COBACORE

Community Based Comprehensive Recovery

Grant Agreement Nº 313308

D6.8 Guidelines for Practical Introduction of COBACORE Project Results

Version:	2.0
Due Date:	31 March 2016 (v1)
Delivery Date:	30 September 2016 (v2)
Nature:	Report
Dissemination Level:	Public
Lead partner:	TNO
Authors:	M. Rijken, J.W. Streefkerk, M. Huis in 't Veld, R. Pieneman, K. van Buul, M. Neef (TNO)
Internal reviewers:	S. Purcell (FAC) and P.A.J. Tilanus (TNO)

www.COBACORE.eu

This project has received funding from the European Union's Seventh Framework Programme for research, technological development and demonstration under grant agreement no 313308.

Version Control:

Version	Date	Author	Author Organization	Changes
0.1	2 Feb 2016	Streefkerk	TNO	Template & document outline created
0.2	9 Feb 2016	Rijken	TNO	Initial outline of method
0.3	19 Feb 2016	Streefkerk, Rijken	TNO	Document made ready for first review
0.4	8 March 2016	Streefkerk, Rijken	TNO	Updated document based on review; sections 4 and 5
0.5	14 March 2016	Streefkerk, Rijken	TNO	Updated section 4.3; document made ready for GA approval
1.0	23 March 2016	Rijken	TNO	Submitted
1.5	20 Sep 2016	Rijken, Streefkerk	TNO	External Review comments addressed Offered for internal review
2.0	30 Sep 2016	Streefkerk, Neef	TNO	Submitted

Deliverable Title Guidelines for Practical Introduction of COBACORE Project Results

Deliverable Number D6.8

Keywords: Co-creation, Appreciative Inquiry, civilian-professional collaboration, adoption guideline, stakeholders

Executive Summary:

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

Table of Contents

Tables

Figures

1 Introduction

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

1.1 Problem Statement

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

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

The main questions driving this deliverable are:

1. Which factors must be taken into account in implementing generic concepts for civilian-professional collaboration in a specific situation?

2. Which steps and activities are needed to attune these generic concepts to these factors and create solutions that receive support from the stakeholders?

1.2 Vision on Adoption of Collaboration Concepts

We have learned while conducting this project that when innovative collaboration concepts are to be embraced by a heterogeneous group of stakeholders the best way to ensure this is to let the change and practical implementation be envisioned by the stakeholders themselves. The collaboration concepts can be provided as inspirations or generic building blocks, but stakeholder groups should create their own implementations through co-creation. 'Appreciative Inquiry' (AI) is such a co-creation method (described in detail in section 4.1) for changing social systems. It is generic enough to be applicable to a wide range of crisis scenarios, stakeholder groups and settings, and robust enough in the sense that stakeholder groups can take their own positive experiences as a starting point ('What has worked well in the past?'). This allows them to overcome the common pitfall of focusing too much on the problems and things that do not work instead of appreciating the best of "what is" and utilising and amplifying these strengths.

In COBACORE Task 6.6, a task within the project's dissemination work package, a co-creation method was defined, refined and validated together with end-users of the project. This co-creation method lets stakeholders design their own collaboration concepts and activities in the context of a crisis scenario. The method was based on AI, tailored to the scope of this research and validated through three adoption workshops with (representatives of) stakeholder groups in the Dutch safety domain. In addition, international project partners were asked to provide feedback on the method. Task 6.6 results in two deliverables, namely Deliverable 6.7 "Results from adoption workshops in the Dutch national safety domain" (COBACORE D6.7; restricted) and Deliverable 6.8 'Guidelines for practical introduction of COBACORE project results' (COBACORE D6.8). The restricted deliverable D6.7 presents the detailed results from the three dissemination workshops (WS1, WS2 and WS3) that were held with stakeholder groups, focusing on the Dutch national safety domain. The aim of the current deliverable D6.8 is to provide a concise and very practical description of the method for European partner organisations and end-users to use to implement their own tailor-made concepts for professional-civilian collaboration in recovering from crises and incidents.

1.3 Document Outline

This document is structured as follows. In Chapter 2, the approach followed in Task 6.6 is described in detail, including the coherence and order of the activities. Chapter 3 outlines the development of the method, based on the analyses of the workshop results. Detailed descriptions of the adoption workshops are only available in the (restricted) deliverable D6.7. However, a summary of relevant results for the co-creation method (such as feedback from stakeholders) are presented in this document where applicable. Then in Chapter 4, the final version of the co-creation method is outlined, with detailed descriptions of each phase derived from AI method. Chapter 4 also presents the practical application of the method in the workshops and a summary of workshop results. Finally, Chapter 5 presents the conclusions on the method and the envisioned impact on COBACORE results.

1.4 Changes in this document revision

Based on the reviewers' comments in the Consolidated Review Report, we have made the following changes to this document to address the issues identified. The following main amendments were made:

- Rewriting D6.8 **Chapter 2 "Approach"** to better explain the coherence between the goal and activities in Task 6.6.
- Adding to D6.8 the new **Chapter 3 "Method Development"** which outlines the development that the method has undergone based on insights from the three workshops. This chapter
    - describes the initial problem-oriented method with 10 steps,
    - describes how the key insights and corresponding requirements for the method resulting from the workshops (also see D6.7) led us to take a different approach based on co-creation and Appreciative Inquiry (AI),
    - describes the changes and improvements from the initial version to the final version of the method, and
    - describes the validation of the method based on stakeholder feedback from WS3.
- Improving **section 4.3 (now 5.3) "Validation of the method"** and **section 4.4 (now 5.4) "Limitations to the method"** in D6.8, to better reflect the results from the workshops, both supporting of the method and critical challenges to the method.
- Updating the **"Document outline"** of D6.8 (section 1.3).

