP), where volunteers are intending weekend training courses, as well as the National Civil Protection Support Base (BNSPC), where heavy intervention equipment is available and do not depend on Civil Protection.

Firemen belonging to communal bodies are made up of volunteers (except for the professional fire-service of the capital). They report directly to the Ministry of the Interior.

Civil Protection Aims and Definitions

Civil Protection in Luxembourg includes all the necessary measures and means that must be taken in order to protect and supply aid to the population and to safe-guard the national inheritance and other assets in cases of catastrophe or disaster, whether or not they are ascribable to an international armed conflict.

Agencies/organisations involved in the response to an emergency disaster

If a crisis emerges a crisis cell or an inter-ministerial committee is created in order to take measures within the range of the means and measures established by laws and other regulations. The Minister of Interior is responsible for the direction and co-ordination of these measures.

In Civil Emergency Planning, each minister of the Government is responsible for reviewing his/her own area of activity and taking necessary measures in order to maintain governmental continuity, population protection, economic activities and civilian support to military activities in times of crisis.

The **National Civil Protection Authority** also develops links with civil-protection organisations in neighbouring countries and implements plans and directives arising from the mutual assistance agreements made with the three neighbouring countries of Belgium, Germany and France.

Civil protection is organised in 25 centres operating under the Director of Civil Protection.

By regulation dated 20 June, 1980 the current relief units of Civil protection were created, i.e., search and rescue, ambulance and first aid brigade, the alert group the ABC group, and a group of intervention divers.

According to the terms of the Grand-Ducal regulation, the relief units of Civil Protection are made up of volunteers who perform their tasks freely, as non-profit state agents in the different services and special relief groups of civil protection. Among the volunteers there are also some officials from several administrations, with specialised training.

The **Civil Protection Authority** is made up of:

- 15 officials and employees,
- 16 operators in the emergency call centre (CSU) "112"
- the brigade of **2,232** volunteers based in 25 regional centres providing ambulance services and search and rescue services as well as 5 specialised units.

The Civil Protection and Firemen, working together in the field and closely linked by the common objective of providing relief to the population, are both reporting to the Minister of the Interior.

Legislation

Luxembourg has laws and regulations concerning the organisation of Civil Protection and concerning the instruction of the population and the rescue units of the Civil Protection.

Local authorities are required by law to create or maintain a fire and rescue service including at least one body of voluntary or professional firemen having buildings and appropriate equipment. The law governs the relationship between the communal fire and rescue services and the civil protection services, each acting in his own field.

Relationship between the Military and Government and Non-government organisations

Civil-military co-operation operates without special regulations in Luxembourg. Ad hoc co-operation is organised from case to case during crisis or emergency situations. The appropriate mechanism is tested in national and international exercises.

NETHERLANDS

Capital: Amsterdam
Population: 16 million
Language: Dutch
Membership Int. Org: Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Local government consists of 12 provinces and 636 municipalities. The provinces have a limited form of self-government. They are governed by popularly elected Provincial Councils. The municipalities are governed by the elected Municipal Councils and a Mayor. The police force is organised in 25 regions. The municipalities have their own police forces and are responsible for, inter alia, fire services and disaster management.

Structure of Civil Protection

In the Dutch system of Crisis Management, each Ministry is responsible for Crisis Management within its own specific area. The Ministry of the Interior and Kingdom Relations has an overall co-ordinating function. A permanent operation **National Co-ordination Centre (NCC)** has been established within the Ministry of the Interior.

Civil Protection in the Netherlands has been replaced by a **Disaster Relief organisation**, which is seen as a special form of Crisis Management. The responsibility for **Dutch Disaster Relief** is placed at local level and the Mayor is the supreme commander in emergencies.

Civil Protection Aims and Definitions

Crisis Management in the Netherlands consists of "the entire set of measures taken and provisions made by the public authorities, in co-operation with other organisations in view of (acute) emergencies to guarantee safety in a wide sense." Crisis Management aims to protect the country's vital interests under all circumstances.

Agencies/organisations involved in the response to an emergency disaster

The Ministry of the Interior co-ordinates **Crisis Management preparedness**. The Minister of the Interior is responsible for public order and safety and also for fire services, disaster management and the organisation of medical assistance in the event of a disaster.

The Ministry of the Interior has the following tasks:

- to develop appropriate legislation, information guidelines and control and co-operation arrangements
- to adopt regulations regarding safety and performance levels, norms and standards for fire services and rescue equipment that has been manufactured, imported or marketed for use in the Netherlands
- to provide financial resources, training and communications
- to test financial resources, training and communications
- to test the quality of emergency systems and to make specialist knowledge available.

For the purpose of co-ordination, a permanent operational **National Co-ordination Centre** has been established within the Ministry of the Interior. The **NCC** handles the dissemination of information, plus the co-ordination of administrative measures between various ministries and provincial and municipal authorities.

Responsibility for **disaster relief**, and safety in general, rests with the municipalities. In the event of a disaster, municipalities co-operate regionally. The **National Co-ordination Centre** assumes a co-ordinating role.

The fire service form the core of the **disaster relief** system. The relief system is built around services which already provide assistance day after day – the fire service, the police force, the ambulance service and trauma teams.

Beyond this, in the event of, for instance, large-scale incidents rapid expansion of the relief capacity is possible, for example by calling on the national Red Cross.

In the extremely rare case in which a disaster cannot be managed at local level, the Commissioner of the Queen can instruct the Mayor or Mayors about the policy to be undertaken. In this event, the Commissioner takes the operational command of disaster management, and the Minister of the Interior gives instructions directly to the Commissioners.

Legislation

The following acts provide the administrative and operational framework for the physical aspects of population protection in the Netherlands:

The Fire Service Act 1985. The Fire Services in the Netherlands are organisations consisting mainly of volunteers – professional firemen are in a minority. According to the Act, each municipality shall have its own Fire Service, run by a municipal fire service commander. If assistance from the local level should prove inadequate, the Mayor may submit a request to the Queen's Commissioner for assistance from other regions within the Province. The Commissioner may also request that measures be taken by the Minister of Internal Affairs.

The Disasters Act. This Act describes a disaster as an event which seriously affects public safety, and thereby poses a serious threat to the life and health of many people and/or significant financial interests, and which requires the co-ordinated use of services and organisations within different disciplines. The Fire Service forms the core of the organisational structure for disaster management. It also has a co-ordinating role in the preparation and implementation of disaster management.

To ensure adequate preparedness, the Disasters Act establishes three types of plans:

- disaster management plans
- disaster contingency plans
- provincial co-ordination plans

The Mayor has final command in disaster management and in the taking of measures in the event of serious threat or disaster.

The Act on Medical Assistance in Times of Disaster. Medical assistance in times of disaster is an integral part of disaster management and is designed to provide the best possible treatment to as many victims as possible. In the event of major incidents and disasters, the director of the designated public health service in the region is charged with the organisation, co-ordination and management of medical assistance services.

All of these acts are based on the position that responsibility for disaster management should rest at local (municipal) level.

Relationship between the Military and Government and Non-government organisations

In exceptional cases, the Queen's Commissioner in a province may request military assistance for the Minister concerned. The Minister shall approach the Minister of Defence, who will take the necessary measures, unless there are urgent reasons for not doing so.

In very urgent cases, the Mayor may make a direct request for military assistance to the provincial military commander or the regional military commander-north. In this case, the Queen's Commissioner in the province shall immediately be informed.

NORWAY

Country structure

Capital:	Oslo
Population:	4.4 million
Language:	Norwegian
Membership Int. Org:	Council of Europe, EAPC, NATO, OSCE, UN, WEU (associate partner)

The ministries are responsible for central administration. Local administration is carried out by 435 municipalities. These are grouped into 19 counties, each with their own County Governor.

Structure of Civil Protection

Norway's national defence is based on the concept of "Total Defence". Total Defence aims at being able to meet a broad spectrum of threats, and consists of military defence and Civil Emergency Planning.

The basic principle for CEP in Norway is that the institution responsible for a public function under normal circumstances is also responsible for emergency preparedness in that area. This implies that most government agencies at national, regional and local levels, as well as several private organisations are involved in CEP and are responsible for preparing and implementing contingency measures in times of emergency.

Civil Protection Aims and Definitions

Total Defence is defined as the collective resources (material, human, military and civilian) that are needed to defend the country, and implies that the entire country's resources would be mobilised in a defence effort.

Norwegian Civil Emergency Planning aims to protect civilians in the event of war and minimise the effects of peacetime crises. This involves the planning of civilian support in connection with military defence efforts. Planning for crises in times of peace has become a new area of priority.

The politically defined objectives of Norwegian Civil Emergency Planning are:

- ◆ to reduce the vulnerability of infrastructure and important industries
- ◆ to minimise damage caused by crisis or war, and to safeguard the life, health and welfare of the population
- ◆ to attempt to meet the needs of the civil population and the military forces in the supply of important goods and services in crisis or war
- ◆ to utilise emergency preparedness resources efficiently in peacetime

Agencies/organisations involved in the response to an emergency disaster

At the central level, the Government and the various ministries are responsible for contingency planning measures within their own spheres of activity, and for implementing these in the event of war.

The overall responsibility for the co-ordination of **Civil Emergency Planning** rests with the **Ministry of Justice**, and its subordinate agency the **Directorate of Civil Defence and Emergency Planning, (DSB)**. Direct responsibility is distributed between various authorities at different levels (public, private, central, regional, and local). All other ministries are responsible for CEP in their own respective sectors. The Ministry of Justice has been given the responsibility of overall sector co-ordination.

The **Council for Emergency Planning** is also subordinate to the Ministry of Justice and responsible for conducting discussions and agreements about policies, and sharing a budget.

At the regional level, the County Administration Board and the County Governor are the highest representatives of the central government. The County Governor and his/her office have a co-ordinating responsibility for CEP issues in the county. The Board is responsible for the environment, agriculture, inspection of municipal administration, co-ordination of CEP and overall operational co-ordination in major crises. The County Municipality is responsible for transport, health, secondary education and Civil Emergency Planning within these sectors.

At the local level, the municipalities have a broad range of political responsibilities within different sectors, e.g. health, social welfare, education, culture, transport and infrastructure. The municipalities have therefore an important role in Civil Emergency Planning.

The municipalities are in many ways the backbone of Civil Emergency Planning during peacetime emergencies. One ambition is that local community planning in general should take CEP needs into account in order to facilitate the management of civil emergencies. Risk and vulnerability assessments are regularly used in these planning activities. **Civil Emergency Planning** is divided into six sectors:

- ❖ **Administrative preparedness** to ensure that central and local authorities are able to carry out their tasks
- ❖ **Economic preparedness** to ensure the effective utilisation of all resources in order to meet the needs of both Total Defence and the population in terms of supplies and services
- ❖ **Civil defence** to protect the lives of the population and prevent the destruction of material goods and property
- ❖ **Police preparedness** to uphold law and order, and prevent acts of sabotage
- ❖ **Medical emergency preparedness** to safeguard the health of the population
- ❖ **Information preparedness** to provide information to the public

In many municipalities, risk and vulnerability analyses are carried out at the request of the Norwegian Government. The aim of the Government is that all municipalities are to carry out risk and vulnerability assessments, and have a Crisis Management plan.

The Civil Defence Districts are attached to the Police Districts. The role of the Civil Defence Districts is to support the ordinary Rescue Services in cases of accident and/or crisis.

Legislation

The formal basis for the war organisation consists of Civil Emergency Planning legislation and prepared delegations of powers for lawmaking and budgets, plus regulations and directives concerning administrative operations in times of crisis and war. The Government initiates the rules and decisions that create the legal basis. The Directorate of Civil Defence and Emergency Planning, DSB, under the jurisdiction of the Ministry of Justice, issues guidelines, co-ordinates and carries out controls, gives advice and trains personnel in the area of Civil Emergency Planning.

Elected organs (the Parliament, the counties and the municipalities) do not have an administrative function. They will not always be able to function in war. The only preparedness measures that are planned for these organs are directives for the delegation of their functions to administrative organs, which will be valid in war or imminent threat of war. The Government is responsible for, and initiates, laws and decisions that create the legal base for administrative preparedness

Relationship between the Military and Government and Non-government organisations

Total Defence implies interdependence and close co-operation between civil preparedness and military defence. Civil preparedness measures may be used during peacetime in efforts to avoid or limit serious accidents when sufficient aid cannot be obtained from the ordinary aid organisations. In addition, civilian defence provides assistance to the police, fire brigades, health services and other public bodies and non-governmental organisations.

Civilian defence is responsible for the supply of water, electricity, administration, health, information, etc. Military defence is responsible for helping civilian authorities and organisations

protect the lives, health and well being of the population during crises in peace and in war. A number of tasks, which in other countries are the responsibility of the armed forces, are carried out by civilian institutions in Norway. This applies in particular to logistics support and transport.

PORTUGAL

Capital:	Lisbon
Population:	9.9 million
Language:	Portuguese
Membership Int. Org:	Council of Europe, EAPC, NATO, OSCE, UN, WEU

Structure of Civil Protection

The civil protection system integrates the **National Services for Civil Protection (SNPC)**, the **Regional Services for Civil Protection (SPRC)**, and the **Municipal Services for Civil Protection (SMPC)**. Delegations of the **SNPC** are based on each of the 18 districts that are part of the Portuguese administrative organisation.

Civil Protection Aims and Definitions

The aim of Civil Protection in Portugal is to:

- prevent natural man-made hazards related to major accidents, disaster or calamity,
- to mitigate losses and damages upon population, material resources and environment,
- to relieve population every time emergency situations strike.

Agencies/organisations involved in the response to an emergency disaster

The Prime Minister is responsible for directing the civil protection policy and emergency response in case of disaster at national level. He may delegate his responsibilities to the Minister of Interior. At regional level, responsibility lies with the Presidents of Government of Azores and Madeira Autonomous Regions and to the Governors of District on the mainland. At local level, responsibility lies with the Mayors.

The **National Emergency Operations Centre (CNOEPC)** is activated soon after a major disaster cannot be solved either by the means assigned to the Municipality or the District where it takes place, for co-ordination and control of the relief operations and logistics support at national level. A **National Disaster Emergency Response Office** works out 24 hours a day in the **SNPC** to control and manage the current situation. At regional and local levels, **Emergency Operation Centres** in Districts (**CDOEPC**) and Municipalities (**CMOEPC**) are activated every time a major accident or disaster takes place in their respective administrative areas.

The main civil protection agents are the **Fire National Service**, the security forces (**Police and National Guards**), the **Armed Forces**, the **Maritime and Aeronautics Authorities** and the **National Institute for Medical Emergency**.

The leagues of volunteer firemen, health services, social security institutions, NGOs and other volunteer organisations, public services responsible for forest and natural reserves, industry and energy, transport, communications, water resources and environment, security and relief services belonging to private and public companies, seaports and airports, have the duty to co-operate with civil protection agents already mentioned.

SPAIN

Country Structure

Capital:	Madrid
Population:	39.4 million
Language:	Spanish
Membership Int. Org:	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

Spain is divided into 17 autonomous regions, each with its own elected regional parliament, government and president. The autonomous regions are divided into 50 provinces, headed by a provincial government and a popularly elected provincial council. Local government is composed of approximately 8,000 municipalities, each with a municipal council.

Structure of Civil Protection

The Spanish Civil Emergency Planning system consists of three main components:

1. The Delegate Commission of the Government for Crisis Situations (the "Crisis Cabinet")
2. The National Civil Emergency Planning Committee (NCEPC), an inter-ministerial support body
3. The Department for Civil Defence

Civil Protection Aims and Definitions

Civil Protection in Spain is defined as the physical protection of the population and goods in cases of severe risk, public calamity, or extraordinary catastrophe in which the lives and physical integrity of the people are endangered.

CEP activities concern mainly provision or mobilisation of civil resources and services that are needed to meet the demands of National Defence. There are three main areas of support: defence of the nation, protection of the population and protection of specific resource sectors. The specific resource sectors work on a day to day basis, and can be mobilised immediately in the case of catastrophe or for the needs of national defence.

Agencies/organisations involved in the response to an emergency disaster

1. The **Delegate Commission of the Government for Crisis Situations (CDGSC or the "Crisis Cabinet")** consists of the Prime Minister and the Deputy Prime Ministers (i.e. the President and Vice Presidents of the Government), and the Ministers of Foreign Affairs, Defence, Economy and Finance and the Interior.

