

Deliverable 2.1

Collection of methods designed to elicit citizen knowledge and experiences

31 July 2025

Authors: *Maya Battisti and Raniero Maggini (CA)*

Abstract: Collection of practical methods designed to enable local authorities to manage and value the knowledge and experiences of citizens gained during disasters.



Co-funded by
the European Union

Information table

Project Acronym	Empower-Citizens
Deliverable Number	D2.1
Deliverable Title	Collection of methods designed to elicit citizen knowledge and experiences
Version	1.0
Status	Final version
Responsible Partner	Cittadinanzattiva
Main authors	Maya Battisti (CA), Raniero Maggini (CA)
Contributors	Ivonne Herrera (NSR), Lucia Liste (NSR), Evangelia Petridou (NSR), Gudveig Gjørund (NSR), Cristian-Mihai Airinei (DSU), Oana Toma (DSU), Ioana Dincă (DSU), Mihaela Trandafir (DSU), Iordan Gavrilă (DSU), Jeni-Carla Colev (DSU), Elena Treanță (DSU), Monica Lunde (INN), Anna Benigni (CR), Elena Innocenzi (CR), Sonia Matera (DBL), Katarzyna Cichomska (DBL), Erica Vannucci (DBL)
Contractual Date of Delivery	31 July 2025
Type	R - Document, report
Actual Date of Delivery	31 July 2025
Dissemination Level	PU - Public

This document reflects only the author's views. This document may not be reproduced or copied without permission. © Copyright in this document remains vested in the Project Partners.

List of Partners

Logo	Name	Short name
	DEEP BLUE	DBL
	NTNU SAMFUNNSFORSKNING AS	NSR
	ASS CITTADINANZATTIVA APS	CA
	MINISTRY OF INTERNAL AFFAIRS DEPARTMENT FOR EMERGENCY SITUATIONS	DSU
	COMUNE DI CASTELRAIMONDO	CR
 Statsforvalteren i Innlandet	STATSFORVALTEREN I INNLANDET	IC
	COMUNE DI CASTELVECCHIO CALVISIO	CC

Document history

Version	Date	Status	Author	Description
0.1	10/04/2025	Draft	Maya Battisti (CA)	ToC
0.2	30/06/2025	Draft for review	Maya Battisti (CA) Raniero Maggini (CA) Sonia Matera (DBL) Katarzyna Cichomska (DBL) Erica Vannucci (DBL) Ivonne Herrera (NSR) Lucia Liste (NSR) Evangelia Petridou (NSR) Gudveig Gjørund (NSR) Cristian-Mihai Airinei (DSU) Oana Toma (DSU) Ioana Dincă (DSU) Mihaela Trandafir (DSU) Iordan Gavrilă (DSU) Jeni-Carla Colev (DSU) Elena Treanță (DSU) Monica Lunde (INN)	First draft
0.3	08/07/2025	Peer review	Michele Mansi (CA) Alberto Pasquini (DBL) Vilde Steiro Amundsen (NSR) George-Mihael Manea (DSU)	Draft with comments
1.0	31/07/2025	Final version	Maya Battisti (CA), Sonia Matera (DBL), Ivonne Herrera (NSR)	Consolidated version

Table of Contents

Empower-Citizens project overview	7
Executive summary	8
1. Introduction	9
1.1 Purpose and scope of the document	9
1.2 Intended readership	9
1.3 Deliverable structure	9
1.4 Relation with other deliverables	9
2. Overview of the national authorities and local contexts	10
2.1 Italy: national context and system	10
2.2 Norway: national context and system	13
2.3 Romania: national context and system	18
2.4 Key findings and recommendations on crisis governance and citizen engagement	21
3. Mapping needs, practices and requirements across authorities	23
3.1 Approach design	23
3.2 Interview guide content	23
3.3 Next step: operationalisation of the interview guide	24
4. Identification of methods and practices	25
4.1 Methodology for mapping and analysing projects and publications	25
4.2 Strategic review: literature and selected research projects	26
4.2.1 Review process and protocol	26
4.2.2 Key findings from selected literature reviews	29
4.2.3 Key findings from selected projects	30
4.3 Summary of results	31
5. Conclusion	33
6. References	34
7. Annex	35
7.1 Interview guide - Italy (English)	35
7.2 Interview guide - Italy (Italian)	38
7.3 Interview guide - Norway (English)	41
7.4 Interview guide - Norway (Norwegian)	43
7.5 Interview guide - Romania (English)	46
7.6 Interview guide - Romania (for NGOs)	49
7.7 The Book of Methods	51

List of tables

Table 1. Mapping of public entities involved in emergency management in Italy	12
Table 2. Mapping of public entities involved in emergency management in Innlandet	15
Table 3. Mapping of public entities involved in emergency management in Romania	19
Table 4. Overview of CLIPP steps with potential relevant methods and stakeholders	25
Table 5. Overview of selected literature reviews	27

List of Figures

Figure 1. Italian context and system	11
Figure 2. Norwegian context and system	14
Figure 3. Romanian context and system	18
Figure 4. Visual representation of a method in the booklet	32

List of Acronyms

Acronym	Definition
CCES	County Committees for Emergency Situations (RO)
CERIS	Community for European Research and Innovation for Security
CLIPP	Citizen & Authority Learning and Improving Preparedness Plans
DPC	Department of Civil Protection (IT)
EC	European Commission
LCES	Local Committee for Emergency Situations (RO)
NCES	National Committee for Emergency Situations (RO)
NoCoU	Norway Community of Users
UCPKN	European Union Civil Protection Knowledge Network
UCPM	Union Civil Protection Mechanism

EMPOWER-CITIZENS PROJECT OVERVIEW

The Empower-Citizens project will develop and test a solution for **using feedback and lessons learnt, acquired by citizens during disasters, exercises and simulations, in preparedness plans**. Citizens' first-hand experience, tacit knowledge and skills gained during these events are significant and offer feedback and knowledge that are complementary to official professional actors, representing an important asset for the management of future events. The project will:

- integrate citizens' experience into the existing process of drafting and revising preparedness plans
- actively involve the public in preparedness activities.