2 Approach

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

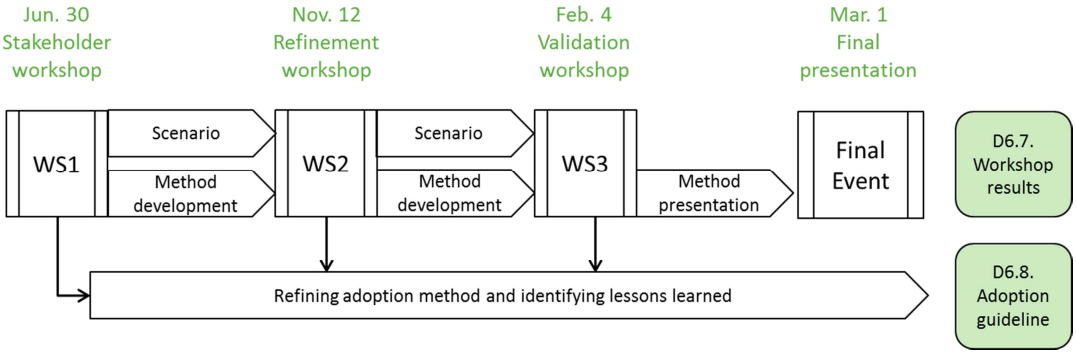


Figure 1: Timeline of activities within COBACORE Task 6.6.

- **State-of-the-art knowledge** on professional-civilian collaboration was gathered from international literature, from related European FP7 project DRIVER, from the Dutch safety domain and from the COBACORE project, specifically WP1 (State-of-the-art), WP3 (*interaction concepts*) and WP5 (*evaluation*). Experts from these work packages were involved in the method development activities in this Task. In these activities, the method itself as well as a representative scenario were selected, refined and validated, based on feedback from stakeholders (see also Chapter 3 Method Development).

- **Stakeholders** were identified within the Dutch safety domain, specifically representatives from the responsible policy department, the Ministry of Safety and Justice, fire brigade, city councils and medical services. In The Netherlands, these organisations are assembled in so-called “Safety Regions”. These organisations are the prime coordinators of disaster response and recovery activities and responsible for safety of the population. Also, members from the civilian population were invited to the workshops. In order to review the applicability of the method in other European countries, the method was presented to the international project consortium during the regular COBACORE meeting in December 2015. Feedback from international partners was gathered.

- **Validation, Refinement and Dissemination** was organised in three adoption workshops. In this deliverable, high-level results from these workshops are presented where applicable. A detailed description of the workshop results is provided in D6.7 (restricted deliverable).
    - The first workshop (WS1) brought together thirty stakeholders and was used to identify the stakeholder requirements for the method to design and implement CPC concepts and activities. By reasoning from past experiences and visions on the future, stakeholders provided valuable feedback. Results of this workshop were 1) key insights into which collaboration activities the adoption method should facilitate or take into account, 2) an initial list of requirements for the adoption

method, and 3) the creation of a stakeholder group with representatives from three Safety Regions.

- The second workshop (WS2) was used to refine the method, and to ensure it worked well before presenting it to actual stakeholders. Twelve sample representatives from the Safety Regions (both professionals and civilians) worked with the method during this day-long workshop. The workshop was hosted by the Safety Region IJsselland in Zwolle, The Netherlands. The method itself and its application were refined based on lessons learned from this workshop.
- The third workshop (WS3) was held with thirteen professional representatives from the stakeholder groups, who used the refined version of the method to arrive at CPC concepts in the context of the current Pan-European refugee crisis. Again, the workshop was hosted by the Safety Region IJsselland in Zwolle, The Netherlands. Based on the insights and lessons learned from the workshops, the final version of the method is presented in this document.

- **Presentation** of the final version of the method was performed during the Final Event of the COBACORE project on March 1st, 2016.

3 Method development

This chapter describes the development of the method, outlining the changes and argumentation for those changes. We illustrate how the method has evolved from its initial concept to its final stage as presented in the next chapter. The iterative evolution of the method was informed by the results of the three workshops with stakeholders as well as an expert session with the project team which provided valuable feedback during the development process.

3.1 Initial concept of the method

The initial method concept was based on traditional problem-solving design approaches. E.g. you start with the problem in the domain, and the method helps to design a solution for this problem. The central idea that this method could be used to tune and tailor *generic* civilian-professional collaboration (CPC) concepts ('building blocks') so that they were applicable to specific crisis recovery problems. A linear method was adopted: in four phases, further divided into ten subsequent steps, the scope was to be defined, the current situation (IST) with its problems and constrains was to be explored, the future solution (SOLL) was to developed using pre-defined building blocks, before finally the solution was to be implemented. See Figure 2 below for an overview of the initial concept method and Figure 3 for a detailed description of each step.

Initially, the building blocks took the form of four collaboration templates that outline how generic actors can collaborate and share information. They can do so in 1) fragmented, 2) informed, 3) coordinated or 4) agile collaboration networks. These templates are based on work on network structures by Whelan (2012) and coordination schemes by Herranz (2008). The aim was to use the method to identify these templates in CPC activities and to tailor these templates to certain roles in the crisis recovery context. For example, an typical example of an informed template is an information manager from a crisis organization who stays in touch with a liaison person from a community activity group, and exchanges specific information regarding upcoming activities of that group. An example of a coordinated template would be if this information manager and the liaison actively adjusted their plans based on the shared information.