The task of the **Crisis Cabinet** is to direct and co-ordinate all actions related to the prevention, control and management of crisis situations. Decision-making responsibilities lie with the Prime Minister.

2. The **National Civil Emergency Planning Committee (NCEPC)**, an inter-ministerial support body for the Crisis Cabinet, was created in 1987. This committee (equivalent to NATO's Civil Emergency Planning Directorate, CEPD), is mainly concerned with tasks related to the provision and implementation of non-military resources in situations of crisis or emergency. The Committee is subordinate to the Ministry for Governmental Presidency.

The **National Civil Emergency Planning Committee** has the following functions:

- to issue planning directives for different emergency plans, related to objectives, alternatives, and the determination of time limits in order to plan for the different hypothetical crisis situations that are formulated by the Delegate Commission of the Government for Crisis Situations (the **Crisis Cabinet**)
- to co-ordinate the different plans for resource contribution designed by the Sectorial Committees, and to send them to the **Crisis Cabinet** for approval

- to inform the **Crisis Cabinet** periodically about the state of preparedness in relation to crisis or emergency situations
- to represent Spain in NATO's Senior Civil Emergency Planning Committee and participate in their work

Nationally, **NCEPC** functions as an intermediate organisation, with the **Crisis Cabinet** on one side, from which it receives directives and crisis hypotheses, and the Sectorial Committees on the other, which it directs and controls. Internationally, the NCEPC is Spain's representative organisation in NATO's SCEPC.

The **NCEPC** has a co-ordinating role within Spanish CEP and is situated at the top of Civil Defence's organisational structure. It can meet either in plenary or permanent sessions. The Committee consists of the **Crisis Cabinet** Secretary as the President, the Director General for Defence Policy as the First Vice President, the Director General for Civil Protection as Second Vice President and the Under Director for Civil Preparedness as the Secretary. Some of the other members are the Director of the Crisis Staff Department and the Committee President's Advisor for Defence and Security.

The Under-Directorate for Civil Preparedness functions as a permanent support body for the **NCEPC**. The Under-Directorate was created in order to co-ordinate and manage the participation of other ministries within Civil Defence.

3. The **Department for Civil Defence** manages ministerial participation and co-ordinates the participation of other departments within Civil Defence. This department is subordinate to the Ministry of Defence.

Fourteen thousand professional firemen supported by volunteers form an important core in emergency operations. The health services, the police force (national, autonomous and local) the civil guard, the Red Cross or the nation aerial means for forest fire-fighting are also elements which provide intervening parties in case of emergencies.

Legislation

Law 2/1985 on civil protection is the basis and starting point for the current system of civil protection. This law has subsequently been developed via several regulatory provisions and places importance on the configuration of the national system of civil protection, the Basic Civil Protection Standard. The Basic Standard lays down the requirements for civil protection plans. It sets out the criteria for co-ordination between plans of various administrations and the general framework for developing the competencies of these administrations. Co-operation between the three administrations (central, autonomous, local) made it possible to develop standards derived from the Basic Standard. It is in particular within the framework of the National Commission on Civil Protection that this co-operation has developed.

The Basic Standard established two types of plans; the territorial plan and the special plan. The first, intended to cope with general cases, can be a guideline plan, which defines the general framework for allowing access to territorial plans at a local level. The special plan involves the implementation of methodologies and technical and scientific resources specific to each type of risk.

A Royal Decree, 1123/2000, provides for the creation of Disaster Support Structures, for both national and international incidents

Relationship between the Military and Government and Non-government organisations

Civil-military co-operation in Spain is carried out in cases of emergency and upon request by civil authorities. (Real Ordinances Law and Basic Judgement Law from the National Defence). A request for co-operation can be made by civil authorities through the Minister of the Interior. In cases of emergency, the request can also be made verbally but should be confirmed as soon as

possible in writing. Refusal to co-operate is regarded as a criminal offence (Law for Military Penal Code).

One of the tasks of the Armed Forces is to create a national alarm network in co-ordination with the different bodies within the Ministry of Defence (Civil Protection Law).

The Armed Forces can be employed to carry out support to any public service. Responsibility for the execution of such support action rests with the military command, although not for the preparation.

The Civil Protection Act (Law 2/1985) specifies that the Red Cross and similar organisations, the aims of which are related to civil protection, will contribute their resources to meet the response to an incident.

SWEDEN

Capital:	Stockholm
Population:	8.9 million
Language:	Swedish
Membership Int. Org:	Council of Europe, EAPC, EU, OSCE, UN, WEU (observer)

Regional government is organised into 21 counties, with a County Administrative Board in each county directly subordinate to the Government. At the local level there are 289 municipalities, led by a popularly elected Municipal Executive Board.

Structure of Civil Protection

The Ministry of Defence (MoD) has overall political responsibility for all civil and military defence issues. It is organised into three departments (civilian affairs, military affairs and security and international affairs). At the central level there are about 100 independent administrative authorities which carry out operative work on directives from the ministries. Some of them are assigned a specific task by the Government during crisis situations.

The **Swedish Agency for Civil Emergency Planning (ÖCB)**, established in 1986, is the central administrative authority for the direction and co-ordination of activities within CEP. Its most important task is the support of other authorities in their CEP activities.

The Swedish CEP system has two dimensions:

Horizontal: This refers to the distribution of area responsibilities to different levels of the government - central, higher regional, lower regional and local level. The operation of CEP functions must be co-ordinated at each level, together with the military defence. This is carried out by **ÖCB** (national level), **the Directors of the Civilian Defence Regions** (higher regional), **the County Administrative Boards** (lower regional) and **the Municipal Executive Boards** (local).
Vertical: This refers to the distribution of authority amongst 15 agencies with functional responsibility. These agencies are responsible for 18 sectors that are considered essential for society.

Civil Protection Aims and Definitions

The Swedish concept of "Total Defence" reflects a united view of military and civilian defence. The latest Total Defence Resolution (1996-2001) states the needs for the defence for the years to come as follows: "...a new demand for adaptability in the short and long term in reaction to changes in the security situation, a new, broader definition of security to include severe peacetime emergencies and increased focus on participation in international peace support and humanitarian operations."

The aims of civil protection are:

- to protect the civilian population, ensure essential supplies, safeguard the most important public services and support the armed force's capacity in the event of an armed attack on Sweden or war in its vicinity
- to contribute to peace and security in the world around
- to support Swedish society during severe peacetime emergencies

The new extended international task for Swedish Civil Emergency Planning (CEP) signifies the objective of creating an increased capacity for managing a wide spectrum of situations and contingencies, ranging from international confidence-building measures to co-ordinated crisis management of complex emergencies. Civil Emergency Planning should, therefore, be able to provide, co-ordinate and make available a wide range of resources beyond traditional rescue services.

The so-called "principle of responsibility" implies that an authority with responsibility for a public function in peacetime retains this responsibility during times of crisis and war.

Agencies/organisations involved in the response to an emergency disaster

At the higher regional level, the three **Directors of the Civilian Defence Regions** (Civilian Commanders) are directly responsible to the Government. In peacetime, their main function is Civil Emergency Planning. In wartime, they co-ordinate CEP activities together with military commanders.

At the **lower regional level** there are 21 counties run by a County Governor and a County Administrative Board. These Boards function as a regional representative of the central government, and is responsible for co-ordinating CEP issues in the county. In issues concerning health and medical care, the responsible authority is the County Council, regional representative of local governments.

At the **local level**, there are 289 municipalities, each with a Municipal Executive Board which is the highest CEP authority at the local level. The County Administrative Board, at the regional level, and the **Swedish Rescue Services Agency**, at the national level, shall on behalf of the Swedish Government supervise the municipalities activities for the rescue service in peacetime as well as in wartime.

Several municipalities co-operate in the area of fire and rescue service in so called "municipal unions" with the aim of using the combined resources as efficiently as possible. The typical municipal union consists of two municipalities, but there are large unions where 4 – 5 municipalities co-operate.

There are a number of volunteer fire corps in Sweden. Most corps are located in the south of Sweden, where they support the professional rescue service in their work with risk reducing measures.

Legislation

The Government rules the country and is responsible for the management of national affairs. It is responsible to, and submits bills to, the Riksdag. The Government, together with the Parliament, makes decisions about foreign policy.

In the event of imminent danger or war, a War Delegation supersedes Parliament. This Delegation is appointed by the Parliament and consists of fifty specially elected Members of Parliament. During war or imminent danger of war, government tasks can also be delegated to subordinate authorities, such as the Directors of the Civilian Defence Regions or the County Administrative Boards. The Act on Increased Emergency Preparedness (1992:1403) and the Emergency Preparedness Ordinance (1993: 242) stipulate ways in which increased civil emergency preparedness should take place.

Relationship between the Military and Government and Non-governmental organisations

The close civil-military co-operation is an integral feature of the Swedish concept of Total Defence. It is carried out at all different administrative levels, and includes areas such as planning, training and exercises. Military and civilian command and management bodies can be deployed jointly in crisis situations.

At the national level, the Swedish Agency for Civil Emergency Planning (ÖCB) and the Swedish Armed Forces Headquarters co-ordinate civil-military activities. Long-term planning, international activities, local training and exercises and joint reports to the Government are the most common areas for civil-military co-operation. At both regional and local levels, the civil and military organisations present the results of the planning process in a Joint Guiding Principles document which is aimed at providing civil-military guidance for regional and local levels. Under certain

circumstances military resources could be called upon by civilian authorities to reinforce crisis management efforts.

In times of increased preparedness, co-operation could also include joint location of authorities. At the higher regional level the Directors of the Civilian Defence Regions and the Commanders of the Joint Commands are located in the same operational command centre. At the lower regional level the County Administrative Board can prepare operational guidelines together with the Tactical Military Commander, in order to ensure co-operation in all-important areas. At the local level, the Supreme Commander appoints one military unit commander to co-operate with each municipality. Sweden also has a number of voluntary defence organisations in both civil and military fields (e.g. **the Home Guard, the Civil Defence League**). The organisations are politically independent and non-profit associations. In co-operation with the authorities, the voluntary defence organisations, inform, recruit and train volunteers for preparedness and war.

UNITED KINGDOM

Capital:	London
Population:	58.2 million
Language:	English
Membership Int. Org:	Council of Europe, EAPC, EU, NATO, OSCE, UN, WEU

The United Kingdom comprises England, Wales, Scotland and Northern Ireland. Responsibility for a number of matters was devolved to the Scottish Parliament and the Welsh Assembly following elections in May 1999. Elections to the Northern Ireland Assembly have already taken place and the Assembly will assume powers for a number of devolved powers in due course. Arrangements for defence and fiscal matters will remain with the UK Parliament, although the Scottish Parliament has certain tax-varying powers.

Local Government has tax raising powers but is organised slightly differently within the four areas. It holds responsibility for the full range of local services including education, social services, housing, planning and environmental health. Strategic policy on these issues is determined by Central Government but delivered locally. "All Purpose" or "Unitary" Authorities provide all local services to the population of Scotland, which has 32 Authorities and Wales, which has 22. Northern Ireland, which has six County Areas, has similar services but these are delivered centrally.

Local Government in England, which has recently been reorganised, consists of 7 major metropolitan areas, which are divided into 36 Metropolitan Districts and 33 London Boroughs, all of which are "All Purpose". Each area has a Fire and Civil Defence Authority (FCDA). There are also 33 County Councils, primarily focussed in rural areas, providing education and welfare services. Within Counties, there are 239 District Councils, which provide local planning, housing and environmental services. In addition there are 46 English "All Purpose" Councils which are concentrated in the main, non-metropolitan, populated areas.

Structure of Civil Protection

The Home Office (Ministry of Interior) has overall responsibility for British Civil Emergency Planning. The basic rule for handling civil emergencies in the United Kingdom is that prime responsibility, including the first response to any incident, should remain at the local level.

The United Kingdom rarely experiences natural catastrophes of a scale to necessitate intervention by the central authorities. There is, therefore, no one national organisation charged with formulating rescue plans. Local authorities assume responsibility of emergency plans of dealing with catastrophes.

Civil Protection Aims and Definitions

The principal aim of the **Home Office** is to build a safe, just and tolerant society in which the rights and responsibilities of individuals, families and communities are properly balanced, and in which the protection and security of the public are maintained.

The **Emergency Planning Division** is the unit within the **Home Office** that is responsible for Civil Emergency Planning. The Division has the following objectives:

- to increase the consistency and quality of local Civil Protection by setting and maintaining standards
- to increase the consistency and quality of national Civil Protection by taking the lead in the development of Central Government arrangements
- to increase the efficiency and effectiveness of Home Office activities at an international level

Integrated Emergency Management (IEM). The underlying aim of integrating the arrangements for emergency management is that flexible plans can be developed, enabling any organisation to

deal effectively with major or minor emergencies, foreseen or unforeseen. The objectives of these arrangements are:

- that the principal emphasis in the development of any arrangements shall be the response to the incident and not the cause of the incident. The planning shall be flexible and include arrangements for a range of emergencies
- that emergency management arrangements shall be integrated into an organisation's everyday working structure, and that plans shall be built on routine arrangements
- that the activities of different departments within an organisation shall be integrated
- that arrangements shall be co-ordinated with other authorities and organisations

Agencies/organisations involved in the response to an emergency disaster

The **Home Office** has overall responsibility for British Civil Emergency Planning. It has a key role in helping to maintain and improve the quality of preparedness for disasters at the local level and across Central Government. The **Emergency Planning Division** is the responsible unit within the Home Office. A guiding principle is that the prime responsibility for handling disasters should remain at the local level. There is no national organisation charged with formulating rescue plans.

In the event of a disaster, where immediate reactions are concerned, reliance is placed upon emergency plans made by **emergency services (police, fire, ambulance and coastguard), the local governments, public and health services, those responsible for industrial installations and others, including the voluntary sector**. The preparation of these plans, based on governmental guidance and instructions, is often co-ordinated by local authorities. The **local police force** is responsible for co-ordinating the initial response.

If the scale of a disaster overwhelms available local resources, supplementary resources may be called in from neighbouring authorities and organisations as well as from Central Government. Only massive disasters justify co-ordination at Central Government level.

Local services can seek specialist advice or assistance from Central Government. During such situations a Central Government department will be nominated as **Lead Government Department**.

The **Lead Government Department (LGD)** must ensure that the Central Government response is co-ordinated. It may also, for example, provide specialist advice, assistance and information and keep Parliament, the public and the media updated. There are also arrangements for interdepartmental discussions at official or ministerial level to assist in the management of emergencies.

Responsibility for the nomination of a Lead Government Department rests with the Cabinet Office and is undertaken by the Secretary to the **Civil Contingencies Committee (CCC)**, upon the advice of the Home Office. The Committee is a group of ministers and officials which meets when necessary under the chairmanship of the Home Secretary.

A Lead Government Department is expected to undertake some, or all, of the following tasks:

- ❖ To co-ordinate the activities of Central Government departments in response to a disaster, providing a framework from within which individual departments can be charged with specific responsibilities. An important part of this work is to ensure that necessary links are established with local response.
- ❖ To co-ordinate the collection of information about a disaster and its effects for the purposes of briefing ministers, informing Parliament and providing information to the public, and the media at the national level.
- ❖ To act as the focal point for communications between the local Strategic Co-ordinating Group(s) and Central Government.

The role of an **Emergency Planning Officer (EPO)** varies between the local authorities but always involves the co-ordination and preparation of response mechanisms for council departments. An EPO becomes the focus for community response and is responsible for liaison

between **emergency services, council departments, utilities, local transport companies and any voluntary groups** that are incorporated into the response mechanism. In addition, the EPO ensures that the Council has adequate resources for delivering a response, which may require negotiation with other service providers and mutual aid agreements with neighbouring councils. An EPO is not expected to be responsible for all the planning, training and exercising that is required to ensure adequate response, but to co-ordinate the different activities in council departments.

Experience of previous incidents suggests that councils find it particularly useful to develop an area, preferably within the main administrative building, as a crisis management centre, which can become the focus of management activity during a major incident. Quite often, the EPO becomes responsible for this area.