It will build on past EU and national projects to review, adapt, and integrate existing practices for **eliciting, selecting, filtering and aggregating experience and feedback from citizens, communities and civil society organisations**. These outputs will be merged into a procedure for revising and improving preparedness plans called “**Citizen & Authority Learning and Improving Preparedness Plans**” (CLIPP), including practical guidelines and support tools that will help authorities apply this approach in their local contexts. The CLIPP procedure will be evaluated in the **revision of two real preparedness plans in Castelraimondo, Italy and Innlandet County, Norway**, with citizen-learned lessons at their core, and will subsequently be **scaled up for a wider application at a European level**.

EXECUTIVE SUMMARY

This document provides a selected collection of methods aimed at supporting local authorities in implementing the various stages of the Citizen & Authority Learning and Improving Preparedness Plans (CLIPP) procedure, which aims to integrate citizens' knowledge and experience into emergency preparedness plans.

The document begins by providing an overview of emergency management systems in Italy, Norway, and Romania, the countries where the pilot tests and subsequent upscaling activities will be conducted. It then introduces a selected approach designed to identify and better understand the needs, practices, barriers, and opportunities within these national contexts, supported by the development of tailored interview guides for use in the upcoming task 2.2. It also includes a review of academic literature and relevant research projects and initiatives within UCPM in order to identify proven and innovative methods for involving citizens in crisis preparedness. This review highlights the importance of trust-building, two-way communication, and inclusive approaches that are sensitive to cultural differences.

From an initial mapping of 50 practices, the Consortium selected and described in detail the 15 methods most relevant to the CLIPP procedure, which have been compiled in a practical and easy-to-use booklet for authorities to be tested in the project's pilot sites in Italy and Norway.

1. INTRODUCTION

1.1 PURPOSE AND SCOPE OF THE DOCUMENT

This document provides local authorities and first responders with a list of methods and practices specifically selected to support the implementation phases of the CLIPP procedure. The collection and selection phases were guided by the preliminary framework of authorities involved in disaster risk management and the updating of preparedness plans in the three national contexts involved in the project. In particular, the different levels, roles, and responsibilities of the various authorities involved in drafting and updating preparedness plans have been systematised, highlighting their needs and requirements. The methods and practices were identified through the analysis of EU projects and publications, as well as a review of the literature. They were collected through the application of a specific protocol, including their systematisation according to their applicability in one or more phases of CLIPP. The selected methods and practices are presented in a special booklet, attached to the deliverable.

1.2 INTENDED READERSHIP

The contents of this deliverable are mainly addressed to all authorities involved in drafting and updating emergency preparedness plans, to collect, evaluate, and integrate feedback and experiences gained by citizens during disasters, exercises or simulations. This document is nonetheless interesting and constitutes a useful tool for further study and knowledge for all stakeholders involved in emergency preparedness plans and activities.

1.3 DELIVERABLE STRUCTURE

The document is structured around three key chapters:

- Chapter 2 provides an overview of emergency management systems in the three national contexts involved in the project and how to identify and focus on their needs, requirements and constraints for integrating citizen feedback into preparedness plans.
- Chapter 3 presents a selected approach that enables identification and understanding of needs, practices, barriers, and opportunities to integrate citizen knowledge and experience into authorities' preparedness plans.
- Chapter 4 presents the method used to collect, organise, and select methods and practices relevant to citizen involvement, and the results of this analysis and mapping.

1.4 RELATION WITH OTHER DELIVERABLES

This deliverable provides information for:

- Deliverable 2.2, through the development of guidelines for interviews with key stakeholders in the three national contexts (chapter 3), the results of which will be presented in D2.2.
- Deliverables 3.1 and 3.2, providing the methods and practices to be implemented in the test cases.

2. OVERVIEW OF THE NATIONAL AUTHORITIES AND LOCAL CONTEXTS

This chapter is preparatory to the development of activities for the analysis, mapping and identification of methods and practices to support the implementation of the CLIPP procedure phases and focuses, in particular on the selection and fine-tuning of methods to be applied in the following task 2.2.

It provides a basic understanding of the operating environments and regulatory frameworks for emergency management and preparedness planning in the three national contexts involved in the project (Italy, Norway, and Romania). It also provides an overview of the three distinct local contexts selected for the pilot implementation of CLIPP (Castelraimondo, Italy and Innlandet, Norway) and subsequent scaling-up (Romania), describing their geographical and socio-economic characteristics and the relevant preparedness plans at the local level.

National emergency management and preparedness systems are examined in detail in each of the three reference countries. For each country, the different levels (from national to local), the main institutional structures, key actors, roles, and responsibilities, as well as the general coordination mechanisms governing disaster risk reduction and response, are outlined. By presenting these national systems together with details of local pilot sites, this chapter aims to establish a clear conceptual link between national policies and local operational realities, thus laying the foundations for the subsequent analysis and mapping of methods and practices to be integrated into the CLIPP procedure for collecting and valuing citizen feedback.

2.1 ITALY: NATIONAL CONTEXT AND SYSTEM

Italy's emergency management system, known as the National Civil Protection Service, is a multi-level, integrated system based on the principle of subsidiarity, meaning that response starts at the lowest possible level.