Figure 2: Overview of initial method concept

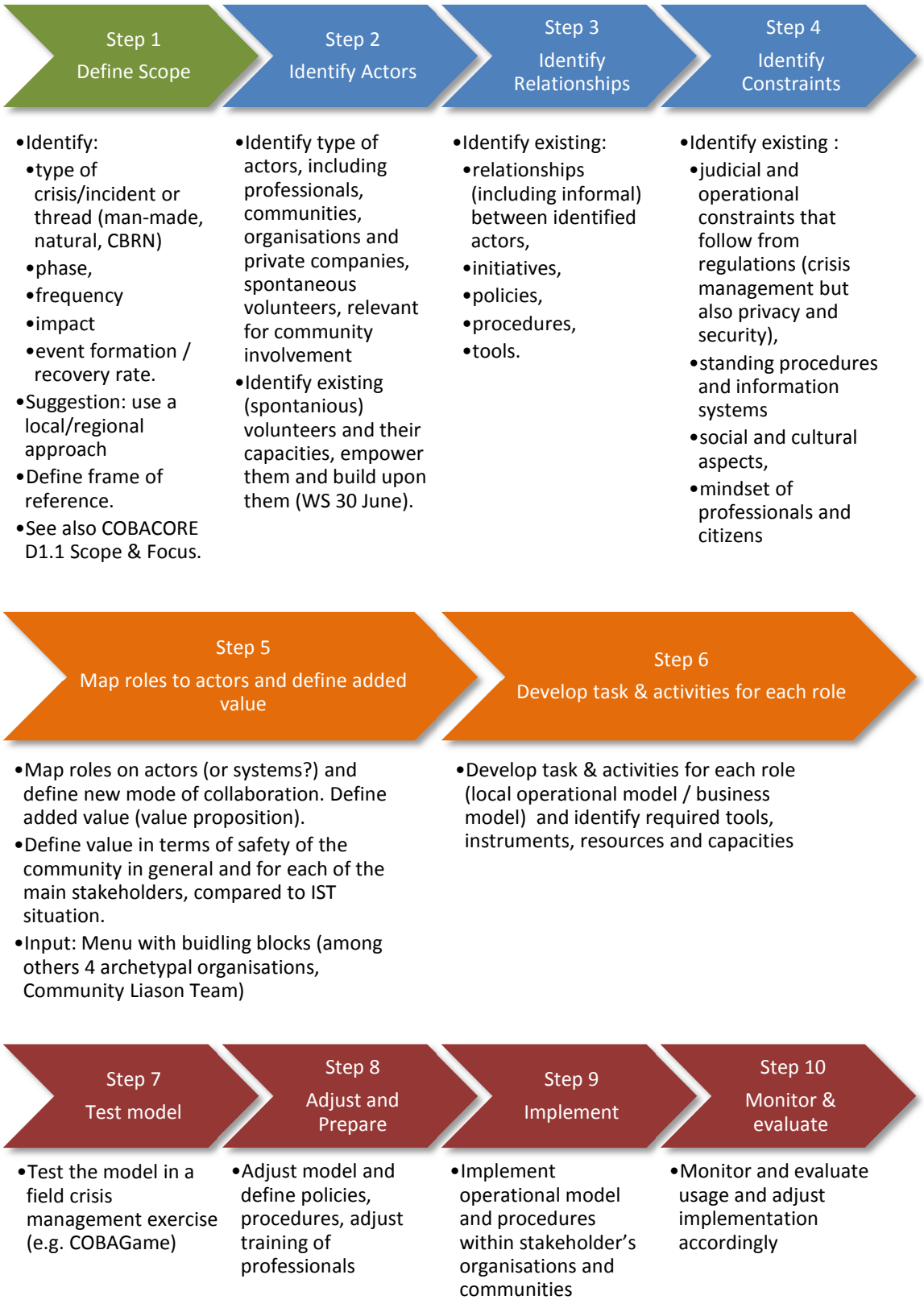


Figure 3: Description of initial concept method for each step

3.2 Adaption of Method to Principles of Appreciative Inquiry

Requirements to the method following from the first workshop (WS1) with end-users and an internal expert session led to a change of method towards the principles of Appreciative Inquiry (AI). See Section 4.1. for a short description of the theory and principles of AI. In this section, we first describe the requirements and the expert session and conclude with the resulting change of the method.

The first workshop (WS1) brought together thirty stakeholders and was used to identify the requirements and needs for collaboration concepts among these stakeholders. The workshop discussions resulted in a number of key insights on civilian-professional collaboration (CPC). Based on these key insights, seventeen requirements for the method have been defined to be able to guide the development and implementation of successful CPC. See Table 1 below, and D6.7 Appendix A for detailed results. The key insights are grouped per theme as discussed in the workshop. The requirements are numbered to allow easier referencing during the development of the method. In the last column of the table we describe if and how the requirements are addressed in the final version of the method.

Table 1: Key insights for civilian-professional collaboration and requirements for the method resulting from Workshop 1

Theme 1 "Activities"		
Key insight for CPC	**Requirement for method**	**Addressed in final version of method?**
CPC activities are context-dependent	1) Method should allow for flexibility in creating CPC activities that are dependent on the crisis situation.	Yes, the method focuses on identifying and creating the *conditions* that are needed to allow 'ideal' CPC activities to take place. The precise form of the activity will be left to the knowledge, skills and improvisation of the professionals and citizens at the spot of a particular crisis.
	2) Method should include an appropriate representation of the civilian and professional groups.	Yes, AI is method for self-organising change. The selection of the participants taking part is a key aspect of the method.
CPC activities are phase-dependent	3) Method should facilitate discussion about each phase of the crisis.	Yes, part of the method is an explicit definition phase were the change must be scoped (and thus can be set to one and more phases of the crisis). In addition, the work form of the method is moderated discussion.
The form CPC activities take is country-dependent	4) Method should be internationally applicable.	Yes, the method is based on an internationally recognized theory of AI and its widely applied 5D model. Level of experience with a co-creation method like AI will differ per country.

	5) Method should result in country-specific solutions.	Yes, the method will result in solutions based on personal experiences and imaginations of the participants, i.e. local stakeholders. Because it reasons from their own experiences, it will result in change proposals for specific existing situations.
CPC activities should put civilians in the lead	6) Method should facilitate creation of initiatives / activities that puts the initiative itself central, not the existing crisis-management procedures.	Yes, the method puts the positive experiences of participants and their imagination of their ideal solution at the centre of the change process. The steps to take from existing procedures to the ideal solution are outlined by the method.
Strengthening (formal and informal) networks is key.	7) Method should facilitate the building and strengthening of networks.	Yes, first the method builds on what presently is and works, including existing networks. Secondly, establishing new (personal) relations is a possible outcome of applying the method.
Active participation of civilians in crises is often helpful, but not always in dangerous situations.	8) Method should focus attention to what risks civilians face in CPC activities.	Yes, the aspect of security and risks to actors is included in the Design matrix that is part of the method (see Table 3).