The Home Office recommends that **voluntary organisations** should be involved in the planning of dealing with disasters with the statutory services

Arrangements and responsibilities in Scotland are similar to those of England and Wales, whereby the Scottish Office administers a grant. In Northern Ireland, Civil Protection matters are under the direction of the Head of the Northern Ireland Civil Service.

Legislation

All Emergency Planning Regulation is rooted in Civil Defence legislation, primarily the Civil Defence Act 1948. Civil Defence is defined as measures, short of armed intervention, to be taken to overcome the effect of an attack from a hostile source.

The response to a major incident is likely to be led, at least initially, by one of the Emergency Services with local authority providing support and identifying additional resources. New legislation regulating the functions of local authorities was introduced in 1993 and requires County Councils, Metropolitan Districts, London Boroughs and Unitary Authorities to " ...make, keep under review and revise plans for their area and to carry out exercises based on such plans."

Although all principal local authorities may become involved in the response to a major incident, it is only County Councils and "All Purpose" or "Unitary" Authorities that have a statutory responsibility for Civil Defence under the Civil Defence (General Local Authorities Function) Regulations 1993. In total, there are 178 such Councils in England and Wales, and a further 32 in Scotland.

In respect of this statutory responsibility, the Home Office provides a grant, under the Civil Defence Grant Regulations 1953, as a contribution towards the costs incurred by a local authority in the provision of an emergency planning service. The Home Office is not prescriptive in how the Civil Defence grant is to be spent, but it is expected that it will be directed towards employment costs.

Relationship between the Military and Government and Non-government organisations

Military Aid to the Civil Authorities (MACA) has three components. These are:

- ◆ MACC – Military Aid to the Civil Community. This provides assistance in emergencies, assistance to projects of value to the community and attachment of volunteers to social services or similar organisations.
- ◆ MACP – Military Aid to the Civil Power. Aids the maintenance of law and order.
- ◆ MACM – Military Aid to the Civil Ministries. Aids the maintenance of essential services.

In broad terms, there are three categories of Military Aid to the Civil Community (MACC):

- ◆ Category A: Assistance in times of emergency, such as natural disasters or major accidents.
- ◆ Category B: Short-term, routine assistance on special projects.
- ◆ Category C: The full-time attachment of volunteers to social service (or similar) organisations for specific periods.

Appendix 'D'

Workshop Programme



The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member States & European Economic Area
Countries

PROGRAMME

The Cabinet Office
Emergency Planning College
York, England
Friday 22nd February to
Sunday 24th February 2002

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member States & European Economic Area Countries

Purpose

The purpose of the workshop is to enable European Member States to understand better the contribution that Non-Governmental Organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully.

Aims

- ◆ To accept the hypothesis that volunteers have a role to play in civil protection arrangements
- ◆ To examine the extent to which volunteers are involved in planning and response
- ◆ To explore the contribution of volunteers, through examples
- ◆ To consider implications for expansion of NGO involvement in planning for and responding to emergencies
- ◆ To develop guidance and recommendations to assist governments and NGO's to work well, together
- ◆ To achieve a strengthening of relationships between statutory and voluntary organisations.

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member States & European Economic Area Countries

PROGRAMME

FRIDAY 22 FEBRUARY 2002

2.00pm – 3.00pm	Registration and refreshments
3.00pm – 3.10pm	Welcome and administration
3.10pm – 4.15pm	<u>Opening session</u> Speakers: <i>The Right Honourable, The Lord Mayor of York, Councillor Irene Waudby</i> <i>Franz-Josef Molitor – National Expert, European Commission</i> <i>Professor John McClure – Chairman, British Red Cross Society</i> <i>Mike Granatt – Head of Civil Contingencies Secretariat, United Kingdom Government</i>
4.15pm – 4.25pm	Break
4.25pm – 4.45pm	<u>United Nations Volunteers Programme</u> Speaker: <i>Bill Jackson – Consultant</i>
4.45pm – 5.15pm	<u>Overview of the project</u> Speaker: <i>Moya Wood-Heath, Project Manager, British Red Cross Society</i>
5.15pm – 6.15pm	Free time
6.15pm – 7.00pm	Reception and Exhibition
7.00pm	Dinner in College dining rooms

SATURDAY 23 FEBRUARY 2002

From 7.45am	Breakfast in College dining rooms
9.00am – 9.05am	Introduction to the day
9.05am – 9.45am	<u>Disaster Action</u> Speaker: <i>Pamela Dix – Disaster Action, UK</i> <u>Sweden</u> <i>Vice Admiral Dick Borjesson – Senior Adviser, Ministry of Defence</i> <u>United Kingdom</u> <i>Peter Pearson – Head of Community Safety and Emergency Plans, Essex County Council</i>
10.35am – 11.00am	Refreshments
11.00am – 11.45am	Workgroup session 1
11.45am – 12.30pm	Workgroup session 2
12.30am – 2.00pm	Lunch in College dining rooms
2.00pm – 3.20pm	<u>National Presentations – session 2</u> Speakers: <u>Greece</u> <i>Ioanna Dionyssiou – Staff Officer – Sociologist, General Secretariat for Civil Protection</i> <i>Christos Barouchas – Training Operations, Hellenic Rescue Team</i> <u>Germany</u> <i>Dr Thomas Hoenicke – Deputy Head of Operations, THW</i> <u>Canada</u> <i>Sheena Vivian – Emergency Planner, City and Township of Langley British Columbia</i>
3.20pm – 3.45pm	Refreshments
3.45pm – 4.30pm	Workgroup session 3
4.30pm – 5.00pm	Feedback from workgroup sessions 1 – 3
5.00pm – 7.00pm	Free time
7.00pm	Coach departs Emergency Planning College for St. Williams College, York
7.30pm	Medieval Banquet at St. Williams College, York
11.00pm	Coach departs St. Williams College, York for Emergency Planning College

SUNDAY 24 FEBRUARY 2002

From 7.45am	Breakfast in College dining rooms
9.00am – 9.05am	Introduction to the day
9.05am - 9.35am	<u>Terrorist incident in Omagh</u> Speaker: <i>Mary Brogan – Branch Service Manager, British Red Cross Society</i>
9.35am – 10.35am	Workgroup session 4
10.35am – 11.00am	Refreshments
11.00am – 11.30am	Feedback from Workgroup session 4
11.30am – 12.15pm	Plenary session Chairman: <i>Sir Nicholas Young, Chief Executive, British Red Cross Society</i>
12.15pm – 12.30pm	Competition draw and close of workshop
12.30pm	Lunch in College dining rooms Departure

Appendix 'E'

Workshop Delegate List



Delegate List

AUSTRIA

Austrian Red Cross

Mr Guenther Stummer
Project Manager

Federal Chancellery

Mr Alexander Pschikal
Deputy Director of the Division for International Crisis Management and Humanitarian Aid Operations

BELGIUM

Belgian Red Cross

Mr Bernard Vincent
Head of Training

Ministry of Interior

Mr Pierre Hardat
Counsellor

CANADA

Speaker

City and Township of Langley B.C.

Mrs Sheena Vivian
Emergency Planner

DENMARK

Greater Copenhagen Preparedness

Mr Thorbjorn Nesjan

Information Officer

Danish Civil Protection League

Mrs Nina Lindhardt
Head of League

Danish Emergency Management Agency

Mr Steen Stottrup
Section Commander – Officer in Charge

Danish Emergency Management Agency

Mrs Christine Themsen
Head of Section

Danish Red Cross

Ms Helen Rasouli
Human Resources Consultant

EUROPEAN UNION

Speaker

European Commission

Mr Franz-Josef Molitor
National Expert

Core Group

Red Cross/EU Office

Ms Ute Möhring
Head of Intra-community Affairs Division

FINLAND

Ministry of the Interior

Miss Mirva Wallenius
Senior Officer

Finnish Red Cross

Miss Leena Kamarainen
Head of Finish Red Cross National Preparedness Team

FRANCE

Ministry of Interior, Directorate General of Civil Protection

Mr Jean-Marie Prudhommeaux
Chief of Rescue

GERMANY

German Fire Association (DFV)

Mr Friedrich Meenfred
Regional Fire Officer

German Red Cross

Mr Michael Uibel
Head of Department

Speaker

Bundesanstalt Technisches Hilfswerk – THW

Dr Thomas Hoenicke
Department Head Operations

GREECE

General Secretariat for Civil Protection

Miss Katerina Dionyssopoulou
Councillor of Interpersonal Relations – Colleague of GSCP

Hellenic Rescue Team

Miss Eleni Exertzoglou
Doctor

Speakers:

General Secretariat for Civil Protection

Miss Ioanna Dionyssiou
Staff Officer – Sociologist

Hellenic Rescue Team

Mr Christos Barouchas
Training Operations

IRELAND

Irish Mountain Rescue Association/Irish Red Cross

Mr Diarmaid Scully
National Treasurer/Service and Training Officer

Irish Red Cross

Mr Gerard O'Sullivan
Training Committee

ITALY

Department of Civil Protection

Mr Paolo Ascani
Representative of Volunteer Office

LUXEMBOURG

Ministry of Interior, Directorate General of Civil Protection

Mr Guy Bley
Licenced in Hospital Science

NETHERLANDS

Ministry of Health, Welfare and Sport

Mr Antonie H Zwennes
Head of Crises Control Unit

Ministry of Interior

Ms Ingrid Heetman
Adviser International Affairs

Netherlands Red Cross

Mr Gerrit Van Der Meer
National Co-ordinator Disaster Relief and First Aid

NORWAY

Norwegian Red Cross

Mr Erik Nygaard
Head of Division, Rescue and Disaster Preparedness

PORTUGAL

National School of Mountaineers

Mr Martins Teixeira
Training Instructor

National Service for Civil Protection

Ms Lurdes Mendes

Project Officer, Civil Protection Volunteers, Operational Department

SPAIN

Spanish Red Cross

Mr Rafael Bautista Cordero

Sea or Ocean Search and Rescue and Beach Guarding

Spanish Red Cross

Mrs Adoracion Moreno Sanchez

Emergency Interventions

SWEDEN

Swedish Civil Defence League

Mr Anders M Johansson

Secretary-General

The Swedish Agency for Civil Emergency Planning

Mr Bjorn Andersson

Principal Administrative Officer

Speaker

Defence Ministry

Vice Admiral Dick Borjesson

Senior Adviser

Core Group

Swedish Defence Research Agency (FOI), Division of Defence Analysis

Ms Maria Wahlberg

Researcher

UNITED NATIONS

Speaker:

United Nations Volunteers Programme

Mr Bill Jackson

Consultant

UK

British Red Cross

Ms Jean Greaves

UK Director

British Red Cross

Sir Nicholas Young

Chief Executive

Civil Contingencies Secretariat, Cabinet Office

Ms Julia Fogarty

Deputy Director, Local Response Policy Group

Women's Royal Voluntary Society

Mrs Angela Currie
Senior Emergency Services Manager

Speakers

British Red Cross

Ms Mary Brogan
Branch Service Manager

British Red Cross

Professor John McCCLure
Chairman

Cabinet Office

Mike Granatt
Head of Civil Contingencies Secretariat

Disaster Action

Mrs Pam Dix

Essex County Council

Mr Peter Pearson
Head of Community Safety and Emergency Plans

York City Council

Councillor Irene Waudby
The Right Honourable, the Lord Mayor of York

ORGANISERS

British Red Cross

Mr Martin Annis
Emergency Planning Officer

British Red Cross

Ms June Rudman
Emergency Planning Assistant

British Red Cross

Mrs Moya Wood-Heath
National Officer Emergency Planning

FACILITATORS

British Red Cross

Mrs Marilyn Hähn
Community Services Manager

British Red Cross

Ms Ruth Hillenbrand
UK Press Officer

British Red Cross

Liam Lehan
Acting Emergency Planning Officer

British Red Cross

Mrs Mary Platten
Community Services Manager

British Red Cross

Mr Ian Temple
Operations Director, Yorkshire

British Red Cross

Mrs Glenys Tyler
Assistant Community Services Manager

British Red Cross

Ms Liz Urben
National Officer Community Services

INTERPRETERS

Robert Bowhill

Ms Monique Archer
Interpreter

Robert Bowhill

Mr David Harris
Interpreter

Appendix 'F'

Discussion Group Guidance Notes



Guidance Notes for Delegates on Workgroup Sessions

There are four workgroup sessions during the workshop, each dealing with different subject areas. Delegates will be allocated to a specific workgroup team: A, B, C, or D, and will remain in that team for each of the four workgroup sessions. The workgroup teams will deal with the same subject areas, simultaneously:

- Workgroup session 1 - standards
- Workgroup session 2 - partnerships and joint working
- Workgroup session 3 - management of volunteers
- Workgroup session 4 - an exercise scenario

Two facilitators will support each workgroup team; they will work with the same team for each of the four workgroup sessions, to assist the discussion process. There will be two feedback sessions and each team will be asked to agree how they wish to contribute to the feedback sessions.

Purpose of workgroups

It is hoped that the workgroup sessions will provide delegates with an opportunity to:

- develop their understanding of other countries civil protection infrastructure
- share information on non-governmental organisations' roles
- consider ways in which the contribution of non-governmental organisations' volunteers may be increased within their country's civil protection arrangements
- identify ways in which non-governmental organisations' volunteers could be supported, trained and managed better.

During the workshop presentations and the workgroup discussions, examples of good practice may emerge. It is essential for delegates to appreciate the importance of adapting roles and methods of working to the civil protection infrastructure of an individual country; what appears to be an excellent example of good practice in one country may not be possible nor feasible in another.

Background Information on workgroups

Session 1 - Standards

Objective: to explore the subject of standards within each country and within each organisation.

What is the situation now? Is there a culture of common standards within an organisation, between non-government organisations, between government and non-government organisations? Within the civil protection environment is it of value and relevant to have common standards? Are there models of good practice? What are the main issues and problems with establishing and maintaining standards and is it feasible for them to be common standards shared by government and non-government organisations? Do EU rules prevent the adoption of common standards?

Delegates may wish to include the following elements: training – provision and funding; range of skills and skill levels; accreditation of volunteers; monitoring and evaluation; exercising; equipment – range and quality, provision and funding; multi-disciplinary opportunities; standards for daily service provision and civil protection response.

Session 2 - Partnerships and joint working

Objective: to consider how the range of services and skills required in a civil protection response are provided in different countries.

Is partnership and joint working a recognised way of working? Are there examples of good practice? Is there an alternative model, which could be offered? Which organisation(s) should be responsible for implementing and driving this method of working? Are there arrangements in place to obtain additional resources in large-scale emergency situations?

Delegates may wish to include the following elements: the relationship between government and non-government organisations; the relationship between non-government and non-government organisations; funding; planning fora; publicity and publications; cross-border support; roles and responsibilities.

Session 3 - Management of volunteering

Objective: to recognise the importance of good human resources policies and practices when working with all personnel.

Is the existence or otherwise of legislation and guidance on the role and contribution of non-governmental organisations' volunteers a significant factor in the quality of volunteer management? How common is the culture of volunteering in countries? Are the themes of appropriate recruitment, selection, training, supervision, support and management of volunteers either in existence or effective within volunteer organisations operations and practices? Are there good examples and models to commend to others? Stress awareness and management is a subject of growing interest and importance in some countries – is this an area where there are opportunities for shared learning?

Delegates may wish to include the following elements: legislation; volunteering culture; citizenship; employment policies and practices; common training facilities; valuing volunteering; shared management by government during a response.

Session 4 - Exercise scenario

The exercise will be a round table discussion, not a practical exercise. The scenario will be designed to draw together the learning from the presentations, the exhibition and workgroup discussions. It should give delegates the opportunity to focus on the role and contribution of non-governmental organisations' volunteers in civil protection and will include the elements of: planning, response, cross-border support and roles and responsibilities.

Appendix 'G'

Workshop Presentations

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Presentation by Franz-Josef Molitor, European Commission

On behalf of the European Commission and in particular of the Commissioner of the General Direction Environment, Mrs. Wallström, who is responsible for Civil Protection matters, I would like to say to you all a warm welcome and best wishes for a successful workshop.