At the national level, the Department of Civil Protection (Dipartimento della Protezione Civile - DPC), under the Presidency of the Council of Ministers, holds the central coordinating role. It is responsible for forecasting, prevention, and managing emergencies of national importance, and coordinating national resources (armed forces, police, fire fighters, Red Cross, volunteers, etc.). It develops national plans, organises exercises, and manages international cooperation.

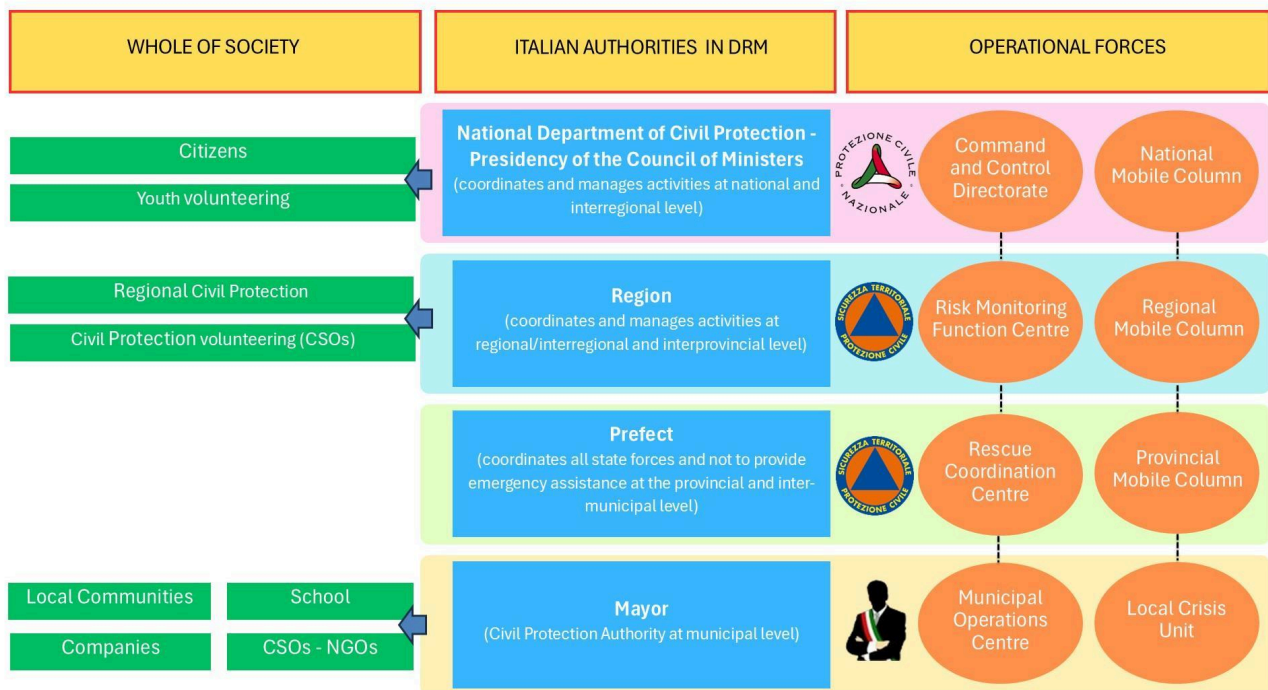
Regional authorities (Presidents of Regions and Autonomous Provinces) are responsible for civil protection activities within their territories, including developing regional plans based on national guidelines, managing regional emergencies, and coordinating their operational structures. They also organise regional volunteer services.

Provincial authorities (Provinces, Prefect) develop provincial emergency plans based on regional guidelines, focus on risk prediction and prevention at the provincial level, and oversee provincial civil protection structures.

Finally, at the municipal level, the Mayor is the primary civil protection authority. Municipalities are responsible for local risk prediction and prevention, developing municipal emergency plans, and

managing initial responses to local emergencies. They also organise local volunteer groups. If a municipal emergency exceeds local capacity, support escalates to the provincial, regional, and then national levels.

Figure 1. Italian context and system



Case context: Castelraimondo is a municipality located in Italy's Marche region. It is part of a territory susceptible to various natural hazards common in central Italy such as seismic events, hydrogeological risks (like landslides and floods), and wildfires, especially given its proximity to mountainous and forested areas. By the latest available data (referencing 2024 for population context), Castelraimondo has a population of approximately 4,000 residents, representing a typical small Italian municipality and therefore the majority of Italian municipalities (according to the latest available data from the National Institute of Statistics, 69.69% of municipalities in Italy have a population of less than 5,000 inhabitants).

Local Civil Protection Structure - The Mayor of Castelraimondo is the primary local Civil Protection authority. Regional bodies (such as the Marche Region) and national authorities (such as the Department of Civil Protection) provide overarching guidance and support. However, the Municipality of Castelraimondo functions as the direct operational hub for local civil protection.

Preparedness Plans - The relevant preparedness plan for Castelraimondo is the Municipal Civil Protection Plan (Piano Comunale di Protezione Civile). This plan is complemented by broader regional and national directives for self-preparedness provided by the Marche Region and the National Department of Civil Protection.