Theme 2: Information sharing		
Key insight for CPC	**Requirement for method**	**Addressed in final version of method?**
Government should be transparent in communicating risks.	9) Method should coerce participants to communicate openly.	Yes, open and honest communication is a key aspect of AI. Therefore, establishing personal relations between the participants and creating a trusted environment are an important part of the method. Moderators are needed to ensure this open environment is observed by all participants.
Information sharing between civilians should make use of existing communication channels.	10) Method should be open to incorporate existing channels of communication	Yes, the method starts with and builds on the best of the current situation. In the Design phase, space is given to incorporate existing positive initiatives into the ideal situation
Information sharing between professionals and civilians	11) Method needs to facilitate change in mind-set of civilians and professionals.	Change in mindsetis likely to be part of the change proposal as delivered by the method.

	12) Method should facilitate mutual understanding between civilians and professionals.	Yes, establishing personal relations between the participations and sharing personal experiences are a central part of the method.
Creating insight into CPC activities for professionals	13) Method should facilitate in flexible solutions, depending on the societal context.	Yes, see reaction to requirement 1) and 5)

Theme 3: Rules and regulations		
Key insight for CPC	**Requirement for method**	**Addressed in final version of method?**
Role of the government changes from 'problem-solver' to 'facilitator'	11) Method needs to facilitate change in mindset on part of civilians and professionals.	Yes, method will facilitate the understanding of change of roles, and change of mindset is likely to be part of the change proposal as delivered by the method.
Civilians should have the right expectations regarding professionals' roles.	14) Method should facilitate the dialogue between professionals and civilians concerning roles and responsibilities.	Yes, a co-creation method essentially is a dialogue between all stakeholders leading to a self-organised change. Moderators should focus on making the resulting actions as SMART (concerning roles) as possible.
The attitude of professionals towards civilians needs to be adapted.	15) Method should address the necessary attitude or code of conduct during each phase of the crisis.	Yes, see reaction to requirement 14)
	16) Method needs to identify strengths of each of the actors.	Yes, see response to requirement 10)
Obstacles for professionals in CPC activities should be eliminated as much as possible.	17) Method should facilitate the creation of new rules, regulations and procedures.	Yes, after sketching the ideal solution, the method guides the definition of a change proposal that creates the conditions (that can take the form of rules or procedures) needed to realise the ideal solution.

As can be seen from the Table above, a number of requirements (11, 12, 14) states that the method should facilitate 'changes in mind-set, 'changes in culture', 'mutual understanding' and 'put the focus on the initiative' etc. In addition, requirements 9, 15 and 16 stress that the

method should facilitate an open dialogue concerning roles, responsibilities and mutual expectations. Finally, requirements state that context- and country-specific solutions are needed. These findings lead us to change the initial problem-oriented approach with generic building blocks. In our view, an approach is needed that facilitates open discussion and co-creation of collaboration initiatives. We found this approach in a method based on the principles of Appreciative Inquiry (AI).

The initial concept method was also reviewed in an internal expert session with five experts on among others, collaboration, organisational change, human factors, co-creation and workshop facilitation. The main feedback of the experts was that civilian-professional collaboration is seen by end-users as an opportunity, rather than that the current low level of citizen involvement is seen as a problem. The underlying principle of our method thus has to be positive and build on positive experiences, opportunities and imagination, in contrast to our original concept that was problem-solving oriented. In addition, the initial ten-step linear design model was considered to be to too technical and unattractive for citizens and volunteers to take part in the change process. People tend to think in solutions and initiatives rather than follow a technical design process.

During the expert session the theory of AI and the 5D model was suggested as a new orientation for the method. It is a positive oriented change process, building on the experiences, imagination and intrinsic motivations of the participants. The suggestion was adopted by the project team also because of its internationally established position and proven capability to successfully deal with contextualisation of solutions and adoption questions that are inherent to the change of social systems (Bushe, 2013). The initial ten- step method was transformed into a five-phase co-creation method based on AI. The new method, which was already close to the final version as presented in the next chapter, was piloted in Workshop 2.

3.3 Refinement of the Method After Workshop 2 (WS2)

The co-creation method based on AI was piloted in the second workshop with representative stakeholders using a realistic, but fictional, scenario. The aim of the workshop was to create insight into the usefulness of the co-creation method as a way to identify CPC activities and reach agreements on their implementation within a specific domain context such as the Dutch safety domain. For this workshop we invited relevant stakeholders active in the domain of crisis management, government professionals, volunteers from the Red Cross, a number of citizens and one researcher. In total twelve participants were present. The workshop was moderated by two TNO researchers with experience in facilitation of AI workshops and observed by two other TNO researchers. At the end of the six-hour workshop, the moderators evaluated the method, by asking participants to reflect on how they experienced working with it.

In all, the workshop taught us that participants liked the co-creation method based upon AI and considered the method approach suitable for implementing CPC activities. Based on the observations and feedback from the participants, additional key insights for CPC were formulated and earlier requirements for the method of Workshop 1 were further specified, (see Table 2 below). In addition, two new requirements were added.

Table 2: Key insights for CPC and updated requirements for the method resulting from workshop 2

Key insight for CPC	Requirement for method *(continued numbering from Table 1)*	Addressed in final version of method?
Not only management should be involved in developing CPC activities.	An addition to requirement 2: 2) Method should include an appropriate representation of the civilian and professional groups, e.g. operational experts.	Yes, the workshop participants required are further specified in the first phase of the method (Phase 0).
The method should result in a way of working that contribute to mutual understanding.	A specification of requirement 12: 12) Method should facilitate mutual understanding and respect between civilians and professionals.	Yes, establishing understanding and respect between the participants is central to the method.
Flexible processes and protocols might be more useful than fixed processes and protocols.	18) Method should support thinking beyond current protocols.	Yes, the method starts by imagining an ideal solution, free from any of the limitations of the current situation.
Preparing for CPC might imply a review of insurance policies.	A specification of requirement 18: 18) The method should support thinking beyond current protocols (e.g. insurance).	Yes, after sketching the ideal solutions, the method guides the definition of a change proposal that creates the conditions needed to realise the ideal solution.
It appears to be important to manage expectations at both sides of the collaboration. One way to achieve this is to involve actors of the target groups as soon as possible in the process of preparing CPC. This supports: - getting to know each other - share and exchange expectations - learn capabilities of other parties - direct the actual of collaboration	19) Method should support involvement of all relevant actors in early phase of development of CPC.	Yes, the selection of participants and inclusion of all relevant actors and stakeholders is stressed in the method itself, in the pre-conditions and in the challenges to the method.