In our society, as well as in our personal environment, technologies are being introduced with increasing strength. By that I do not only mean information technology, such as PC's, telecommunication, etc. Technologies bring us many advantages, it supports us in our daily, everyday task (in our jobs, at home) and also in our free-time activities. Nowadays, many technical achievements can hardly be excluded from our lives. On the other hand, we must not neglect the disadvantages / enslavements that these achievements bring about. Dependency is associated with risks: Risks, which in many ways one must cope with.

The protection of the public against possibly threatening risks / dangers or against emergencies / disasters that already happened is usually a task of the public administration inside the Member States of the EU and also non EU-countries. This task is specified generally with the term "Civil Protection". I gladly call it "Querschnittsaufgabe" in German perhaps "Crosswise task" in English, as in this task an abundance of technical sub-fields (law, health, environment, traffic, afforestation, sewage, etc) melts together with the actual intervention tasks (intervention of the different teams, forces).

In an already occurs disaster / case of damage, decisions must partially be taken very quickly and under high pressure for action.

Nevertheless, a substantial responsibility remains with the citizens itself as their own protection and their own security is concerned. In fact, the ability and capacity of the citizens to protect themselves as well as their neighbours remains a decisive element in the first phase after an event, accident, emergency, disaster.

Another unrenounceable element of mutual assistance is the commitment of volunteers and honorary people inside organisations (public, private), which are merged / integrated into the stately / public Civil Protection system.

Therefore, this commitment is unrenounceable, especially because without the volunteers' performance, which give a contribution to the system, public budgets would have been strained and loaded even more heavily and because in the absence of volunteers this would have requested for further persons to be employed in the system. Surveys showed that the economic benefit of the active employment, of the active participation of citizens for the well-being of the society –solely in the Member States of the EU- contributes for a three - figure amount (in billions of €). Worldwide, this amount might still be substantially higher.

The financial aspect is certainly very important; however, it seems significantly more important to me that, on the hand of this commitment, the will for active participation in society and state is expressed and thus an identification with the Community arises.

To take over responsibility at all levels, in all areas and to the maximum possible extent shows the will for the co-designing of one's own surrounding environment, i.e. there where the people feel at home. Thus, and not least important, the principle of subsidiarity becomes alive.

The large advantage, which the participation of volunteers and honorary people inside organisations brings about in the disaster prevention and preparedness, lies in the treasure of experiences that the members bring in. Experiences that possibly come from other areas, which can be useful however for the work and which, last but not least, can further develop the system of protection.

Which is then the function of the Commission (far away from the site) should nevertheless take up in this relatively strongly decentralised protection system? Certainly not the one of an insistence of decision.

However, it can render valuable support, in particular for cross border events exceeding state borders in form of co-operation and information exchange between the Member States (in force since the 1.1.2002 with the Community Mechanism to facilitate reinforced co-operation in civil protection assistance interventions)


With the so-called action programme it promotes actions by the Member States in the field of civil protection at all administrative levels. In particular the cross-border exchange of experience and information within the European Union is encouraged, if and only if the Member States demand this support for the realisation of their tasks in this area. It is not to remain unmentioned that the exchange of "lessons learned" and sharing of results of research projects is included in the programme.

The now starting workshop is such an activity in the frame of the civil protection action programme to support and supplement. In particular the aims to develop guidance and recommendations to assist governments and NGO's to work well together and to achieve the strengthening of relationships between statutory and voluntary organisations can facilitate civil protection in the fields of prevention and preparedness.

For this reason, my special thanks go to the leader of the project and organiser of the workshop who created a forum in which information, experience and know-how can be exchanged at international level. My own experience, in particular at an international exchange level taught me that exchanges with others only bring profit to all.

Therefore I would like to encourage you (ladies and gentlemen) to participate actively in the workshop and to take use of this extraordinary opportunity for discussion and for exchange of experience.

Thank you very much for your attention!




Role of NGO Volunteers

Building resilience...

...and protecting the decision maker

Mike Granatt CB
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www.ukresilience.info

Civil Contingencies Secretariat




Role of NGO Volunteers

Resilience

- The aim of the CCS is *resilience*; the ability at every relevant level to detect, prevent and, if necessary handle disruptive challenges.
- It comprises: learning and planning, abilities and resources, watchfulness, co-ordination and co-operation. It needs to be sustained by culture.

Civil Contingencies Secretariat




Role of NGO Volunteers

Network society - global village

- Boundaries are permeable and changeable
- Everybody can have global reach
- It's not just infrastructure - it's business process and content
- National daily life is sustained by transnational networks of unprecedented complexity and uncharted dependencies...
- ...which is why Balearic buses can ground Jamaican Jumbos

Civil Contingencies Secretariat



Role of NGO Volunteers

The emotional tsunami

- Considerable disruptive energy may be undetected until forced to the surface
- Small events may accumulate
- Simmering public mood ignite
- Changes in perception cause surges in demand
- But undetected does not mean undetectable.

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Role of NGO Volunteers

Communicating complexity

- The world gets more complex but the news media is dumbing down
- There is an infectious disease abroad - Anglo-Saxon news values
- The world is impatient - everything must fit a soundbite
- Crises rob us of time
- There is very poor understanding of risk

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Role of NGO Volunteers

Atishoq at ishoq..

- Highly optimised businesses
 - have excellent operational effectiveness
 - suffer significant lack of resilience
- Business Continuity Plans (BCPs) prepare for the house to burn down
 - not the street
- Community glue is a rare commodity

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Key assumptions

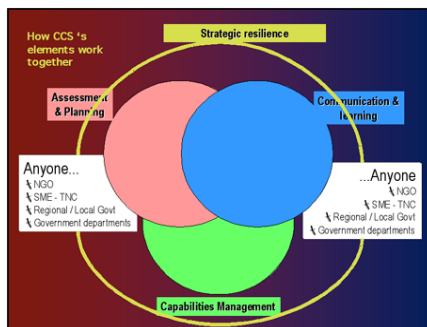
- The future is getting more uncertain - we know less and less about more and more of it
- Disruption and crisis will continue to become more likely and challenges will be asymmetric
- But we do know
 - we want institutions to survive those risks
 - we must identify relevant risks and act as early as possible
 - we must stay ahead of the game
 - we must not be paralyzed by fear of complexity

Role of NGO Volunteers
Civil Contingencies Secretariat

Network society and asymmetry

- Reactive strategy is a disastrous response to asymmetric threat. It will always deliver too little, too late
- Any strategy must be proactive; targeting and calibration must be informed by good information
- Every relevant technique must be used and co-ordinated - it's campaign time

Role of NGO Volunteers
Civil Contingencies Secretariat



The service to departments

- Early warning of possible challenge
- Early help with planning
- Early help with process and augmentation
- Early help with internal & external communication
- Timely discussion of scale-up & exit strategies
- Timely move to central/collective management
- **Ownership**

Role of NGO Volunteers
Civil Contingencies Secretariat

Post September 11 research

- 15 focus groups, 21 depth interviews
- Aim: to inform the quality and timing of public information in response to/preparation for terrorist attacks

Role of NGO Volunteers
Civil Contingencies Secretariat

The consultation

- Discussion document comments closed 31/10
- Proposals:
 - LA statutory responsibility to develop EP arrangements with partner agencies - emergency services, health authorities, Env. Agency, utilities, transport operators, Government Departments
 - LA EP expenditure support through SSA
 - further issues identified - guidance and monitoring, LA's partnership and leadership role, responsibilities and roles at national and regional level

Role of NGO Volunteers
Civil Contingencies Secretariat




The responses

- 267 written responses, half from LAs
- 335 participants 7 workshops
- 94% support for statutory partnership and LA leadership proposals
- 51% support for SSA funding arrangement
- Strong support for framework linking national, regional, local government; supporting local EP and response; promoting partnership at and between all levels

Role of NGO Volunteers

Civil Contingencies Secretariat



Next steps

- Summary of responses for CCS website (www.ukresilience.info)
- Project team will develop proposals for legislation in consultation with stakeholders
- Legislation subject to Parliamentary programme...
- ...but no decisions yet made

Role of NGO Volunteers

Civil Contingencies Secretariat



CCS WEBSITE

National information
Local and international links
Available to support local disaster response

www.ukresilience.info

Role of NGO Volunteers

Civil Contingencies Secretariat



*Decisive moments
need decisive people
who can focus
on decisive issues*

Role of NGO Volunteers

Civil Contingencies Secretariat

Presentation by Bill Jackson,
Consultant to the United Nations Volunteers Programme,
To the Workshop on the Role of NGO Volunteers in Civil Protection,
Emergency Planning College, York
22 February 2002

Thank you for the kind invitation to me to make a short presentation on behalf of Sharon Capeling-Alakija, Executive Co-ordinator of the United Nations Volunteers programme ("UNV"); and to base the presentation on both the experience which UNV has amassed during 31 years of operation and on what the programme - and indeed the world and his wife - have been able to learn from the UN International Year of Volunteers ("IYV 2001"), which formally ended on December 5th last.

[A word in passing about the UNV programme. It was established in 1971. Some 5,000 UN Volunteers every year, drawn from approximately 150 countries including all represented here today, serve in UN and national and local initiatives in a similar number of countries. The volunteers have basic and often postgraduate qualifications and several years of experience in their field, and their average age is around 39. Assignments are anything from two months to two years or more, depending on the task. They range from agriculture, health and education to emergency aid, the promotion of respect for human rights, and mounting and monitoring elections. In the emergency context, UNV does not seek to be a body of first resort - a role which it feels is more appropriate to the Red Cross/Red Crescent, Medecins sans Frontieres and the like. You will find UNVs more in refugee camps, in demobilisation of civil war soldiers and in logistics positions alongside e.g. the World Food Programme or the International Organisation for Migration. For its recruitment in Europe, the UNV programme works in partnership with e.g. Mellefolkeligt Samvirke in Denmark, AFVP (France), DED (Germany), APSO (Ireland), FOCSIV (Italy), SNV (Netherlands), VSO (UK), etc. *Address: United Nations Volunteers, Postfach 260111, D-53153 Bonn, Germany; Website: www.unv.org*]

Volunteers, in the four interlocking areas listed by Professor McClure, volunteers in the broadest sense of the term at least, will certainly want to play a role in virtually every civil emergency which you handle. The first "volunteers" on the scene are of course the survivors, immediate neighbours helping each other in the area affected. And I suppose the second wave are the people of next-door villages and towns who flock to assist. The Kobe earthquake was an interesting example: it is said that some 20-30,000 people from elsewhere in Japan wanted to help. Volunteering is not a deeply rooted concept in Japanese society, and it was this spontaneous outpouring of desire to help - with which the administration both local and national was not geared to cope - which led in part to Japan taking such a prominent place in promoting the idea of an international year of volunteers.

So, a very early consideration for a national or international non-governmental organisation (NGO or INGO), which enters into an emergency situation to complement such statutory provisions as there are, must be to be able to organise itself rapidly in the hurly-burly on the spot. And, one hopes, mobilise from among these first waves of volunteers - whom we might reasonably term "amateurs" - those who may be able to contribute significantly to the ongoing operation, because they know at first hand the terrain, the people affected, the climate, the customary supply routes, etc, in a way which outsiders cannot.

If we make that - I hope not too invidious - distinction about "amateurs", it is because I imagine that we share unanimously in this room the conviction that NGOs and INGOs should only intervene if they intend to make - and are fully capable of making - a "professional" input. This professionalism can range from the simplest level, where the Red Cross/Red Crescent society member has a thorough knowledge of First Aid, whereas the villager or slum neighbour may not, through to more sophisticated skills. But, in particular for the recovery phase of the operation, it should consist of several other ingredients as well, besides previous experience: these surely must include

- an awareness that probably every people, nation, tribe in the world has its traditional mechanisms for coping with the disasters - natural or non-natural - which life throws at them. Alongside that awareness, there needs to be a conviction that the quickest and fullest recovery will be made if these mechanisms can be tapped by the NGO/INGO and not ignored
- an equal conviction that, whatever interventions the NGO/INGO is to make, they should be such as to "do no harm". This of course requires prior research and training: it is not knowledge which can be acquired "on the run". How many stories have we heard down the years of too many wells being dug, so that the water-table was rapidly exhausted; of the local patterns of agriculture and food supply being destroyed by the bringing in of too much external food aid; of completely inappropriate foods or medicines being introduced?

That is for me all simply evidence that, to get to the point where we have these cadres of professionally competent volunteers on the ground, there has to have been a great deal of preliminary work "backstage", at your office in the country in question, if you have one there; or, more likely back in your own country. This is where I think that we can say that the International Year of Volunteers will be seen in due course to have helped greatly, in publicising right around the world the concept and the achievements of volunteers: (there were more than 100 National Committees).

The Year had four objectives:

- to enhance the recognition of volunteers and the contribution which they make (e.g. to social inclusion and economic development)
- to enhance the facilitation of volunteer service
- to enhance the networking of successful approaches and of best practice in volunteer work
- to enhance the promotion of volunteer service, in terms both of needs which can make use of volunteers, and of opportunities to serve.

Many volunteers are "benevoles", as the French say: that is, they receive no remuneration for the service they give. It stands to reason that, whether not remunerated at all or at appreciably below market rate, all volunteers deserve to be recognised, to be thanked. They don't particularly ask for this - indeed they will all say that, even if intangibly, they gain more than they give. But some volunteers are indeed heroic - one thinks of volunteer firemen from Helsinki to Funchal, or those of New York last September 11. One thinks of volunteers in Italy who rescue people from forest fire and flood. Or disabled volunteers who work for their fellows. Recognition at a ceremony on, say, December 5th (marked globally every year as International Volunteers Day), is very appropriate: the Whitbread Volunteer Awards here in the UK exemplify this very well. The Slovaks have proposed an annual European "Beneficium", a televised celebration of volunteers - it would be a much better use of airtime than the European Song Contest!

Volunteers are assigned tasks within an operation. Like any other operation, there is a need for management. As part of that, appreciation by the volunteers' manager of the service which they render will boost their motivation.

Facilitation is also essential. Through IYV 2001 national governments and regional and local administrations in every country have been urged to bring about partnership between the State and volunteer-based initiative. Different countries are of course at different stages in this. In the United Kingdom there is a Compact between the Government and the voluntary sector, mediated by the Home Office (= the UK ministry of the Interior); and IYV 2001 saw a series of Parliamentary Hearings on aspects of this partnership. In Ireland the Year was a peg on which to

hang widespread consultation of all concerned, following a White Paper, regarding the measures needed there to facilitate volunteer service better. In France the Year coincided with the centenary of the Law of 1901, which has governed arrangements for "la vie associative". The German Government pledged itself early in the Year to legislating a number of improvements sought by the voluntary sector. In countries of the former Soviet Union, it will take a generation or two to rehabilitate the very word "volunteer", personal initiative having been frowned on and the word prostituted by the coercive Lenin "volunteer" Saturdays. In developing nations, as elsewhere, entrenched politicians can be suspicious of the empowering role of what they see as radically minded NGOs. But, wheresoever, volunteer work needs to be facilitated.

As well as funding, facilitation can also come in the shape of a fine facility like this one here in York, and the training which it provides. Or in support for human resources development. The International Federation of Red Cross and Red Crescent Societies reckons to have 100 million volunteers around the world. We in UNV were absolutely thrilled when the Federation said early on that it would back IYV 2001 to the full and make use of the Year for its own purposes: it felt that it had always been asking things of those 100 million people and never really given them anything back, which could not only make them more effective for the movement but simultaneously enhance their lives.

All these elements are part of that "backstage" activity. And they have to be carried on with great sure-footedness. One has to avoid asking too much of volunteers, unduly relying on them. One has to avoid exploiting them - they should not be a substitute for full employment. One has to bear in mind legal checks and balances where these exist (and remedy the fact where they don't). When is a volunteer not a volunteer, for example? In the UK it is when you pay a regular long-term volunteer, in, say a hospital or the office of a charity, a flat rate for expenses, rather than reimburse his or her *actual* out-of-pocket expenditure. Volunteers (particularly those who go abroad or overseas for longer periods) should - despite their not formally being "employees" - be protected in terms of social welfare entitlements on a par with other workers. Any and all volunteers should be adequately insured against accident and Third Party liability. Their security must at all times and in all situations be a paramount concern. Post-traumatic stress counselling needs to be available. Feedback of your volunteers' experience and formal evaluation of your operations should of course be part and parcel of refining your approaches and seeing what works best. And operating a standing roster or register of volunteers, whom you have pre-selected and are willing to go on assignment, may allow you time to consult them on their own thinking, and thus bring them in so far as possible on your planning.