Table 1. Mapping of public entities involved in emergency management in Italy

Public Entities	Department of Civil Protection (Dipartimento della Protezione Civile - DPC), under the Presidency of the Council of Ministers
Level:	Governmental
Role	Holds the central coordinating role
Main tasks:	• Responsible for forecasting, prevention, and managing emergencies of national importance • Coordinates national resources (armed forces, police, fire fighters, Red Cross, volunteers, etc.) • Develops and approves national plans • Organises exercises, awareness campaign, and early warning system at national level • Manages international cooperation • Manages youth volunteering with the national civil service
Public Entities	Regional authorities (Presidents of Regions and Autonomous Provinces)
Level:	Regional
Role	Responsible for civil protection activities within their territories
Main tasks:	• Responsible for forecasting, prevention, and managing emergencies of regional importance • Coordinates regional operational resources • Develops and approves regional plans based on national guidelines but tailored to specific regional risks • Conducts regional-level drills and training programmes • Organises regional volunteer services (regional civil protection agencies, civil protection volunteering)
Public Entities	Provincial authorities (provinces and prefects)
Level:	Provincial
Role	Responsible for civil protection activities within their territories

Main tasks:	• Responsible for forecasting, prevention, and managing emergencies of provincial importance • Coordinates civil protection structures at provincial level • Develops and approves provincial plans, further refining regional risk assessments and developing specific prevention strategies for provincial territories • Oversees and supports the preparedness efforts of municipalities within its jurisdiction
--------------------	--

Public Entities	Municipal authorities (Mayors)
Level:	Municipal

Role	Primary civil protection authority at municipal level and responsible for civil protection activities within their territories
-------------	--

Main tasks:	• Responsible for local risk prediction and prevention, and managing initial responses to local emergencies • If a municipal emergency exceeds local capacity, support escalates to the provincial, regional, and then national levels • Identifies and prepares post-disaster waiting areas and temporary shelters • Develops and approves municipal emergency plans • Organises and actively trains local civil protection volunteer groups • Disseminates information on local risks and emergency procedures to the population, often through local campaigns or community meetings
--------------------	--

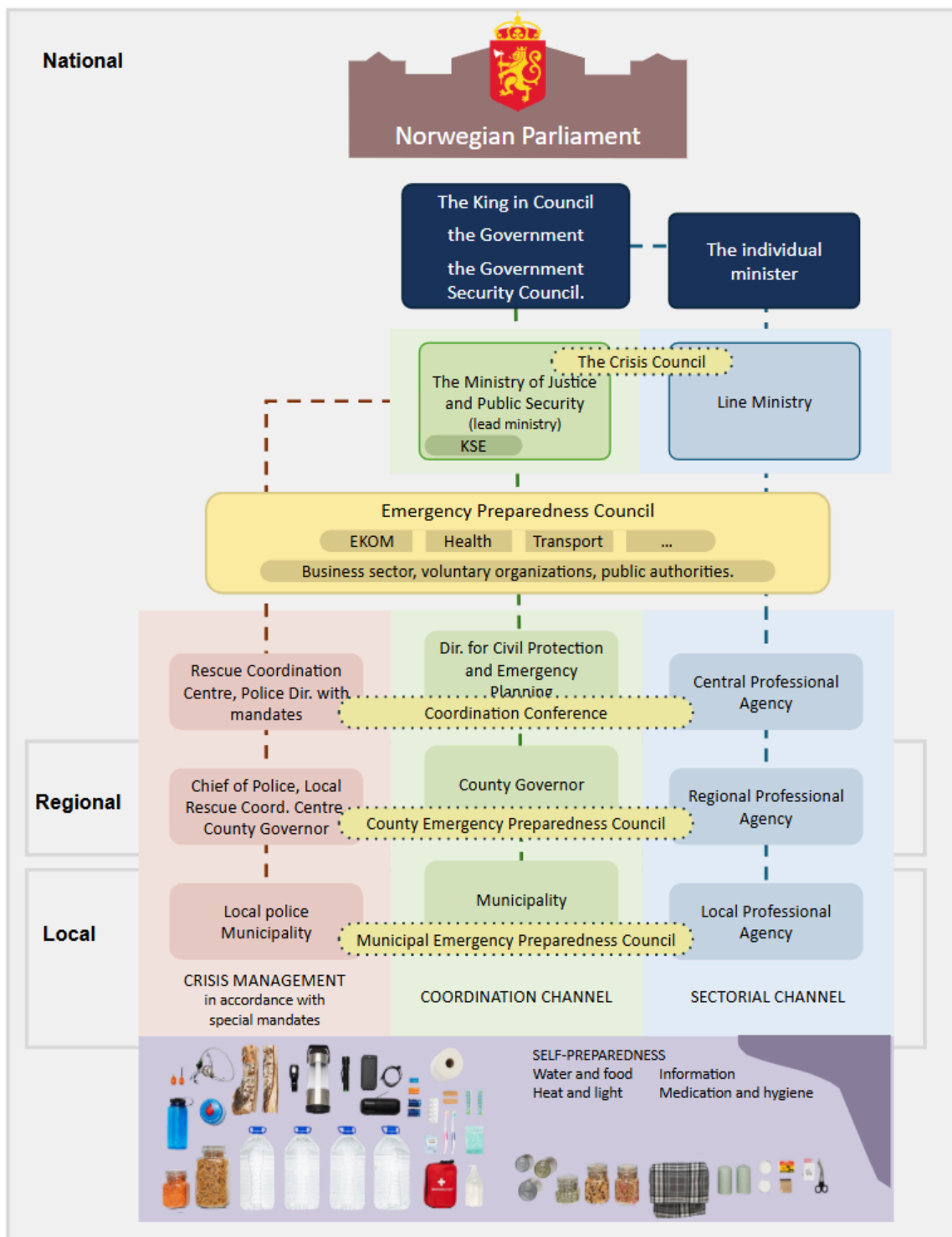
2.2 NORWAY: NATIONAL CONTEXT AND SYSTEM

Norway's crisis management builds on four essential principles. The Responsibility Principle (*Ansvarsprinsippet*) indicates that the entity (ministry, agency, municipality) responsible for an area in normal circumstances also handles this area in times of crisis. The Conformity Principle (*Likhetsprinsippet*) advocates for crisis structures and organisations to mirror everyday operations to reduce confusion and leverage existing expertise. The Proximity Principle (*Nærhetsprinsippet*) ensures that crises are managed at the lowest possible administrative level, closest to the incident. This prioritises local knowledge and rapid response with higher levels of government providing support and coordination as needed. The Cooperation and Coordination Principle (*Samvirkeprinsippet*) underscores the independent responsibility of collaboration and coordination among all relevant public, private, and voluntary actors. This emphasises the importance of shared understanding, communication, and collaborative actions. Finally, Self-Preparedness (*Egenberedskap*) is encouraged for individuals and households, enabling them to manage short-term disruptions independently. Together, these principles form the backbone of Norway's