One way to gain respect for decisions taken by professionals is to involve citizens in and inform them about the way of working of professionals. This is therefore considered relevant for CPC.	Requirement 12: Method should facilitate mutual understanding between civilians and professionals.	Yes, see Table 1.
CPC activities should not be too dangerous for civilians. Informing about risks will help to meet this objective.	Requirement 8 and 9: 8) Method should focus attention to what risks civilians face in CPC activities. 9) The method should coerce participants to communicate openly.	Yes, see Table 1.
For the implementation of change decision-makers of relevant organisations should be involved.	An addition to requirement 2: 2) Method should include an appropriate representation of the civilian and professional groups; e.g. operational experts and decision-makers.	Yes, the selection of participants and inclusion of all relevant actors and stakeholders is stressed in the method itself, in the pre-conditions and in the challenges to the method. We have experienced though that it can be difficult to find the right citizens to take part.
	An addition to requirement 2: 2) Method should include an appropriate representation of the civilian and professional groups; e.g. operational experts and decision-makers. Where applicable other organisations may be invited as well, such as neighbourhood organisations and, religious communities.	Yes, see Table 1.

Based on the key insights and further detailed requirements, the method was refined to its final version as presented in the next chapter, Chapter 4. As the method in principle worked well, only minor changes were needed detailing the Phases in the method. Mostly the insights and detailed requirements from WS2 led to the formulation of the necessary pre-conditions to the method (see Section 4.2), and a more elaborated formulation of the first phase which is the preparation of the process (Section 4.3.0). Also, the results provided valuable input for section 5.2 Validation.

3.4 Validation of method in workshop 3 (WS3)

In the third workshop (WS3), we validated the co-creation method with actual stakeholders in a realistic, but fictive scenario. Considering the current issues with refugees not only in The Netherlands, but in all European countries, a scenario in this context was chosen. We invited a number of relevant stakeholders, who are actively involved in the current refugee crisis. In

total thirteen participants voluntarily took part in this workshop. The workshop was hosted by three moderators from TNO and one consortium-partner from the Red Cross. The work domains of the participants ranged from government (local municipality, Safety Regions), ministry institution (central body for refugee shelter; 'COA' in Dutch) and non-governmental organisations (Red Cross, bureau for community safety training, Foundation for Refugee Work). Due to time and ethical constraints, it proved not feasible to invite two important participant groups: civilians and refugees themselves. In real-life situations where this method is adopted, it is important that all important stakeholders are present during the discussions.

In order to validate the method, an assessment has to be made whether 1) the final method addresses the stated requirements and 2) applying the method leads to the expected outcomes. To answer the first question, Tables 1 and 2 (last column) above outline to what extent and in what way the co-creation method addresses the nineteen requirements resulting from the workshop. The second question can be answered by looking at comments from the participants in the workshops WS2 and WS3 as well as the assessments of the observers present at the workshops. Participants were asked for their opinion on the process and outcome after the workshop. The observers paid attention to noticeable details in the process in each phase. The results of this assessment are presented in section 5.2 - Validation of the Method. Before this, the final version of the co-creation method is presented in Chapter 4, including example outputs.

4 Co-creation Method

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

4.1 Appreciative Inquiry

The method for adoption presented in this deliverable is based on the strengths-based organisational development theory of Appreciative Inquiry (AI). AI was originally developed and described by David Cooperrider (Cooperrider 1986; Cooperrider & Srivastva, 1987). The online portal "AI Commons[1]" hosted by the Cape Western Reserve University hosts a rich collection of academic resources and practical tools on AI (Appreciative Inquiry Commons). Because of this extensive documentation, the current deliverable will only briefly introduce the principles of AI as general theory and focus on the specific co-creation method that has been derived from AI theory and the commonly applied "5D" model (Define, Discovery, Dream, Design and Develop/Destiny). The interested reader and those who want to apply the guideline with local stakeholders are recommended to familiarise themselves with the theory and practices of AI by consulting the resources on the portal, or any of the many other public resources on AI.

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

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

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

[1] https://appreciativeinquiry.case.edu/

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

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

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

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

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

4.2 Preconditions

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

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

4.3 Phases in the Co-Creation Method

The co-creation method is represented by a process involving a central *affirmative topic* and *five consecutive phases* (see Figure 4). The method aims to generate transformational change within (organisations of) stakeholders involved in crisis recovery activities. With 'stakeholders' we refer to all actors with a (potential) role in crisis recovery: affected and responding community members (e.g. individual citizens, civil society organisations, companies) and professional responders in the field of crisis response and recovery (national and local governments, emergency services, crisis coordination centres, NGOs, etc.).

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

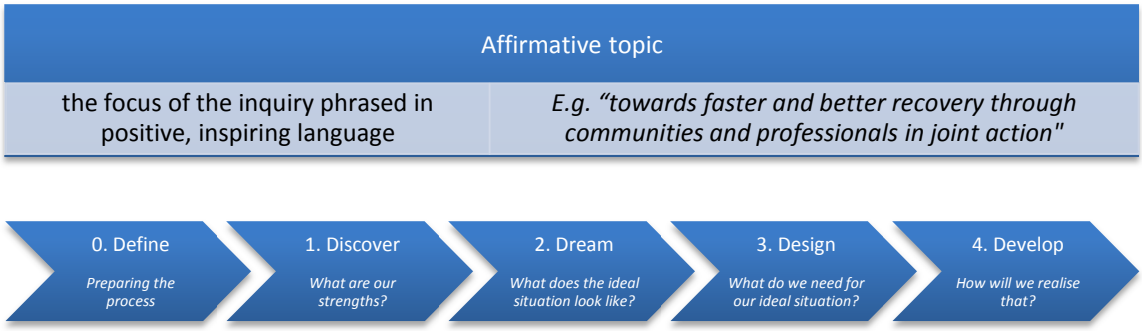
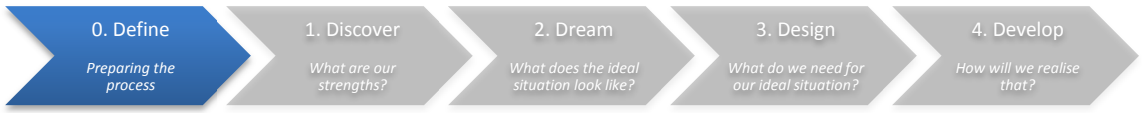


Figure 4: Affirmative topic and five phases of the co-creation method

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

4.3.0. Phase 0: Define - Preparing the Process



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

Step 1. Define the core team

The person responsible for the change process, let's say the project leader should come from the

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

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

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

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

Step 3. Formulate the affirmative topic

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

Step 4. Design the process

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

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

Step 5. Communicate the process

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

At the end of the Definition phase the process can be summarised in Figure 5 below.