Ladies and Gentlemen, you have a very broad agenda and I could go on for much longer than we have time for! But there are a few further thoughts which I would like to throw in at this stage, in case you find them relevant this evening, tomorrow or Sunday. Some may of course may not be relevant because your country has already dealt with them or because you consider they relate more to the developing world than Europe. So, I will phrase them as questions rather than statements. For example:

- could there profitably be closer linkage between, on the one hand, NGOs which want to help with civil emergencies and, on the other, the official provisions and organisations of what is called in the UK "Emergency Planning"? Emergency Planning in the UK and Civil Defence in Ireland have, I think, always been under-resourced. At a time when standing armies are more and more to be seen carrying out wider roles within humanitarian relief and peace-keeping operations, might it make sense for you and the Civil Defence side of things together to formulate clearly the complementary assistance which you could and would like to render? (By the way, I was very pleased to note on the prospectus of the Emergency Planning College a course in Civil and Military Co-operation in Integrated Contingency Planning.)
- there is a new subject in the school curriculum here in the UK - Civics/Citizenship: I wonder, is First Aid a compulsory item in that curriculum? And Volunteering? Even

- some notions of Disaster Preparedness? Have your organisations made any representations to the education authorities along these lines? Could you issue written materials which would be of help to teachers?
- it seems to me that you could greatly enhance the attractiveness of your work to prospective new volunteers, both younger and older, if it is seen to have an exciting international dimension in which they would have a good chance of joining. To what extent do the Red Cross/Red Crescent movement, Medecins sans Frontieres or other such operational bodies have international exchanges, not just of staff but of volunteers, or international workcamps between their member countries?
- your main international dimension here this weekend is European in scale. Have you sought to mobilise some of your 18-25 year-old members/volunteers through the European Volunteers Programme, led by the European Commission? This could take them to assignments with your opposite numbers anywhere in the European Union.
- a small number of the best and most experienced of your volunteers in emergency operations could well aspire to become United Nations Volunteers, which could lead to them working alongside staff of such bodies as the UN High Commissioner for Refugees, The UN Office for Co-ordination of Humanitarian Affairs, the World Food Programme, etc. This also might add to the attractiveness of your own programmes, if it could be arranged and then made known?


I look forward to remaining with you throughout the weekend. Thank you.



The role of Non-Governmental Organisations in Civil Protection in European Member States and European Economic Area Countries


A British Red Cross led project funded within the framework of the European Community Action Programme for Civil Protection

Moya Wood-Heath: British Red Cross Society




Purpose

To enable European Member States to understand better the contribution that Non-Governmental Organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully



Project phases

- phase 1: preparatory
- phase 2: workshop
- phase 3: final report




Phase 1: preparatory

- formation of core group
- research
- questionnaire
- site visits

Roles of NGO's volunteers

- are NGOs involved in practical support, emotional support, or both?
- are NGO disaster response roles an extension of their daily service role?



NGO inclusion/exclusion

- are NGO's included in:
 - » pre-event planning
 - » joint training/exercising
 - » post-event de-briefing?
- do NGO's talk to each other?
- do NGO's and Government Organisations talk to each other?
- are independent volunteers included?

Support to volunteers

- what is the level of emotional support available to volunteers?
- how does this level of support compare to that offered to:
 - » professional responders
 - » individuals affected by the disaster?

Civil Protection - post 11 September

- are NGOs involved in reviews?
- how do you sustain the response?
- international dimension of incidents
- who considers cultural issues?
- cross-border support
- does scale of response affect quality?

Workshop aims - 1



- < to accept the hypothesis that volunteers have a role to play in civil protection arrangements
- < to examine the extent to which volunteers are involved in planning and response
- < to explore the contribution of volunteers through examples

Workshop aims - 2



- to consider the implications for expansion of NGO involvement in planning for and responding to emergencies
- to develop guidance and recommendations to assist governments and NGOs to work well together
- to achieve a strengthening of relationships between statutory and voluntary organisations

Delegate pack



- programme
- delegate list
- workgroups
- workgroup notes
- competition form
- questionnaire

Workshop activities



- presentations
- exhibition
- discussions
- fun



Disaster Action Contact Details



- ▲ www.disasteraction.org.uk
- ▲ Pamela Dix:
pamela_dix@daction.freemove.co.uk
- ▲ Tel./fax: 0044 01483 799066

Disaster Action



- ▲ Members are survivors and bereaved from major disasters
- ▲ Primary aims, to:
 - ▲ Achieve adequate corporate accountability
 - ▲ Raise awareness of the care needed in the aftermath of disaster
 - ▲ Support bereaved and survivors

Disaster Action's Primary Aims



- ▲ Support people bereaved in, or survivors of, disaster
- ▲ Raise awareness of the care needed in the aftermath by those affected
- ▲ Achieve adequate corporate accountability

Why Am I Here?



- ▲ To look at the human needs created by a disaster
- ▲ To consider how you might meet those needs

When Disaster Strikes

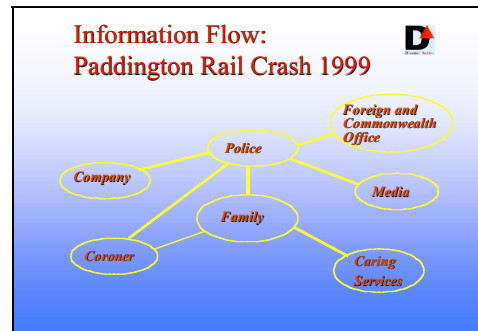
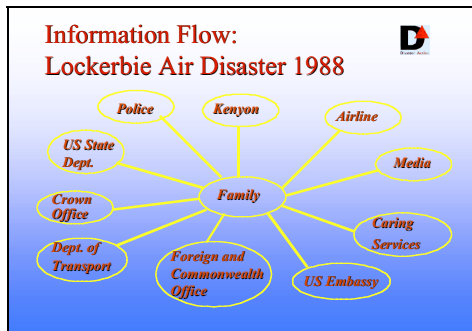


- ▲ What information would you want?
- ▲ When would you want to know it?
- ▲ Who would you expect to be in contact with?
- ▲ How would you wish to be treated?
- ▲ What about the future?

Lockerbie Air Disaster



- ▲ 747 exploded 6 miles above Lockerbie
- ▲ 270 people - of 21 nationalities - killed
- ▲ 17 bodies unidentified
- ▲ 658 bags of human remains collected
- ▲ Search area of 845 square miles



- ### Recommendations
- ▲ **Recognise** that the bereaved and survivors have special needs
 - ▲ **Understand** that every decision taken in the aftermath will affect the families
 - ▲ **Create** a workable friends/relatives/survivors liaison system
 - ▲ **Facilitate** informed choice and *give* families access to information
 - ▲ **Treat people as you would wish to be treated**

Vice-Admiral
Dick Börjesson

Role of Non-Governmental Organizations' volunteers in Civil Protection in Sweden

The role of Non-Governmental Organizations is a very important part of the Swedish system for Emergency Planning and I am very honored to be one of the speakers on this workshop dealing with corresponding issues. I will try to make a short description of the existing Swedish system but also present some of the trends and ideas for the future which are discussed in the Swedish society at the moment.

First some short comments on my background. I am a naval officer and I ended my military career as C-in-C Royal Swedish Navy 1990 – 94 and C-in-C central Joint Command 1994 – 98. Since 1998 I am working as a senior advisor to the Minister of Defence.

During my time in the Armed forces especially during the last decade I have had the privilege to cooperate with many of the Swedish volunteer organisations. One of the main tasks for a joint commander in Sweden is to cooperate with the civil society and to execute exercises for those responsible for military defence and civil protection. That might have been one of the reasons why the Government in the end of the year 2000 appointed me as chairman of the Commission of Inquiry on volunteers in the Swedish Total Defence. The Commission finalised its task and handed over its recommendations in February 2001 and the government is now preparing a bill to the Parliament on the use of volunteers in the future military preparedness for war and in emergency situations in peacetime. This bill is planned to be handed over to the Swedish Parliament in March and a decision can possibly be made in June this year.

Before I comment on the use of volunteers in the Swedish emergency planning just a few words about the Swedish Total Defence. It is regulated in a Parliamentary Act – a special law - that describes the Total Defence not as an organisation but as activities. It is divided in to parts – Military Defence and Civil Defence. In peacetime the task for the Total Defence is to prepare Sweden for war and in wartime it is all activities of importance for the Swedish society. However, the latest decisions on defence during the 90-ties have widened the peacetime tasks so the law today prescribe that resources created for the Total Defence also should be used to support international peace operations and to strengthen the Swedish society in severe emergency situations.

The Commission of Inquiry on volunteers in the Swedish Total Defence established that volunteers are very important when it comes to situations where the Swedish society is struck by extreme strains both in peacetime and in times of crises and war. Therefore the Commission suggested that the future Total Defence or rather the Societies emergency plans could be described as resting on three pillars: Military defence, Civil defence, and Volunteer Organisations for defence and extreme situations. The first two are mandated by different authorities but the third is dependent on the willingness among ordinary people to engage and take responsibility for their own, their family's and the local community's security or to support a selected part of the emergency organisation.

(See picture1).

I don't think that nor the Swedish Government or the Parliament will make any changes in the present law in order to describe the third pillar but, nevertheless, since many years the government has issued special regulations for Total Defence Volunteer Organisations.

The present Total Defence Volunteer Organisations are shown below

At the moment there are 24 different organisations mentioned there. However, in reality there are five more organisations which are associated with the CFB, Central Federation for Voluntary

Military Cadre Training. In addition to those 29 organisations several other already have submitted or are considering application for membership as Total Defence Volunteer Organisations.

The Voluntary Defence Organisations are associations which have come about on the citizens' own initiative and they are and should be independent in relation to each other and to the authorities they collaborate with. The total membership of the organisations is about 852,000. That should be related to the total number of 9 million inhabitants.

A comprehensive description of the Swedish Total Defence is shown on the following two picture as well as some of the responsible authorities for important sectors.

The rescue service in Sweden is regulated by a Parliamentary Act (Räddningstjänstlagen 1986:1102/1992:1147) which describes the responsibilities for governmental organisations concerning rescue operations in the mountains and search for disappeared persons (the police), at sea (the Swedish National Maritime Administration), in air-accidents (the Swedish Civil Aviation Administration), decontamination of pollution at sea (the Swedish Coast Guard) or radio-active pollution (the Swedish Radiation Protection Authority). On the local level the municipal executive boards are responsible for all other rescue operations within each municipality's borders. Two weeks ago a governmental committee suggested some changes and complements to the present Parliamentary Act on rescue services but the overall system will probably still be the same as I just described.

- *ÖCB, the Swedish Agency for Civil Emergency Planning* endeavours to develop a robust and safe society that can handle severe strains and crises. The threat scenario covers everything from infrastructure disruptions and attacks on information systems, disasters and threats from biological and chemical weapons to military attacks. Later this year the ÖCB will be replaced by a new authority with somewhat extended responsibility.
- *SRV, the Swedish Rescue Services Agency* is the central supervisory government authority for the rescue services. Its tasks include examining co-ordination between the various branches of the state rescue services, as well as the county administrative boards' planning for the rescue services in the event of a release of radioactive substances. The agency also gains experience from major incidents that have occurred in Sweden and worldwide.
The agency also implements rules for safety in relation to the transport of dangerous goods by road and rail, and co-ordinates the work of the supervisory authorities within this field.
It also develops methods and equipment for use by the rescue services, and is responsible for the training of all personnel in the municipal fire & rescue service brigades. The objective of the municipal fire & rescue service brigades is to ensure that the general public has a reasonable degree of safety in relation to local risks.

Sweden is now in a process of redefining its views on security due to the changes in the political situation in Europe and experiences from recent crises and disasters. Unfortunately we have had recent examples of such situations in Sweden. Big fires, damages caused by storms, snow and ice, flooded areas and search operations for disappeared persons have made it necessary to use volunteers, sometimes in great numbers. But also in situations with many dead or injured people volunteers have contributed not only to the handling of the actual emergency situation but also to the long term psycho-social work which is a necessary part of the rehabilitation process.

Our new widened security concept includes non-military threats and risks of different kinds alongside armed attack. An overall view of threats and risks is being introduced, and the roles of the different actors are modified in order to make the society prepared to handle all different strains.

The roles of Volunteer Organizations are revised in that context as well as the demands the different authorities may have on these organizations. No society and no authority can build up a 100% protection against all kinds of risks and threats. In extreme situations the normal resources any authority have at its disposal will not, for sure, be corresponding to the needs. Therefore the authorities responsible for parts of the society's security must be prepared to use additional resources from other authorities, from companies or from volunteers. Of that reason the Swedish government now requests the different authorities to describe the requirements they have on Volunteer Organizations. In the same way these organizations are encouraged by the government to recruit, educate and train their members in skills of importance for the society's security and peoples survival.

The Swedish government is, as I mentioned, preparing a bill to the Parliament on the future use of Volunteer Organizations in the Total Defence. That is, in my opinion, a clear evidence of the great importance the Swedish political leadership attaches to ordinary peoples engagement and participation in risk reduction, rescue operations or other activities for protection and care in extreme strain situations. But the government is also preparing another bill to the Parliament. That bill will describe the necessary changes in the present system for Civil protection. The main issues in this bill, as I see it, will be that the government will highlight the responsibility for the local and regional administrations to identify and reduce possible risks and threats and to create an organization and readiness to handle strain situations. That will necessitate complementation and changes in the present laws and regulations. But it will also be necessary for the different volunteer organizations to have a close cooperation on local level in order to give the best joint support to the local municipalities.

Another important issue will be the system of financing the measures taken to prepare for and handle extreme strain situations. The Swedish government will not pay for what can be considered as damages that might be covered by normal insurances or if it is obvious that those who have had been struck should have had such insurances. Such costs is considered to be a matter for those responsible for the activities in point. That is also the case when the state by law has defined its demands for security. All legal persons and individuals thus have a responsibility to take action to create a protection against the consequences of accidents and crises.

However the Swedish government is still financing some of the costs for security and readiness by the budget for the Total Defence. Those money will cover the costs for

- Exercises and training in order to give the society on local and regional level adequate capacity to deal with crises and strain both in peacetime and in state of alert
- Measures taken to handle strain situations in peacetime if they concurrently improve the ability to handle situations in times of war or when Sweden participates in international peace operations
- Measures taken to improve the capacity of the Total Defence

Consequently the training and exercises carried out to prepare the handling of "normal accidents" should not be financed by the Total Defence budget. Such measures taken to prevent or reduce the damages in "normal accidents" must be financed by those authorities or firms responsible for the activities in point. Of course volunteer organisations can be used in that context and also get paid for their participation.

The Swedish annual budget for Total Defence is about 45.000 MSEK with a slightly decrease the coming years. One example is shown on picture 5.

As you can see on the bottom line there is a special grant of almost 100 MSEK for support to Total Defence Organisations. That is not the whole truth. The Commission of Inquiry on volunteers in the Swedish Total Defence estimated that the support to the Defence Volunteer Organisations is almost 1000 MSEK per year if you amount the different kinds of contribution made by all governmental, military and civilian authorities. About 500 MSEK goes to real Volunteer Organisation and the rest goes to the Home Guard.

The Home Guard is formally a part of the Army and is included in the territorial defence. But it is recruited on voluntary basis and thus the Home Guard is considered as a part of the "Volunteer Defence" and it is also an important component of civilian disaster readiness. It participates regularly in peacetime strain situations such as search and rescue operations, firefighting in difficult terrain and relief missions in flooded areas or during extreme winter conditions.

The Home Guard has at the moment around 72.000 members, including 22.000 recruited by eight of the Voluntary Defence Organisations (the Voluntary Flying Corps, the National Federation of Voluntary Motor Cycle Corps, the Voluntary Radio Organisation, the Women's Motor Transport Corps, the National Association of Swedish Women's Voluntary Service Corps, the Swedish Red Cross, the National Association of Naval Volunteer Corps and the Swedish Working Dog Clubs).