comprehensive "Total Preparedness" approach, aiming to enhance societal resilience against a wide array of threats. Public administration in Norway has three different levels:

- national/state level: Parliament, the government, and the ministries.
- regional level: county governor and the county municipality (fylkeskommunen).
- local level municipalities

Figure 2. Norwegian context and system



Case context: Innlandet County comprises 46 municipalities and covers a fifth of mainland Norway's total area, making it larger than Denmark. It has the country's highest mountains, longest river, and largest lake. By January 2024, Innlandet has a population of 376,304 residents. Both the county governor and the county municipality are regional administrative levels, but the county municipality is more organised as a large municipality which handles areas such as secondary education, business, industry, transport, culture, environment, and public health.

Relevant preparedness plans: Preparedness Plan for the County Governor of Innlandet (Beredskapsplan for Statsforvalteren i Innlandet) and Self-Preparedness Plan (prepared by the Directorate of Civil Protection at the national level).

The preparedness plan for the county is designed to serve as a crucial tool for preventing and facilitating the management of events within the county, particularly complex situations that extend beyond daily operations and necessitate coordination of various efforts. Furthermore, the plan outlines the procedures for establishing an emergency preparedness team and conveying the county emergency preparedness council when required. It also ensures the establishment and maintenance of defined reporting routines, enabling the Governor to effectively procure, coordinate, and prioritise reported resource needs. The plan guides the Governor in responding to enquiries from and providing information to the public and media, ensuring clear communication in critical times.

Table 2. Mapping of public entities involved in emergency management in Innlandet

Public Entities	County Governor (Statsforvalteren)
Role	The County Governor of Innlandet is the state's highest representative in Innlandet. Administratively, the County Governor is subordinate to the Ministry of Digitalisation and Public Governance. The preparedness section reports to the Ministry of Justice, and to The Norwegian Directorate for Civil Protection in matters of civil preparedness. The County Governor holds a regional coordination responsibility and acts as the coordinating authority. The County Governor in Innlandet ensures that the decisions, goals, and guidelines of the Parliament and the government are followed up in the county of Innlandet and serves as a legal safeguard authority. The County Governor is a state entity and is subordinate to the Parliament and the government. It has important supervisory and guidance responsibilities towards the municipalities and shall oversee municipal administration and municipal finances, including in accordance with the Local Government Act. The County Governor is also the state sector authority in key areas such as environmental protection, agriculture, civil preparedness, social care, and within the family sector. Statsforvalteren / statsforvalteren - regjeringen.no

Tasks:

The main task is to ensure that the decisions, goals, and guidelines adopted by the Parliament and the government are implemented in the County of Innlandet, also the King's foremost representative in the county. The County Governor supervises municipalities, the county municipality, businesses, and other organisations, while also providing guidance to them. To ensure people's legal security, they are an appeal body for various municipal decisions.

Their role involves gathering information and knowledge, taking initiatives, and making proposals. This includes providing feedback to the government and parliament on how policies are working at county level. These instructions apply across the entire crisis cycle - before, during and after events, including times of war. The County Governor maintains an overview of risks and vulnerabilities through continuous work on the County Risk and Vulnerability Analysis (FylkesROS). They also coordinate the civilian aspect of the total defense system. When events are reported, the County Governor is tasked with coordinating efforts to ensure optimal solutions, facilitating mutual information exchange (such as through County Governor and municipality meetings), maintaining situational understanding, and taking initiatives. This demonstrates vertical coordination, acknowledging that all crises are societal crises.

Public Entities	County Emergency Preparedness Council (Fylkesberedskapsrådet)
Members	The County Governor of Innlandet coordinates all essential emergency preparedness stakeholders in Innlandet through the County Emergency Preparedness Council (Fylkesberedskapsrådet, FBR). In recent years, crises such as pandemics, floods, war, and a general increased need to strengthen our preparedness have led to the council now meeting monthly, and more frequently when crises demand it. The council is led by the County Governor. Its members include among others: WOSTatsforvalteren (working group), emergency fire services, 110 call center, Hospital, Bane NOR (the Railway Administration), the farmers union, the branches responsible for children, Innlandet county youth and family welfare, electricity network company, home guard, Innlandet fire and rescue, mapping authority, food safety authority, labor and welfare administration, confederation of enterprise, broadcasting corporation, water resources and energy directorate, police service, police security service, red cross, women's public health association, civil defense, public road administration, telecommunications company, customs, directorate of immigration.

Role

The FBR serves as the County Governor's body for ensuring necessary coordination at the regional level. Its role is to advise the County Governor on strategy, priorities, division of responsibility, and measures related to crisis management. It is the County Governor's responsibility to convene all or parts of the County Emergency Preparedness Council for advice and/or coordination, and the County Governor chairs these meetings.