***Objectives**: why do we do this process and why now?*

***Output:** what do we expect to result from the process and how does this help to reach our objectives?*

***People:** who are involved and in what role? Who will participate in the workshops and why?*

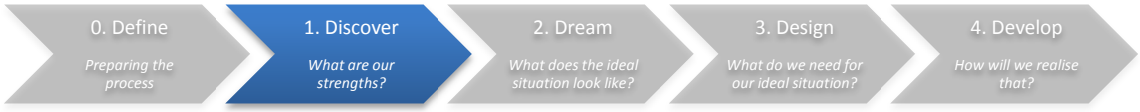
***Affirmative topic:** the focus of the process that brings people together.*

***Process:** the time required, planning of phases and workshops, etc.*

***Facilities:** location of the workshop, support, catering, logistics, etc.*

Figure 5: Framework summarising the process in Phase 0 - Define

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



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

Step 1. Carry out interviews

An effective way to tell personal stories and determine the successes and strengths is through interviews. Form pairs of two participants, for example, and let them interview each other on personal experiences around the affirmative topic of the workshop. Prepare an interview protocol prior to the workshop. See the example interview protocol in Figure 6.

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

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

Discover phase – Interview protocol

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

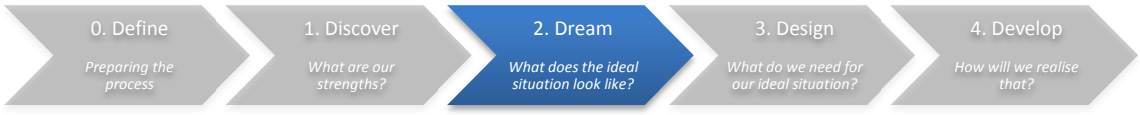
1. *What exactly happened and who were involved?*
2. *What was the context of the action?*
3. *Who did what?*
4. *What was key to the success?*
5. *What was your role in this (without being modest)?*

Identified strengths and success factors:

- …
- …
- …

Figure 6: Example interview protocol for Phase 1 – Discover

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



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

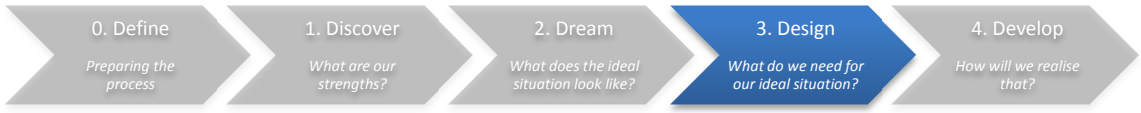
Step 1. Imagine your ideal future situation

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

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

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

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



In the Design Phase, the participants will develop concrete proposals for their common dream. They envision their ideal future situation from Phase 2 and map it on their current situation, their organisations and their communities. The outcomes of this phase are **change proposals**. Several social architecture processes or organisational design approaches can be followed here. We present a simplified approach around design elements that are relevant in the scope of the COBACORE project and community-based crisis recovery. Please note that these are based on our previous workshops and are by no means exhaustive. Local implementations of the method could elaborate on these questions based on their own context and setting.

Participants continue to work in the same groups.

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

See Table 3, first column, for design elements and example questions that could be helpful to define the conditions.

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

Step 1. Conditions for future dream	Step 2. Current situation and restrictions	Step 3. Change proposal
1. Who does what and what competences are needed?	1. Identify the current actors, incl. "new" actors like spontaneous volunteers, companies, etc. and describe their formal and informal relations and mind sets of people.	1. E.g. awareness raising campaign, training of staff or volunteers, etc.
2. What information do you need from each other?	2. What are the current networks and information flows?	2. E.g. Extend information flows between professionals and communities.
3. How is the collaboration organised?	3. Describe the current collaborations. How is the command structure? Who is responsible for what?	3. E.g. create new networks and organisational structures, such as community liaison team?
4 What processes and procedures do we need?	4. Which standing regulations or procedures are limiting us? E.g. from crisis management, but also from privacy and security point of view?	4. Change frameworks or regulations, change insurances, etc.
5. What capacities, resources and tools do we need?	5. What are the current resources and tools and are they adequate?	5. E.g. development of new tools for information sharing
6. What is the added value of the new collaboration?	6. Could differences in (organisational) culture or lack of mutual trust be risks?	6. E.g. team building, co-creation sessions, joint trainings?
7. *[to be added in local implementations*]…	7. *[to be added in local implementations*]… …	7. *[to be added in local implementations*]……

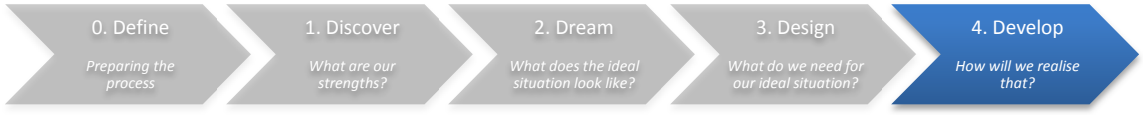
Step 2. Overview the current situation including restrictions (Current state)

See Table 3, second column, for design elements and example of questions that could be helpful to describe the current situations and identify possible restrictions. These elements and questions are based on the outcomes of the stakeholder workshop WS1.

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

Take the current situation as a starting point. What is needed to create the conditions that are required for your dream? See Table 3, third column, for examples of topics of change. Here also the COBACORE results, such as the online platform or the concept of community liaison team (CLT), or any other existing solutions, could be used as building blocks for the desired change. The change proposal should contain more detail.