That means that Sweden's Voluntary Defence Organisations recruit and train citizens on a voluntary basis for tasks within both the military and civilian part of the Total Defence system. They supply the Swedish Armed Forces with trained personnel for wartime postings. They also contribute with their competence to the country's preparedness in various areas of the civil society and gain approval for defence matters and risk reduction among ordinary people by information and guidance.

For that reason the Swedish government and the different authorities responsible for protection, security and rescue operations are prepared to subsidise the organisations depending on their contributions to the Total Defence and their possibilities to support the protection arrangements either by information activities or by having trained personal at disposal in strain situations. The principal model for public funding of is shown on picture 2

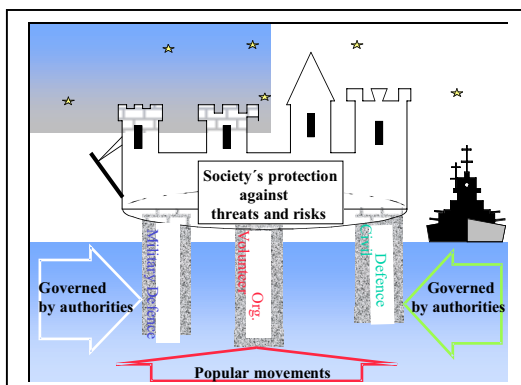
However, it is up to each organisation to apply for membership in the Total Defence and to decide to what degree they are prepared to contribute. Some organisations give extensive contributions to the Swedish society's protection arrangements but have still chosen to be more or less independent of financial support from the government. With reference to my naval background I will give just one clear example of an organisation of that kind.

The Swedish Sea Rescue Society's (SSRS) has by collection campaigns been able to finance the building of an impressive fleet of units for life-rescue operations at sea and to recruit and run an organisation on a constant 24 hours per day all year round stand-by, with the only mission to save lives at sea. In the year 2000 the SSRS operated 85 rescue boats from 45 lifeboat stations. They carried out 657 rescue missions out of a total number of 1165 in Swedish waters and lakes. In other words, the Swedish Rescue Society, a non-governmental voluntary organisation, that year handled approximately 60 percent of all rescue missions around and in Swedish waters.

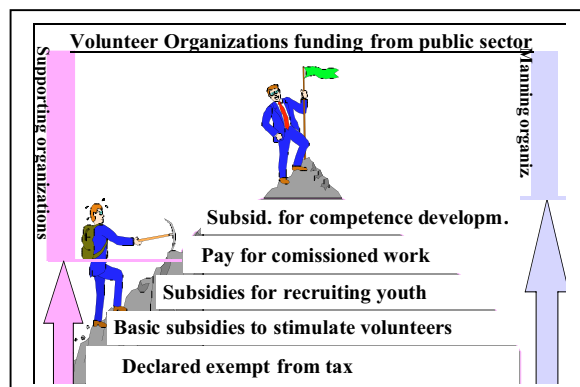
The example shows, in my opinion, the important role voluntary organisations can play if they carry out activities which catch interest from ordinary people and apply to their feeling of responsibility. That is, as I see it, the driving force for any organisation which will contribute to the response to major emergency situations.

Thank you for your attention.



Picture 1



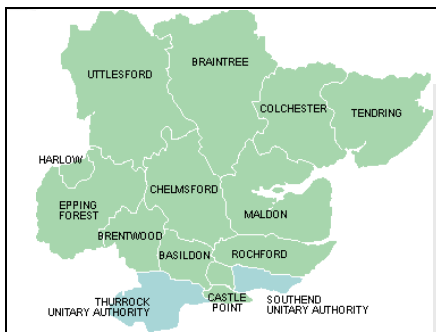
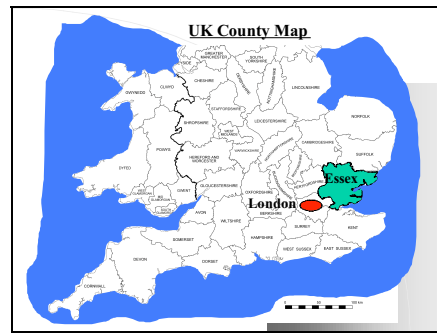
Picture 2



Role of Non-Governmental Organisations in Civil Protection

UNITED KINGDOM(ESSEX)
PETER PEARSON
Head of Community Safety Essex CC

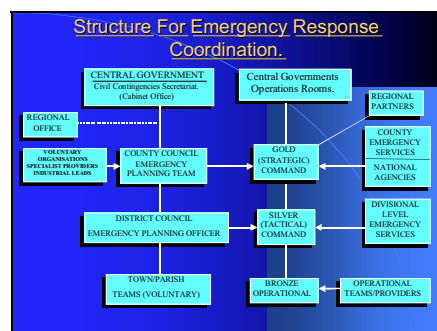


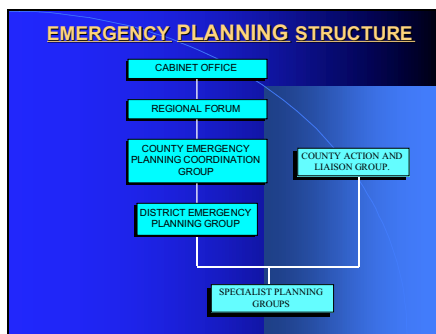
SCOPE OF PRESENTATION

- How Civil Protection is Delivered
- The Use of Voluntary Organisations
- The Partnership – How it Works
- Some Examples Based on Essex Experience

THE UK MODEL

- CIVIL PROTECTION IN TRANSITION
- BALANCE BETWEEN NATIONAL/LOCAL GOVERNMENT ROLES
- THE VARIATION IN LOCAL GOVERNMENT MODELS
- ESSEX





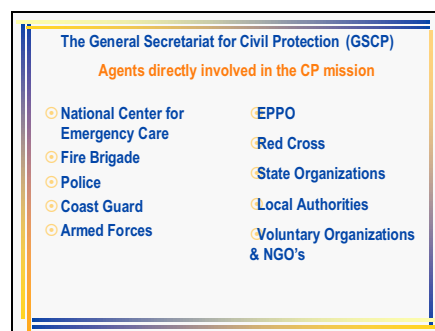
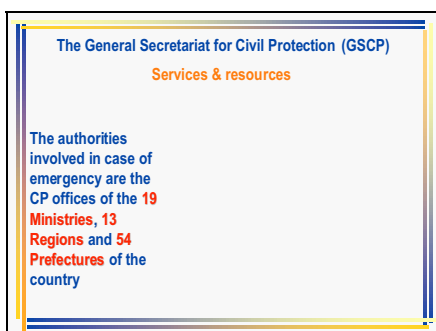
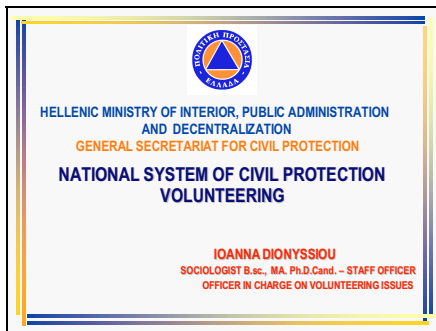
- ### Use Of Voluntary Organisations in the UK
- Voluntary not Amateur
 - Health and Safety – Best Value
 - Support Responders and Victims
 - Clearly defined Roles/Standards
 - Planning - Training – Exercises
 - The Spectrum of Voluntary Organisations
 - Meeting the Costs

- ### Voluntary Organisations as Partners in Essex
- Planning
 - Voluntary Forum
 - Task Groups
 - Training (Multi Agency)
 - Workshops/ Seminars
 - Tabletop Exercises
 - Live Exercises
 - Skills Training

- ### Essex Experience
- Refugee Influx – Stansted
 - Hijack – Stansted
 - Preparation for the Millennium
 - Flooding
 - Response to September 11

- ### Key Points
- Professional relationship based on open honest discussion of requirements and capabilities
 - The need for standards and quality assurance
 - Recognition of constraints
 - Joint training and excellent communications are essential

- ### Questions for the Future
- Valuing and Facilitating Citizen Engagement
 - Addressing the Risk of Larger Scale Disasters
 - Best Value Competition
 - Coping with Protracted Timescales
 - Resourcing Preparedness



One Civil Protection Operations Center (CPOC)

The Mission of the CPOC according to the Presidential Decree 379/1997 is to coordinate all action forces related to CP during the management of emergencies

One Civil Protection Operations Center (CPOC)

Infrastructure

- ISDN lines (2 Mbps)
- VHF/AM-FM radio systems
- HF/SSB radio systems
- INMARSAT telephone
- Video-Conference
- LAN & WAN systems

One Civil Protection Operations Center (CPOC)

Mobile Civil Protection Operation Centers

Two automobile units transferred anywhere by C-130 aircraft

- Satellite Communication
- GSM Communication
- Video-Conference
- TV Receiver & Transmitter
- Video
- Collection of Meteo-Data
- Detection of Toxic Gases

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

The aim of the GSCP is the development of the **National System of Volunteering** for the response to the natural and technological disasters in all three phases:

- **Prevention**
- **Preparedness - Response**
- **Recovery**

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

INDICATES

the State's decision to follow the messages of the new era.

- **organization of society networks**
- **horizontal communication between citizens**
- **active participation and effectiveness of voluntary organizations**
- **point out the intervention capacity of NGO's**

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

COMBINES

- The **classical volunteering**, characterized by the individual motive to the fulfillment of a specific purpose or action and
- The **discipline**, and the ability to foresee which is requested for the CP planning.

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

NEEDS on institutional level:

- the quantitative and qualitative development of voluntary organizations from the citizens themselves
- the obligation of the State to institutionalize:
 - * a law for volunteering,
 - * priorities
 - * procedures

for the development and easing of their cooperation with the voluntary organizations and the individual volunteers

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

THE FIRST 84 VOLUNTARY ORGANIZATIONS ENTER THE RECORDS OF GSCP

- The Volunteering Committee of GSCP under the presidency of the Secretary - General evaluated the applications and selected the first **84 Organizations**
- Those Organizations number almost **70.000 members**
- A significant number of those are in **national range** and are **well equipped and experienced**
- The recorded Organizations are coordinated for their activities by the **Prefecture Coordination Body (S.N.O)** of the Prefecture that the area of their clubhouse belongs.

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

Provision - Support of the Recorded Organizations

GSCP having a budget to offer to the 84 Organizations that were recorded for the year 2001 evaluated the needs of those Organizations on equipment.

The amount that was given for each Organization has been transferred to the Prefectures accounts to buy the equipment each Organization would request.

THE NATIONAL SYSTEM OF VOLUNTEERING OF THE GENERAL SECRETARIAT FOR CIVIL PROTECTION (GSCP)

SELECTION OF EXPERT VOLUNTEERS TO ENTER THE RECORDS OF GSCP

- The Volunteering Committee under the presidency of the Secretary – General at the present time evaluated the existed applications numbered about **250**.
- The selection of the experts is based on both qualitative and quantitative criteria proved by documents the volunteers attach to their application
- About **60 expert** volunteers have been pre-selected

Volunteers vs State

Battle or cooperation?

Christos Barouchas
Hellenic Rescue Team

1

Civil Protection NGO's in Greece

- Large scale organisations (Red Cross Samaritans, Scouts)
- Medium scale (H.R.T., Radio Amateurs)
- Small scale (Usually acting within the boundaries of their region)




Hellenic Rescue Team

2

Operating phases

- Most of the volunteer organisations in Greece, operating in all 3 phases of Civil Protection as they defined by GSCP
 - Prevention
 - Preparedness and response
 - Recovery




Hellenic Rescue Team

3

Hellenic Rescue Team

- Founded 25 years ago in Northern Greece from mountaineers
- Today counts more than 1000 specialized members, situated in 23 prefectures of Greece
- Acting in Greece and abroad




Hellenic Rescue Team

4

Operation fields

- Search and Rescue in mountain, sea, rivers, lakes, caves, etc
- Responding in natural or technological disasters (earthquakes, floods, heavy snowfalls, forest fires etc)
- Providing humanitarian aid in or outside the country



Hellenic Rescue Team

5

Administration

- Independent club branches
- Managing board
- Divisions of:
 - Operations
 - Training
 - Treasury
 - PR and Press room



Hellenic Rescue Team


6



Training

- Training courses for members
- Training courses for non members (Military or other public services personnel)
- Training Seminars
- Training Exercises

Hellenic Rescue Team 7



In case of emergency

- Las, prefecture's, region's or GSCP's appropriate office activate HRT (Hellenic Rescue Team) or
- Our volunteers, after headquarters call activate themselves in an organized way, in order to help individuals or the community


Hellenic Rescue Team 8



Working together with Public Services

- ...is like a marriage!
sometimes we feel like being in heaven,
and sometimes like being in hell!
- Is an experience for all anyway

Hellenic Rescue Team 9



What This Means

- We (Volunteers) have:
The values, the willingness, the human resources and the vision
- They (State services) have:
The infrastructure, budget, hardware and the capability to support

Hellenic Rescue Team 10



The future

- Improve our relationship
- Joined planning for emergencies
- Joined training
- Joined actions when needed
- Summarizing, NGO's cooperating with State, but they have to give a battle to make it work!

Hellenic Rescue Team 11

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

by Dr. Thomas F. Hönicke, Dep. Head Operations, Bundesanstalt Technisches Hilfswerk, THW, Germany

1. Introduction
2. Presentation of the German system of Civil Protection
3. Partnership between Federal States and Federal Government
4. Partnership between GOs and NGOs
5. Partnership between professionals and volunteers- THW as case study
6. How does the system work?
7. Conclusions

1. Introduction

It is really not an easy task to present a complete national civil protection system in 20 minutes. Furthermore a qualified analysis and evaluation of such a system is nearly unfeasible. Nevertheless the existing system in the Federal Republic of Germany works successfully 24 hours a day, in Germany as well as abroad. I believe that it is among of the most efficient ones worldwide.

This contribution is destined to work out in detail the differences between the German system and those of the majority of other European countries. That is why the following principles will be discussed in a more detailed way:

- hierarchical system: every hierarchical level (federation, federal states, municipalities/districts) has its own role to play
- subsidiarity: public authorities only endorse the tasks nobody else is capable or willing to take over
- partnership between volunteers and professionals: in general and on all levels there is a basic structure made up of professionals which is reinforced by volunteers according to the needs
- pluralistic system: the civil protection system is made up of a wide range of NGOs and GOs. Every GO and NGO is more or less specialised in various issues: medical services, rescue, fire fighting etc.

Civil defence and protection

comprises officially:

- Self protection
- Warning
- Civil protection
- Shelter protection
- Control of population movements
- Protection of health
- Protection of cultural property

- This was the German Civil Protection system covers nearly all fields which might be important in case of catastrophes whatever the extend is!!!



Ressources for disaster control

- Fire service (880 fire engines, 880 hose-laying vehicles)
- NBC-protection (1.320 reconnaissance vehicles, 660 decontamination trucks)
- Ambulance service (880 equipment vehicles, 1.760 ambulances)
- Welfare service (1.320 personnel carriers, 880 trucks, 880 field kitchens)

Involved staff



Fire service	20.838
NBC-service	18.480
Ambulance service	17.600
Welfare service	21.120
Total	78.038

The Bundesanstalt Technisches Hilfswerk, called THW is a very good example for the German system in general and for the key role volunteers have to play in particular.

The THW is a Federal Agency, i.e. financed by the Federal Government, depending on the Ministry of Interior. It was created by law in 1950 and has three official tasks:

- civil protection
- extended civil protection and
- technical (humanitarian) aid abroad.

Civil Protection in Germany is within the responsibilities of the Federal States. This way rescue is legally the main task of THW, which finally depends on the place given to it within the system by every Federal State. Since each single Federal State has its own legislation and arrangements including delegation to municipalities and/or districts it is quite impossible to say what the procedures are in case of an emergency in Germany.

- On this map of Germany the main players of the German Civil Protection systems are indicated. This is to give an idea of the pluralistic aspect of the system on one hand and to illustrate the partnership between GOs and NGOs on another.
- There is for instance the ASB, the Arbeiter Samariter Bund, a well known German NGO. It is a medical NGO with roots very close to workers movements. Today ASB is very active in the medical and rescue sector, as well as in humanitarian aid abroad. ASB itself has a federal structure.
- Furthermore there are the fire brigades. The fire brigades in Germany are in general public (municipalities) or private (owned by companies) ones. The public fire brigades are run either by professionals or volunteers. Anyway the equipment, running costs etc. are covered by public funds.
- And there is, last but not least, THW, as mentioned above.
- This is to show that legal status, organisational structure, financing etc. vary from one main player to another.