Tasks

Its primary functions are to assist the County Governor in coordinating crisis response and contribute to a shared understanding of risks and vulnerabilities. This shared understanding forms a common platform for planning the county's broader community safety and emergency preparedness efforts. Ultimately, the FBR helps ensure that the correct strategic decisions are made during critical situations. The County Governor convenes the FBR, or parts of it, as and when needed.

Public Entities
Municipality
Role

The Municipal Councils and the municipalities constitute the local municipal level and the first formal line of defence in crisis situations. The municipality's administration, led by the municipal director/chief executive, ensures that matters decided by the Municipal Council are followed up within the municipality.

A central role in crisis management and emergency preparedness within their geographical areas. This responsibility is underpinned by the principle of proximity, meaning that crises should be managed at the lowest possible administrative level, closest to the affected population.

Tasks

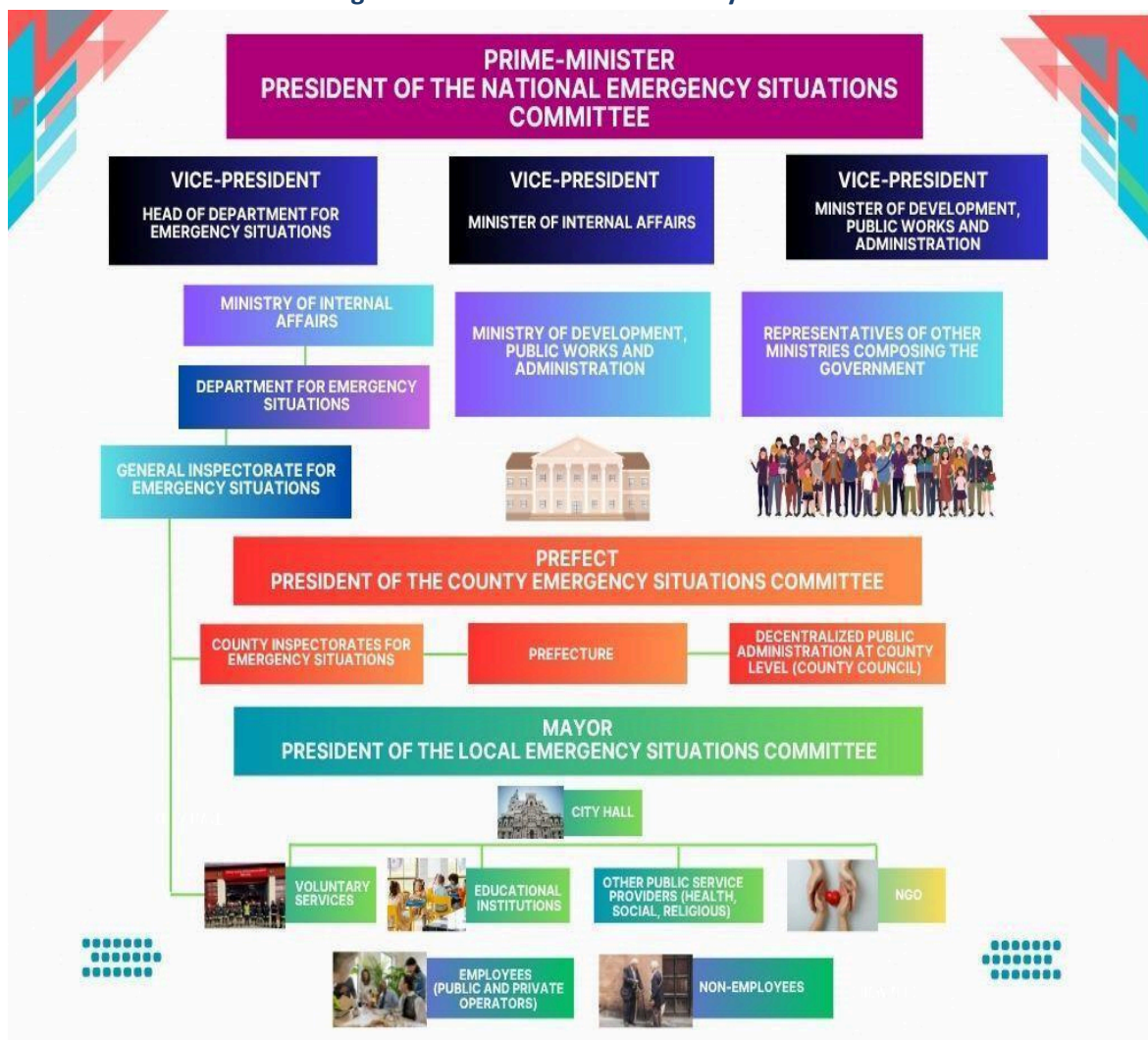
Overall responsibility for local safety and preparedness, ensuring safety and security in the population to develop resilient local communities. This includes the responsibility to protect the population and contribute to the maintenance of critical societal functions such as water supply, power, and essential health services. Municipalities are required to conduct and maintain risk and vulnerability analysis (ROS) to identify potential threats and hazards (e.g. floods, power outages, extreme weather) and assess their potential impact on the local community. This forms the basis for the emergency planning and implementation. Municipalities are expected to regularly update and exercise these plans. Municipalities are responsible for providing timely and accurate information to their residents and the media about the crisis status and actions individuals should take. While leading local response, municipalities play an essential coordinating role with other relevant actors, including the County Governor, through structures like the municipal emergency preparedness council. After a crisis, municipalities are expected to evaluate their response, learn from the experience, and implement improvement measures.