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



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

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

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

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

Step 2. Present results of the day

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

Step 3. Monitor change, celebrate successes and refine plans

Actions can lead to small and big changes. Realising the dream may take a long time and require significant effort from a wide group of actors. To maintain spirit over time and encourage others to join, it is very helpful to have intermediate successes. Communicate these successes widely and celebrate them in follow-up meetings. These follow-up meetings can also be used to refine future steps and actions, and where necessary go back to Phase 1 or 2 and do a subsequent iteration of the phases.

4.4 Practical Application of the Co-Creation Method

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

4.4.1. Organization of the Workshop

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

Please note that at the very least two moderators need to be present to guide the discussions, take notes, and steer participants in the right direction during each Phase. Ideally, these moderators are trained and experienced in co-creation processes. Should the participants split up in more groups, more moderators are needed.

Co-creation Workshop Agenda

09:30	*Welcome & coffee*
10:00	*Introduction to workshop and affirmative topic*
10:15	*Introduction of participants*
10:30	*Phase 1: Discover*
11.15	*Phase 2: Dream*
12:15	*Lunch*
13:00	*Phase 3: Design*
14:30	*Phase 4: Develop*
15:00	*Plenary presentations (in case of multiple groups)*
15:30	*Wrap up and evaluation of workshop*
16:00	*Closing and informal gathering*

Figure 7: Example agenda of a full-day workshop with all phases

4.4.2. Structure of Output

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

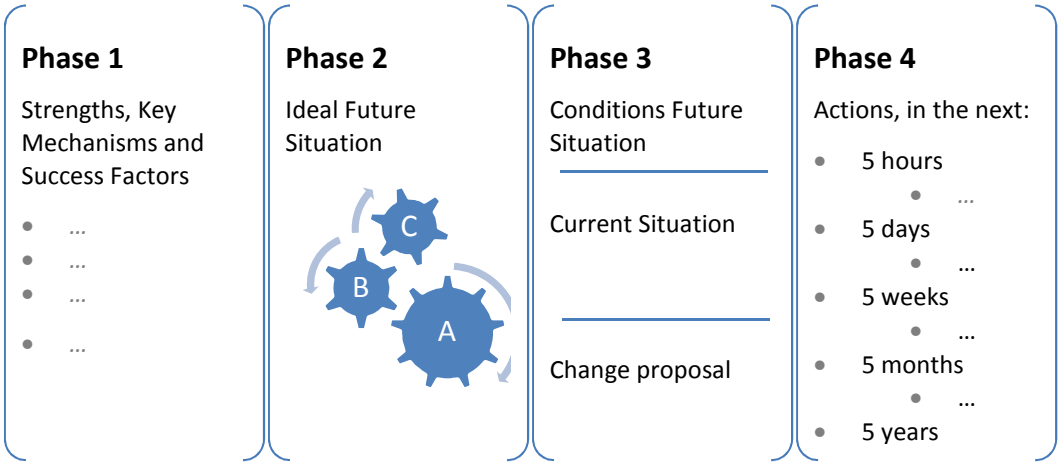


Figure 8: Example organisation of output of the four phases

4.4.3. Example Outputs

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

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

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

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

- Creation of information 'templates' on how the information streams should proceed and what quality of information is needed. This should not become burdensome, but should help to realise information streams as fast as possible.
- In addition, insurance should cover the activities that civilians undertake in helping out with a crisis or incident.

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

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

5 Implications for COBACORE Project Results

This document describes a co-creation method to guide and tune collaboration concepts to local stakeholders, contexts and operational processes. Following our vision on adoption of such concepts (described in 1.2), this method focuses on involving all relevant stakeholders, empowering them to come up with 'ideal' solutions, and forcing them to become practical and concrete in an action path from the current state to arrive at the ideal solution. The method facilitates discussion between stakeholders and improves insight into each other's roles and responsibilities. It provides a means for practical "uplift" of crisis management tools and processes in relevant sectors and among relevant stakeholders.

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

5.1 Validation of the Method

As stated in section 3.4, the validation of the method needs to show that the method contributes to intended outcomes. The method was validated and refined in two dissemination workshops with stakeholders (WS2 and WS3, described in D6.7). This section describes the participants' comments on the process of the method and how they experienced working with it.

At the end of workshop WS2, participants were asked how they had experienced working with this method. For most, this was the first time they encountered a co-creation setting or the AI approach. They found it an interesting and constructive manner to guide a discussion and they appreciated the clear structure. The use of interviews was considered an appropriate and effective way of getting to know each other.

On the downside, participants were doubtful whether the results they had reached would be taken up by professional organisations (recall that the participants in WS2 were acting as representatives for professionals and not professionals themselves). They were missing a clear 'problem owner' at the discussion table. Also, they considered the scenario merely as an aid, instead of leading the discussion. The suggestion was made to use a real-life case next time.

Concerning which participants should be included in the follow-up sessions, participants saw that the method could also play a role in incorporating civilian groups that are more at a distance than the 'usual' crisis recovery groups such as Red Cross volunteers. The method could be used as a means for training at schools, churches or community homes.

At the end of the workshop WS3, participants from professional safety organisations provided feedback on the method in general and its applicability. Participants found the method 'inspiring', 'fine' and 'valuable' and some wanted to use the method more often in their own organisations. Some quotes by participants:

- *"These kinds of sessions should be held more often. To really listen to each other and get insight into each other's' interests".*
- *"Great to think out-of-the-box like this; no more 'yes, but…'".*
- *"I now better understand the organisations I thought I knew".*
- *"The power of the group arises out of the discussions".*
- *"This method improves the learning ability of the government".*
- *"The concrete actions identified should be put on the agenda for six months in our organisation; that would facilitate real change".*

From the feedback of the participants and the enthusiasm of the participants about their solutions in WS3, we can derive that they were positive about the method and what it could do. At least three participants offered to explore if they could use this method within their organisations. One of the two groups took the initiative to continue working on their solution after the workshop.

As can be seen from the "Example Outputs" from the workshops (section 4.4.3), the co-creation method allowed key stakeholders to arrive at envisioned CPC activities, with their requirements and current restrictions. Positive feedback was received on the co-creation method. Participants enjoyed the open, informal but structured way of co-creating solutions that this method provided. They found it 'inspiring' and understood mutual interests better.