Chapter 5 is to show the role of volunteers within THW as example. Of course, the importance of volunteers varies from one organisation to another. Nevertheless the general lines are the same for all GOs and NGOs.

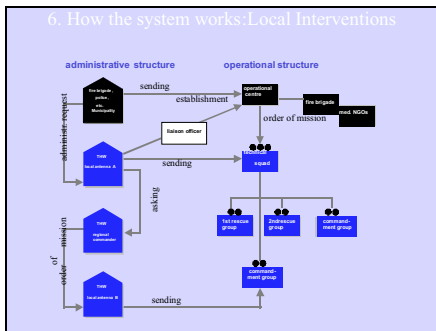
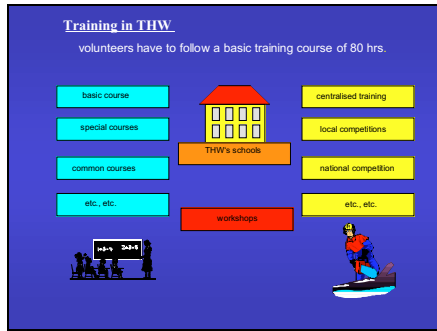
Regarding the overall number of staff it can be seen that appr. 800 professional THW members are the basis of action for more than 60.000 volunteers. In other words: Only 1/60 of the work is done by THW's officers.

Looking at the hierarchic aspect it can be seen that the higher the decision making level is the number of volunteers decreases.

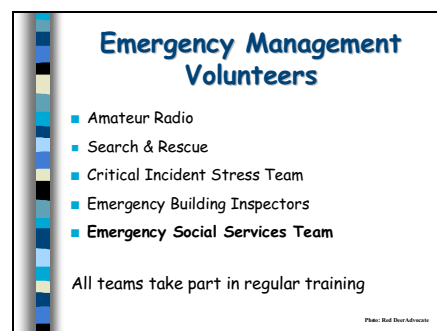
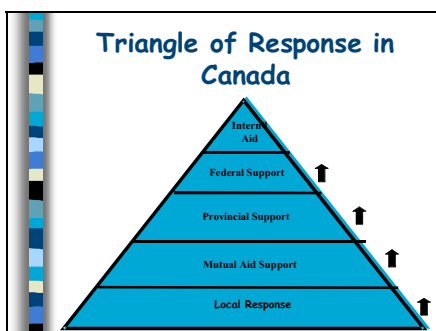
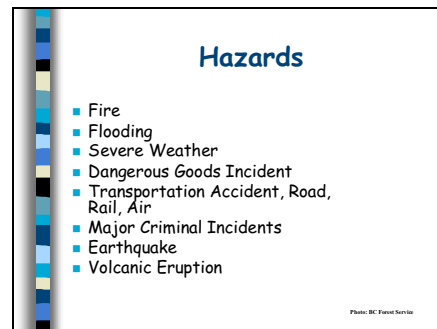
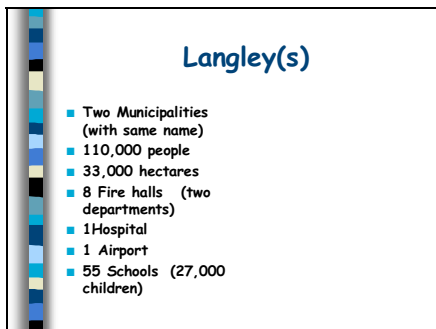
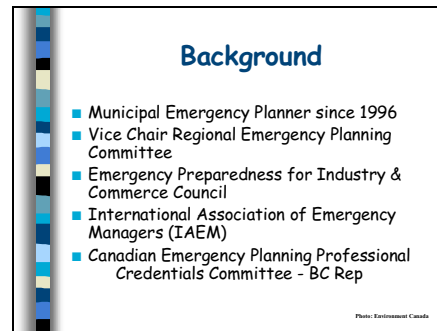
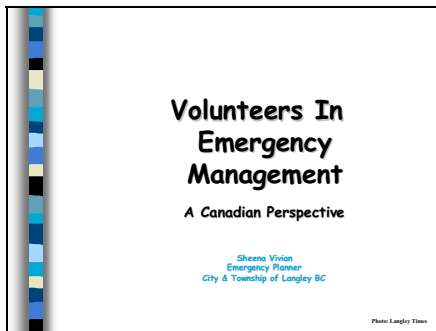
From an operational point of view this structure shows the the practical work on-site is nearly exclusively done by volunteers.

Besides this it can easily be seen that THW, as federal governmental organisation has itself a highly federalised structure: The systeme is decentralised in different fields. THW's equipment is standardised all over Germany. Nevertheless in every Federal State parts of the equipment can be chosen according local needs.

- Finally who can join THW as volunteer? Nearly everybody.
- Among THW's volunteers there are four different groups:
1. Young volunteers: THW as technical organisation tries at first to fascinate youngsters very much interested by technical means: trucks, cars, auxiliary bridges etc.
 2. Active volunteers: They form the big majority of THW's volunteers. But is has to be taken into account that there is still a national (military) service in Germany and THW's volunteers may be exempt from that. Besides this is the case for all other grand players mentioned above. It is very difficult to predict what happens the day Germany establishes a professional army...
 3. Stand-by volunteers: The exemption from the national service can only be done under the condition that volunteers stay for a given time with THW. After that they are free to continue or not.
 4. Elderly volunteers: These volunteers in general are elderly people being active from time to time in training, advising etc.



- 7. Conclusions:**
- volunteers are the key element of a successful Civil Protection System, that is why:
 - 1. The system has to be open to everybody and every element of the civil society.
 - 2. The contribution of volunteers necessitates a legal framework protecting them.
 - 3. Volunteers should have access to professional training, equipment etc.
 - 4. The system should be structured to be attractive for a majority of citizen.
 - 5. The system needs a basic frame made of professionals for management, training, finance, administration and decision making.
 - 6. A partnership between GOs, NGOs, Public Authorities and companies is needed.
 - 7. The organisational structure should be decentralised in order to respond in a flexible way to local, regional, national and European emergencies.



Role of Emergency Social Services (ESS) Volunteers

- Undertake personal and family preparedness
- Participate in training for general ESS functions and chosen area of specialty
- Provide Human Support Services in the event of major emergency or disaster
- Assist the community in its move toward recovery after a major incident

Photo: Richard Collins

Recruiting

- Public Education Events
- Municipal Staff
- Religious Groups
- Incidents
- ❖ Neighborhood Preparedness Program

Photo: Langley Fire Department

ESS Functions

- Registration & Inquiry
- Food Service
- Clothing
- Shelter
- Personal Services

Response

- **Emergency Management Volunteers**
 - Personal Disaster Assistance Team on Call 7/24 (carry pagers)
 - ESS Call-out Tree
- Or
- Automatic Deployment


Photo: Langley Fire

ESS Training - Basic

- ESS Orientation
- Personal Preparedness
- Registration and Inquiry
- Service Providers
- Reception Centre Ops.
- Personal Services
- Fire Extinguisher
- Personal Safety
- Building Inspection
- First Aid
- Food Safe


Training-Specialty

- ESS Leadership
- Managing Walk-in Volunteers
- Group Lodging
- Resource Acquisition
- ESS Admin Support
- Childcare in Disaster
- Pet Care in Disaster
- Personal Disaster Assistance (PDA)



Reception Centre

- Religious or Recreational Facility
- First point of contact with Evacuees
- May be one or more Locations
- Place for obtaining Human Support Services
 - Food
 - Clothing
 - Shelter
 - Information



Langley ESS Support

- Mutual Aid
- Recreation Staff trained in R&I
- Langley RCMP Victim Services
- Langley Ministerial Association
- Red Cross
- Salvation Army
- St. John Ambulance



Walk-in Volunteers

- **Basic Functions**
 - Inquiry
 - Registration
 - Meet & Greet
 - Traffic Control
- **Special Skills**
 - First Aid (Industrial Attendants)
 - Food Service
 - Counseling (Clergy)

Photo: Hydrus Quebec

British Red Cross response to the Omagh bombing

Mary Brogan: British Red Cross

Scope

- setting the scene
- immediate response
- long-term response
- lessons learnt
- planning for the future
- partnerships

Setting the scene

- Rural community in west of Northern Ireland
- good community relations
- population - 25,000
- post-Good Friday Peace Agreement
- emergency plans updated
- Saturday 15 August 1998
 - festival parade
 - 2.50pm bomb alert - evacuation
 - 3.10pm explosion in 'safe area'

31 dead 400 injured

Who responded to the emergency

- Fire Brigade
- Police
- Army
- Ambulance Service
- Health and Social Services - Hospital Health Centre
- bus company
- local authority - Leisure Centre
- members of the public
- British Red Cross
- St John Ambulance
- Order of Malta

Red Cross response - immediate

- | | |
|---------------------------|---|
| At the hospital | At the Leisure Centre |
| • portering | • first aid |
| • signposting | • befriending |
| • befriending | • signposting |
| • listing missing persons | • escorting families to and from mortuary |
| • patient transfer | |
| • refreshments | |
| • assisting nursing staff | |

Red Cross response - long-term

- transport and escort
- wheelchair loan
- first aid
- therapeutic care
- skin camouflage
- inter-agency response forum

Lessons learnt

- planning and preparation
- communications
- call-out procedures
- team-leader role
- identification
- media
- briefing/debriefing

Red Cross response - future

- 2 teams to cover Northern Ireland
- 25 volunteers in each team - 5 leaders
- training programme
- call-out system
- volunteers from all services

Emergency response - partnerships

- government Emergency Planning Unit
- Health and Social Services Trusts
- local authorities
- Ambulance Service
- Police
- Fire Brigade
- other voluntary organisations

European Commission
Civil Protection and Environmental Accidents Unit

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

Franz-Josef Molitor
European Commission
Civil Protection and Environmental Accidents Unit

Page 1

European Commission
Civil Protection and Environmental Accidents Unit

Citizen

- Own responsibility
- Own efforts
- Support by public authorities
- As affected with own needs
- As individual with own ideas

Page 2

European Commission
Civil Protection and Environmental Accidents Unit

Accident , emergency, disaster

- Public system of civil protection
- Different levels of responsibilities, competences
- National response
- International dimensions of impacts
- New approaches

Page 3

European Commission
Civil Protection and Environmental Accidents Unit

Restrictions or Challenges

- Standards vs Subsidiarity
- Standards vs Diversity

Page 4

European Commission
Civil Protection and Environmental Accidents Unit

Possible solution?

Subsidiarity

Standards

Diversity

Think global, act local

Create common basis

Enriches with best practice

Page 5

European Commission
Civil Protection and Environmental Accidents Unit

11th September

- New Dimension of thinkable scenarios
- New Dimension of thinkable approaches to face?

Page 6

 European Commission
Civil Protection and Environmental Accidents Unit

Thanks

- Participants
- Organiser
- Host
- Interpreters
- For your attention!



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 European Commission
Civil Protection and Environmental Accidents Unit

European Commission
Directorate-General Environment
Civil Protection Unit (ENV/B/4) - BU-9



B-1049 Brussels
fax. +32-2-29.90314
e-mail: civil-protection@cec.eu.int
<http://europa.eu.int/comm/environment/civil/>

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Appendix 'H'

Workshop Questionnaire



Please work through the questionnaire completing the relevant boxes either by ticking where appropriate or by inserting information

Question 1

a) Is the planning for the response to emergencies/disasters in a written form, as:

Legislation Guidance None known

Other (please specify)

b) If there is written reference is it produced:

Nationally Locally

Other (please specify)

Question 2

Are the non-government/voluntary organisations' emergencies/disasters roles identified in the planning stage?

Yes No Don't know

Question 3

a) Does joint training and exercising, involving non-government/voluntary organisations, take place as part of the planning and preparedness process?

Yes No Don't know

b) If yes, does it take place:

With government organisations, only With other non-government/voluntary organisations, only

With government NGOs together Regularly Rarely

c) If yes, at what level does it take place Nationally Locally

Other (please specify)

Question 4

Do any of the non-government/voluntary organisations seek payment for their involvement in the response to emergencies/disasters?

Yes

No

Don't know

Is the payment:

A charge to the organisation for each emergency/disaster

Recovery of actual expenses

Other (please specify)

Is this charge agreed in advance?

Yes

No

Don't know

If yes, what is the scale of charges, for example, per person, per vehicle, by hour?

Question 5

Do you have any additional comments that may assist this project?

Name

Country

Analysis of questionnaires completed at workshop

Number of completed questionnaires	19
Number of countries represented by these 19 questionnaires	12
Number of questionnaires completed by GOs	10
Number of questionnaires completed by NGOs	9
Q.1a) Is planning for the response in a written form:	
Legislation	14 (74%)
Guidance	11(58%)
Legislation and Guidance?	7 (37%)
Q.1b) Is the written planning produced:	
Nationally	12 (63%)
Locally (including Regionally)	14(74%)
Nationally and locally?	10(53%)
Q.2 Are NGO emergency roles identified in the planning stage:	
Yes?	19 (100)
Q.3a) Does joint training and exercising, involving NGOs take place as part of planning and preparedness process:	
Yes	19(100%)
No?	0
Q.3b) If joint training and exercising involving NGOs does take place as part of planning and preparedness process, does it involve:	
GOs only	1(5%)
NGOs only	0
GOs and NGOs	17(89%)
Regularly	8(42%)
Rarely?	7 (37%)
Q.3c) Does this joint training and exercising take place:	
Nationally	7 (37%)
Locally (including Regionally)	15(79%)
Nationally and locally?	6 (32%)
Q.4 Do NGOs seek payment for their response to emergencies and disasters:	
Yes	14(74%)
No	4(21%)
Not known?	1(5%)
If there is payment, is it:	
A charge for each event	2(11%)
Recovery of actual expenses	10(53%)
Paid in advance	9(47%)
Not paid in advance	2(11%)
Not known?	3(16%)

General comments

Where there were two or more completed questionnaires from the same country, the following differences were found:

- Q.3** Two countries where one questionnaire said that joint training and exercising took place regularly and a second questionnaire that said it took place rarely (GOs said it was regular and NGOs said it was rare).
- Q.4** One country where one questionnaire said that NGOs seek payment and a second questionnaire that said they did not (NGO said they did and GO said they did not).

Appendix 'I'

Workshop Promotional Leaflet



The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member
States & European
Economic Area
Countries

The Cabinet Office
Emergency Planning College
York, England
Friday 22nd February to
Sunday 24th February 2002



Organised by

British Red Cross

Supported by



European Union

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member States & European Economic Area Countries

Purpose

The European Union has provided financial and active support, through the Union Community Action Programme for Civil Protection, to the British Red Cross to lead this workshop. The purpose of the workshop is to enable European Member States to understand better the contribution that Non-Governmental Organisations' volunteers can make in prevention of, planning for, and responding to civil emergencies and to consider how such contribution can be utilised fully.

Style

The workshop will include a series of presentations by speakers from a number of different countries representing Government, statutory and voluntary organisations.

An exciting exhibition will display information about the infrastructure and civil protection arrangements for each European Member State and Economic Area Country. Delegates will be invited to visit the exhibition at an evening reception.

Themed and facilitated workgroups will enable delegates to share information, ideas, experience and concerns.

The workshop will assist delegates to share good practice and learn from each other in an interesting and participatory style.

Participation

Each European Member State and Economic Area Country is allocated two delegate places, funded by the project, at the workshop: for one Government organisation representative and one Non-Governmental Organisation representative. Each of the funded national representatives will be provided with accommodation and meals for the duration of the workshop, and will be reimbursed the cost of travel between the delegate's home country and the workshop. There is an opportunity for additional, but non-project funded, delegates to attend the workshop at a cost of 415 euros (inclusive cost of workshop, accommodation and meals).

Please complete the attached workshop registration form and return it by post or fax as soon as possible. Closing date for registration for the workshop (funded or non-project funded) is Friday 18 January 2002.