2.3 ROMANIA: NATIONAL CONTEXT AND SYSTEM

Public administration in Romania has three different levels:

- **National level:** The Government, ministries, and national authorities (e.g., Ministry of Internal Affairs, Ministry of Regional Development and Public Administration, Department for Emergency Situations);
- **Regional (County) level:** County level administration (the Prefect, the County Emergency Situations Committee, County Inspectorates for Emergency Situations, and decentralised county-level authorities);
- **Local level:** Municipal and local administration (Mayors, Local Emergency Situations Committees, local public services).

Figure 3. Romanian context and system



Context for scaling up (same type of events as test case): In Romania, the CLIPP procedure will be calibrated and scaled-up at the national level, with potential application to local and national preparedness planning. The focus will be on disasters, such as floods, earthquakes, and wildfires, which provide a relevant context for upscaling participatory preparedness approaches. A national co-creation workshop will be organised with local and national authorities, first responders, and

NGOs, to discuss the applicability of the CLIPP procedure in the Romanian context, identify necessary adaptations, and explore options for integrating participatory feedback mechanisms into existing preparedness plans and public awareness efforts. The workshop will also contribute to identifying operational guidelines, recommendations and good practices to support the transferability and future exploitation of the CLIPP procedure in other EU Member States, contributing to the broader European resilience agenda.

Relevant preparedness plans: County-level Emergency Preparedness Plan, Local - level Emergency Preparedness Plan

Table 3. Mapping of public entities involved in emergency management in Romania

Public Entities	The National Committee For Emergency Situations (NCES)
Level:	Governmental
Coordinator	Prime Minister of Romania (as President) and Minister of Internal Affairs (as Vice-President)
Main roles:	• Coordinates the activity of all structures involved in the prevention and management of emergency situations. • Approves national emergency management plans and strategies. • Orders emergency measures in exceptional situations (e.g., disasters, pandemics). • Issues binding decisions applicable in emergency situations.

Public Entities	Ministerial Committees
Level:	Governmental
Coordinator	Minister responsible for the specific domain
Main roles:	• Coordinates emergency preparedness and response within the relevant domain (e.g., health, environment, energy). • Provides specialised technical, logistical, and operational support to other committees.

Public Entities	County Committees for Emergency Situations (CCES)
Level:	County (Romania has 41 counties and the Municipality of Bucharest)
Coordinator	Prefect of the County

Main roles:	• Coordinates and monitors emergency prevention and management activities at the county level. • Adapts response plans to local specificities. • Collaborates with local authorities and other relevant county-level institutions. • Implements operational measures within the county (e.g.: school closures, evacuations, etc.).
--------------------	---

Public Entities	Committee for the Municipality of Bucharest
------------------------	--

Level:	Municipality of Bucharest
---------------	---------------------------

Coordinator	Prefect of Bucharest
--------------------	----------------------

Main roles:	Similar to those of a CCES, but adapted to the urban and demographic conditions of the capital city
--------------------	---

Public Entities	Local Committee for Emergency Situations (LCES)
------------------------	--

Level:	Local (municipalities, towns, and communes)
---------------	---

Coordinator	Mayor of the local administrative unit (President of the Local Committee)
--------------------	---

Main roles:	• Plans and organizes response activities at the local level. • Ensures public information and implementation of immediate protective measures. • Collaborates with the County Inspectorate for Emergency Situations (ISU), other county-level public or private actors, volunteers, and NGOs
--------------------	---

Public Entities	Committees of Public Institutions or Economic Operators
------------------------	--

Level:	Institutional or sectoral (e.g. hospitals, nuclear power plants, large companies)
---------------	---

Coordinator	Head of institution or company
--------------------	--------------------------------

Main roles:

- Manages internal risks and implements institutional emergency plans.
- Collaborates with local and county authorities in case of a major incident.
- Ensures training and equipping of its own personnel for emergency intervention

2.4 KEY FINDINGS AND RECOMMENDATIONS ON CRISIS GOVERNANCE AND CITIZEN ENGAGEMENT

The emergency management systems in **Italy, Norway, and Romania** share several **common elements** that emphasise a structured, multi-layer administrative framework. Each country organises its emergency response across national, regional, and local levels with clearly defined roles, ensuring coordination and collaboration among authorities. This tiered approach aligns with the subsidiarity principle, where response begins at the closest local level and escalates upward if necessary, leveraging local knowledge for rapid and effective action. Preparedness planning is formalised across all levels, focusing particularly on natural hazards relevant to each country's risk profile, such as floods, earthquakes, and wildfires.

Despite these commonalities, we can identify **distinct features** across these three countries, reflecting their administrative traditions and risk contexts. Italy's system is coordinated by the Department of Civil Protection under the Prime Minister's office and integrates volunteers strongly at all levels. Norway emphasises four foundational principles, including responsibility and self-preparedness, with national and county roles being prominent and volunteer involvement present. In Norway, preparedness plans are tailored to local conditions, while self-preparedness guidance is recommended by the national authorities. In Romania, emergency management is organised through a network of emergency committees, structured at national, county, local and sectoral levels. These committees form a hierarchical and integrated structure, centrally coordinated by the National Committee for Emergency Situations (NCES), but with autonomy of action at local level. Each level has specific attributions, adapted to the capacities and risks existing in the respective area or field. Crisis management philosophies also differ, with Italy favouring hierarchical escalation, Norway mirroring routine operational structures to mirror everyday operations, and Romania emphasising adaptive planning through participatory approaches.

Differences in preparedness planning? - In some countries, such as Norway, preparedness planning involves the strategic and systematic process of developing policies and procedures. In contrast, preparedness activities are practical actions to support preparedness plans, as implemented by authorities, NGOs, or other actors. This distinction and its implications for integrating citizen knowledge into preparedness required further attention in the implementation of the CLIPP procedure.