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

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

In conclusion, the method facilitated a structured discussion on CPC activities involving many stakeholders from multiple organisations. It allowed stakeholders to discuss and compare different opinions and interests. The method did facilitate the groups to arrive at more or less concrete action plans to realise their ideal situation. Only one group in WS3 was not successful in reaching this concrete action plan. We concluded that method was well suited to facilitate the design and adoption of civilian-professional collaboration activities.

5.2 Challenges to the Method

As stated in D6.7, challenges to the method are firstly that it can be difficult to get the right stakeholders and decision-makers at the table, especially when applying the method in a wider safety domain with many stakeholders. Secondly, the function, experience or other personal characteristics (such as extraversion or dominance) of individual participants may influence the outcome of the group discussions. Moderators should be experienced, should make sure that every perspective is heard and should guide the discussion when needed. Thirdly, in the first validation workshop a fictional scenario was used, while the original Appreciative Inquiry method stresses the need to tackle the real situations participants find themselves in. This was done in order to validate and refine the method. However, when applying this method in real situations, sufficient attention should be directed towards identifying the 'affirmative topic'

and problem space in Phase 0. The second validation workshop worked with a scenario (refugee crisis) that reflected current real-life experiences from all participants much better. This had notable positive impact on the empathy of the participants and the applicability of the results. Finally, for all participants, this was the first encounter with co-creation or Appreciative Inquiry. Consequently, some participants found it hard to effectively reach a common ideal situation coupled with concrete actions. This shows that sufficient time should be taken in the preparation phase for communicating and explaining the co-creation method to the participants.

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

More broadly, there has to be an incentive or motivation not only with participants themselves, but within their wider organizations that CPC activities deserve proper attention and can be beneficial. Also the societal trends and political agendas and timing of a change proposal has to be right. E.g. the validation workshops in The Netherlands were held during a period with increased political and societal attention for self-resilience of citizens during crisis and reduced budgets for public safety services. In addition to the change proposals, the workshops resulted in a policy recommendation document undersigned and presented to the relevant political bodies and end-users. To conclude, challenging established processes, power structures bureaucracy and societal patterns, in an effort to foster organisational change might take a long time and a lot of effort on different levels

5.3 International Applicability

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

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

- In all countries people are generally willing to help during and after a crisis, but culture and practices in the field of civilian participation in crisis management differ across Europe. In some countries (e.g. Northern Ireland/UK and Slovakia) participation of civilians in crisis management is not up for discussion. A co-creation process to this end would require significant effort to create the necessary support. However, in Ireland, a shift towards more open democratic practices is observed and the government is opening up to civilian participation. The Irish are becoming more 'opinionated' and there are various avenues for Irish citizens to become engaged in policy development. In Spain civilian participation is becoming a hot topic of discussion and is very positively regarded. The Spanish government is very willing to collaborate with NGOs and other organisations, with many examples in daily life.
- Facebook groups set up by civilians offering spontaneous help are found in every country. In most countries NGOs like the Red Cross use mobile apps or websites to mobilise help, and in some countries authorities set-up web portals to communicate with their citizens.
- In larger countries, local authorities typically have a lot of autonomy as long as the effect of the crisis stays within their area and as long as they can handle it without assistance. Even in countries where civilian participation is not widespread, there are probably local authorities willing to engage in a dialogue with local communities and pilot new collaborative initiatives. Especially in the aftermath of a crisis, typically the time is right to discuss new approaches.

5.4 Conclusion and Way Forward

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

Finally, the question is how COBACORE project results can be exploited in the short term. One promising exploitation path comes from complementary research performed within the EU FP7 DRIVER[2] project (Driving Innovation in Crisis Management for European Resilience). Opportunities are investigated to integrate both the COBACORE platform as well as the co-creation method presented in this deliverable into existing crisis management structures. These opportunities should carry over knowledge from the COBACORE project to help collaboration between crisis management professionals and civilians. A first focus is on the Dutch Safety Domain within DRIVER WP33 and WP55, however all European partners from the DRIVER project will be able to learn from the experiences in these efforts.

[2] http://www.driver-project.eu

6 References

'Appreciative Inquiry Commons', an online portal sharing academic resources and practical tools on Appreciative Inquiry, hosted by Case Western Reserve University. Available online at https://appreciativeinquiry.case.edu/

Bushe, G.R. (2013). The Appreciative Inquiry Model. In Kessler, E.H. (ed.) *The Encyclopedia of Management Theory*. Sage Publications.

Cooperrider, D.L. & Srivastva, S. (1987). Appreciative inquiry in organisational life. In: Woodman, R. W. & Pasmore, W.A. (eds): *Research in Organisational Change And Development*, Vol. 1 (129–169). Stamford, CT: JAI Press

Cooperrider, D.L. (1986). *Appreciative Inquiry: Toward a Methodology for Understanding and Enhancing Organizational Innovation*, Dissertation, Case Western Reserve University.

D3.2. Neef, et al (2015). COBACORE Deliverable D3.2 - Report on interface components of COBACORE workspace and functional behaviour of the COBACORE system.

D5.3. Van Dongen, et al (2016). COBACORE Deliverable D5.3 - Evaluation report on the final evaluation.

Herranz, J. (2008). The multisectoral trilemma of network management. Journal of Public Administration Research and Theory, 18(1), 1-31.

Kuipers, S. & Boin, A. (2014). *Crisis and Disaster Management in the Netherlands – A Description of Structures and Processes.* Leiden, the Netherlands: Crisisplan.

Masselink, R. & IJbema, J. (2011). *Het waarderend werkboek, appreciative inquiry in de praktijk*. Gelling Publishing, Nieuwerkerk aan den IJssel [in Dutch].

Whelan, C. (2012). Networks and National Security; Dynamics, Effectiveness and Organisation. Surrey, England: Ashgate Publishing Limited.

Wijkhuis, V., Van Duin, M. et al. (2012). *Crisisbeheersing in Europa: Een vergelijking van Nederland met België, Duitsland, Frankrijk, het Verenigd Koninkrijk en Zweden*, Netherlands Institute for Safety (NIFV) [in Dutch]

7 List of Acronyms and Abbreviations

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