Aims

- To accept the hypothesis that volunteers have a role to play in civil protection arrangements
- To examine the extent to which volunteers are involved in planning and response
- To explore the contribution of volunteers, through examples
- To consider implications for expansion of NGO involvement in planning for and responding to emergencies
- To develop guidance and recommendations to assist governments and NGO's to work well, together
- To achieve a strengthening of relationships between statutory and voluntary organisations.

Venue

The workshop will be held at the UK Government, Cabinet Office, Emergency Planning College, near York, England. The event will begin at 2.00 p.m. on Friday 22nd February and end at 12.30 p.m. on Sunday 24th February 2002.

The Cabinet Office Emergency Planning College is set in an 200 acre estate, 12 miles north of York. It is the UK's leading provider of training in emergency preparedness and the permanent national forum for representatives of local and central government, the emergency services, the private sector and volunteer groups to network and share good practice. The College has an international reputation.

It has facilities for delegates with disabilities. There is a bar, an impressive library, and facilities for snooker, table tennis and multi-gym. There are spacious lounges with TV's. The surrounding woodland is available for walking or jogging, subject to weather conditions.



The Role of Non-Governmental Organisations' Volunteers in Civil Protection
in European Member States & European Economic Area Countries

Workshop Registration Form

The completed workshop registration form, together with the full payment of 415 euros per delegate, where appropriate, should be sent, by 18 January 2002, to the following address:

June Rudman, British Red Cross, 9 Grosvenor Crescent, London SW1X 7EJ, England

Fax: +44 02 7235 7447

Please complete a separate form for each delegate.

Name:

Organisation:

Address for reply:

EU funded place(✓):

Non-EU funded place(✓):

Payment method(✓): Cheque Visa Mastercard/Eurocard Amount:

Card number: Expiry date:

Signature:

Date:

If you need further information about the workshop, please contact June Rudman

Telephone: +44 20 7201 5263

E-mail: jrudman@redcross.org.uk



Appendix 'J'

Workshop Exhibition Panels

<i>Contents</i>	<i>Page</i>
Exhibition title	1
Definitions	2
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Picture montage	4
Disasters in Europe 1991 - 2000	5
Civil Protection and the Red Cross	6
Map showing statistics	7
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National profile summary details	9 – 17



The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member
States & European
Economic Area
Countries

The Cabinet Office
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Friday 22nd February to
Sunday 24th February 2002

Organised by
 **British Red Cross**

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European Union

The Role of Non-Governmental Organisations' Volunteers in Civil Protection

in European Member States & European Economic Area Countries

For this workshop, the following are definitions of a non-governmental organisation and volunteer

Non-governmental organisation

A non-governmental organisation (NGO) is a private organisation that pursues activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development. NGOs are typically value-based organisations which depend, in whole or in part, on charitable donations and voluntary service.

Volunteer

An individual who provides non-profit, non-wage and non-career action for the well being of their neighbours, community or society at large.

Civil Protection Aims

The project has identified the following civil protection aims within EMS and EEAC:




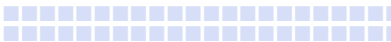



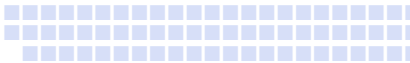



- to shield the population from all possible threats and dangers
- to prevent, reduce and remedy any damage inflicted on people, property and the environment through:
 - reduction of the vulnerability of infrastructure
 - measures to identify and mitigate disasters
 - planning and leading recovery operations during emergencies
 - warning and alerting facilities
 - shelter for evacuees
 - medical facilities
 - relief facilities
 - supply of goods and services
 - self-protection measures
 - nuclear preparedness
 - protection from radiation fallout





Photographs supplied by Reuters News Picture Service

Disasters in Europe 1991 - 2000

Type	Number	
Avalanche/landslide	25	
Drought/famine	16	
Earthquake	37	
Extreme temperature	44	
Flood	134	
Forest/scrub fire	36	
Volcanic eruption	2	
Wind storm	68	
Industrial accident	66	
Miscellaneous accident	50	
Transport accident	186	

Source: International Federation of Red Cross

and Red Crescent Societies'

World Disasters Report 2001

Civil Protection and the Red Cross: a comparative view of roles

	<i>Rescue</i>	<i>First aid</i>	<i>Medical services</i>	<i>Transport</i>	<i>Psycho-social support</i>	<i>Tracing</i>	<i>Public training</i>
Austria	■	■	■	■	■	■	■
Belgium		■		■	■	■	
Denmark		■			■	■	■
Finland		■			■	■	■
France		■	■		■	■	■
Germany		■	■		■	■	■
Greece	■	■	■			■	■
Iceland		■	■		■	■	■
Ireland		■	■			■	
Italy		■	■	■		■	
Luxembourg		■	■	■		■	■
Netherlands		■	■	■	■	■	
Norway		■	■		■	■	■
Portugal		■	■		■	■	
Spain	■	■			■	■	■
Sweden		■			■	■	■
United Kingdom		■	■	■	■	■	■



Needs of individuals affected by a disaster

The project has identified the following needs within EMS and EEAC:

- rescue
- medical care
- shelter
- food
- water
- sanitation
- clothing
- mobility aids
- information and communication
- emotional support – short term
- transport
- return to normality
- psychological support –medium and long term



Austria



Civil Protection structure

The Federal Ministry of the Interior is the main co-ordinator of Civil Protection arrangements; the provinces are responsible for co-ordinating operations. There are Federal and Provincial Alarm Centres and a National Crisis Management Co-ordinating Committee to assist with supra-regional incidents.

Legislation

Federal and Provincial Governments have passed legislation covering both planning and response arrangements.

Relationship between military, Government and NGOs

Assistance may be requested from the Federal Army; military units will report to civilian authorities. NGOs and volunteers form a major part of the response arrangements.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; transport; emotional support; warning systems; information/training/education.

Belgium



Civil Protection structure

Each ministry is responsible for Civil Protection planning within its own sector; the Ministry of Interior is responsible for the management of national emergencies and calls for support from other organisations and institutions.

Legislation

Legislation obliges public administrators, municipalities, provinces, hospitals and enterprises to develop emergency plans. The legal framework is being reviewed.

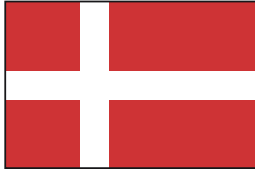
Relationship between military, Government and NGOs

Civil-military arrangements are co-ordinated through joint inter-ministerial committees; these committees include NGO representatives. At present, they can only be activated in times of war.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; clothing; information and communication; emotional support – short-term; psychological support – medium and long-term.

Denmark



Civil Protection structure

The Ministry of the Interior co-ordinates civil preparedness planning and is responsible for implementing associated measures; it is assisted by the Emergency Management Agency. A Rescue Preparedness system operates through seven regional centres and is supported by Preparedness Commissions at the municipality level.

Legislation

Legislation has established the Ministry of the Interior as the supreme administrative authority for Civil Protection. The legislation has also established the requirement for a single rescue preparedness authority at both the regional and municipal level.

Relationship between military, Government and NGOs

Within each of the seven regions, the Regional Prefect, and commanders of the Military, Rescue Preparedness and the Police, constitute membership of the Emergency Administration Board.

NGO Civil Protection roles

Rescue; medical care; information and communication.

Finland



Civil Protection structure

Crisis management is supervised by the Council of State, consisting of the Prime Minister and 12 ministries, each with responsibility for Civil Protection planning within its own area. The Ministry of the Interior's Rescue Department has supreme control of rescue administration with rescue operations being managed at the provincial and municipal level.

Legislation

Legislation requires all levels of government to make emergency plans and preparations to guarantee the nation's livelihood and the national economy.

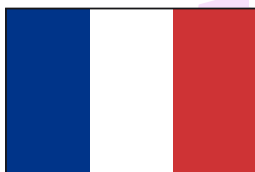
Relationship between military, Government and NGOs

Co-operation between civil and military authorities function at each administrative level, for both peacetime and wartime operations.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; information and communication; emotional support – short-term.

France



Civil Protection structure

The Directorate of Public Safety, part of the Ministry of the Interior, manages the national emergency service and co-ordinates the action of the local rescue services. The Mayor of each commune and the Prefect of each Department are responsible for ensuring the prevention of risk and provision of aid and rescue.

Legislation

Legislation identifies the roles of the Directorate of Public Safety in protecting persons, assets, the environment and preventing the risk of accidents.

Relationship between military, Government and NGOs

Arrangements exist for the involvement of both military and NGO personnel at both a national and local level.

NGO Civil Protection roles

Rescue; medical care; shelter; evacuation; feeding; information and communication; transport; emotional support – short-term; psychological support – medium and long-term.

Germany



Civil Protection structure

Responsibility for the management of Civil Protection is distributed between the four levels of government: the Federal State, the constituent states, regional and local. Emergency planning in peacetime is the responsibility of the Lander.

Legislation

The constitution regulates the role of the Federal Government in Civil Defence; each state has its own laws based on their individual legal and organisational structures.

Relationship between military, Government and NGOs

Regular meetings are held between civilian and military authorities and the relevant NGOs. Regional and local authorities may call on the Federal Civil Defence resources for emergency management and disaster control.

NGO Civil Protection roles

Rescue; medical care; shelter; evacuation; feeding; clothing; mobility aids; information and communication; transport; technical support (water purification and electricity); emotional support – short-term; psychological support – medium and long-term.

Greece



Civil Protection structure

The two main bodies of Civil Protection are an inter-ministerial co-ordination body and the General Secretariat, which deals with disaster prevention, management and relief. Each Region and Prefecture has responsibility to establish emergency plans.

Legislation

Legislation regulates the planning of each of prevention, response and relief efforts for natural, technological and other disasters.

Relationship between military, Government and NGOs

Civil and military authorities are involved in joint planning and training to maintain peace and prosperity by dealing with natural and technological disasters. The Prefect can request military support in an emergency situation.

NGO Civil Protection roles

Rescue; medical care; shelter; evacuation; feeding; information and communication.

Iceland



Civil Protection structure

The Civil Defence Council, managed by the Ministry of Justice, is responsible for the organisation of Civil Protection. Each Municipality has a Civil Defence Committee to organise prevention, protection and rescue activities.

Legislation

Legislation provides directions on the organisation of Civil Protection, the role of the civil services and specific enterprises, evacuation, stockpiling and general preparedness.

Relationship between military, Government and NGOs

Iceland has no armed forces. NGOs and volunteers have a significant role in Civil Protection and disaster relief.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; clothing; information and communication; emotional support – short-term; psychological support – medium and long-term.

Ireland



Civil Protection structure

An inter-Departmental Advisory Committee, chaired by the Department of the Environment and local government, monitors Civil Protection planning and response arrangements and provides advice to the main agencies. Civil Protection is an integral part of the work of local authorities, health boards and the emergency services.

Legislation

There is no specific legislation concerning the organisation of relief efforts; there are central Government guidelines.

Relationship between military, Government and NGOs

Civil Defence reservists and other voluntary organisations may provide support, if required.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; information and communication; transport; emotional support – short-term.

Italy



Civil Protection structure

National, Regional, Provincial and local authorities, together with the scientific community, institutions and NGOs have each developed their own part of the National Civil Defence Service, to provide a co-ordinated resource system. This co-ordination process is assisted by the Department of Civil Protection.

Legislation

Legislation empowers the Council of Ministers to declare and revoke a state of emergency and assigns tasks to the Department of Civil Protection.

Relationship between military, Government and NGOs

Arrangements exist for the use of NGOs and volunteers, including those supporting the armed forces.

NGO Civil Protection roles

Rescue; medical care; shelter; evacuation; feeding; information and communication; transport.

Liechtenstein



Civil Protection structure

Government is organised on a collegiate basis, comprising five ministers. There are eleven Municipalities. Central government is responsible for the entire administration of the country. There were no recorded natural disasters during the 20th century.

Legislation

No information is available.

Relationship between military, Government and NGOs

Liechtenstein has no armed forces; its defence is the responsibility of Switzerland.

Luxembourg



Civil Protection structure

Management of relief efforts rests with the National Civil Protection Authority, part of the Ministry of the Interior. The Authority manages intervention funds and plans, organises public training, and presides over an emergency staff including Mayors of the Municipalities and representatives of local services and authorities.

Legislation

Legislation governs the organisation of Civil Protection arrangements, public instruction and the training of rescue units; it also covers the involvement of volunteers.

Relationship between military, Government and NGOs

Civil and military co-operation is organised on an ad hoc basis during an emergency. Relief units consist of volunteers who perform their tasks as non-profit state agents.

NGO Civil Protection roles

Medical care; feeding; information and communication; transport.

Netherlands



Civil Protection structure

Each ministry is responsible for Civil Protection issues within its own area; the Ministry of the Interior has an overall co-ordination function. Responsibility for organising and preparing disaster control rests with the local Mayor but where the incident affects more than one Municipality, the Provincial Royal Commissioner may direct operations.

Legislation

The measures to be taken in the event of an emergency are governed by legislation on Civil Protection and the role of the fire services.

Relationship between military, Government and NGOs

In exceptional circumstances the Provincial Royal Commissioner may request military assistance. NGOs and volunteers are part of the arrangements.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; information and communication; transport; emotional support – short-term.

Norway



Civil Protection structure

Individual ministries retain responsibility for their own areas of work, with the Directorate of Civil Defence and Emergency Planning, part of the Ministry of Justice, having the overall co-ordination role. Direct responsibility is distributed between other more local agencies and institutions.

Legislation

Legislation requires a concept of 'Total Defence', linking wartime and peacetime planning.

Relationship between military, Government and NGOs

There is inter-dependence and close co-operation between civil preparedness and military defence. Military resources may be used to avoid or limit serious situations.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; evacuation; information and communication; transport; emotional support – short-term; psychological support – medium and long-term.

Portugal



Civil Protection structure

The Prime Minister has responsibility for directing Civil Protection policy and response, but may delegate the authority to the Ministry of Interior. Presidents of Government, Governors and Mayors have local responsibilities.

Legislation

Legislation governs the Civil Protection roles and responsibilities of contributing organisations and institutions.

Relationship between military, Government and NGOs

The military are part of the Civil Protection arrangements, to support the civil agencies. NGOs and volunteers are part of the response arrangements.

NGO Civil Protection roles

Rescue; medical care; feeding.

Spain



Civil Protection structure

The 'Crisis Cabinet', led by the Prime Minister, directs and co-ordinates all actions related to the prevention, control and management of crisis situations. Local authorities and the Regions have autonomy, but must comply with Civil Protection principles.

Legislation

Legislation has created the 'Basic Civil Protection Standard'; this identifies planning requirements and the criteria for co-ordination between the central, autonomous and local administrations.

Relationship between military, Government and NGOs

Military assistance can be requested, through the Ministry of the Interior. NGOs and volunteers are part of the planning arrangements.

NGO Civil Protection roles

Rescue; medical care; information and communication; emotional support – short-term.

Sweden



Civil Protection structure

The Ministry of Defence has overall political responsibility. The Swedish Agency for Civil Emergency Planning is the administrative authority and co-ordinates the activities of central and local organisations and institutions.

Legislation

Legislation requires a concept of 'Total Defence', linking wartime and peacetime planning.

Relationship between military, Government and NGOs

A 'Joint Guiding Principles' document identifies local civil-military working arrangements; under certain circumstances military assistance can be requested. NGOs and volunteers are part of the planning arrangements.

NGO Civil Protection roles

Rescue; medical care; shelter; feeding; information and communication; transport; emotional support – short-term; psychological support – medium and long-term.

United Kingdom



Civil Protection structure

Local emergency services, and authorities are responsible for Civil Protection planning and operations. The Cabinet Office Civil Contingencies Secretariat oversees and supports this local integrated emergency management response.

Legislation

Civil Protection legislation relates to the organisation and protection of the population in response to an hostile attack by a foreign power. This legal framework is being reviewed.

Relationship between military, Government and NGOs

Military support can be provided to the civil authorities, in specific circumstances. NGOs and volunteers are part of the planning arrangements.

NGO Civil Protection roles

Rescue; medical care; shelter; evacuation; feeding; clothing; mobility aids; information and communication; transport; emotional support – short-term; psychological support – medium and long-term.