Need for a unified framework - To effectively calibrate and scale up citizen-integrated preparedness planning procedures across local, national, and international levels, it is essential to develop a unified yet adaptable framework. This entails focusing on leveraging existing multi-level administrative frameworks while tailoring inclusive communication and engagement strategies to respect diverse legal, cultural, and administrative contexts. Multiple accessible feedback channels -

ranging from community meetings and local apps to online platforms and international collaboration portals - should be established to ensure inclusive participation from all segments of society, including groups at risk and NGOs.

Utilising local authorities as key engagement points, standardising feedback collection frameworks with room for local adaptation, and training officials and volunteers on citizen engagement, data analysis, and digital tools will enhance effective implementation. Ensuring feedback influences decision-making transparently, promoting inclusive and ongoing citizen participation, and facilitating cross-country knowledge sharing will strengthen community resilience.

In addition, it is recommended that mechanisms be established to continuously integrate citizen feedback into the review and updating of preparedness plans, beyond individual events or simulations. This requires clear protocols for documenting, analysing, and communicating citizen input within emergency management structures. Investing in user-friendly platforms for feedback collection and knowledge exchange can further enhance accessibility and participation, particularly among underrepresented groups.

Finally, fostering partnerships between civil protection authorities, academic institutions, community organisations, and citizens themselves will be essential for building sustainable, trust-based engagement practices. By embedding these approaches into both local and national preparedness frameworks, countries can ensure that citizens' lived experiences and tacit knowledge meaningfully contribute to more adaptive, inclusive, and effective crisis preparedness and response systems.

3. MAPPING NEEDS, PRACTICES AND REQUIREMENTS ACROSS AUTHORITIES

The Empower-Citizens project addresses the importance of integrating citizen knowledge and experience into preparedness activities. Authorities, first responders, service providers, and NGOs require timely and accurate information during disasters and expect citizens to follow recommendations issued through official channels (Elkady et al, 2022). However, the effectiveness of institutional preparedness relies on strong collaboration between authorities and communities (Ramsbotton et al, 2017). Citizen involvement during crises is manifested through different forms, including assisting victims, sharing information, providing local support to authorities and first responders, helping groups at risk, and allocating resources (Labaka et al, 2021). Aligning knowledge and efforts between formal (e.g. authorities, first responders, emergency services) and informal (e.g. diverse citizens and groups at risk), organised (e.g. NGOs), and unorganised (e.g. spontaneous volunteers) actors is essential for effective preparedness and crisis response (Ferguson et al, 2018). This section presents a selected approach that enables identification and understanding of needs, practices, barriers, and opportunities. Such insights are critical to define practices that are aligned and can complement existing operational practices and policy measures.

3.1 APPROACH DESIGN

While there are many arguments in favour of involving citizens into crisis management activities (EC, 2024), the actual work of integrating their knowledge and experience into authorities' preparedness activities remains limited. To address this issue, an exploratory research design was adopted, and an interview guide was co-designed and co-developed through an iterative process.

An initial version of the guide that was aligned to the Italian context and focused on earthquakes was co-designed in collaboration between the research team, authorities, and NGOs. This interview guide has been adapted to other contexts, including to flood related disasters in Norway and to scale-up (broader events) in Romania. All adaptations were co-created through collaboration between scientists, authorities, and NGOs.

This interview guide aims at identifying (i) formal and informal routines and practices used to collect, curate, and integrate citizen knowledge and citizen perspectives in the drafting and implementing of preparedness plans, and (ii) the needs, barriers, and opportunities to integrate citizen knowledge and citizen perspectives in preparedness plans. These questions are aimed at public servants in regional and local governments. A separate, less structured interview guide for CSO and NGO officials can be prepared using this guide as a baseline.

3.2 INTERVIEW GUIDE CONTENT

The interview guide is designed to collect needs and requirements from authorities responsible for drafting preparedness plans and activities. It is not intended as a rigid questionnaire but as a flexible framework to guide conversations and explore key aspects to integrate citizens' knowledge into preparedness planning. The guide is intended to be adapted to the interviewee's role and local context.

The guide starts with open ended questions to contextualise the discussion. Interviewees are invited to describe their individual role, their area of responsibility, and how the preparedness planning works in their municipality/region, with reference to specific events to ground the conversation on lived experience. Subsequent questions explore how the authorities and the community responded to past experiences, tools and practices available and if there have been opportunities for reflection and learning. The guide explores communication methods and how the citizens are currently involved in the updating of preparedness plans. Attention is given to participatory approaches and mechanisms in place for citizen inclusion, how plans are disseminated, tailored to diverse populations and communicated.

The interview also covers the inclusion of groups at risk and specific sector needs, such as agriculture workers. Then, the interview addresses where and how citizen input can be integrated into preparedness activities. It includes exploration of existing opportunities for information sharing, how citizen feedback is collected and used, and whether there are particular areas in preparedness activities that can benefit from citizen local knowledge and experience. Further questions address requirements, barriers, and opportunities of incorporating citizens' input. It includes legal constraints, autonomy of local authorities, cost-benefit consideration, and administrative workload of managing participatory processes.

Finally, the guide considers the broader territorial network, investigating collaboration with other levels of public administration, neighbouring municipalities, and supra-local authorities. It seeks to understand how information flows and workshare between diverse actors. This comprehensive and adaptable interview guide is a key tool in understanding the possibilities on how citizen knowledge can be effectively integrated by identifying pathways, opportunities, and barriers for strengthening collaboration between authorities, NGOs, and citizens.

3.3 NEXT STEP: OPERATIONALISATION OF THE INTERVIEW GUIDE

The empirical data will be collected with potential interviewees applying various approaches, including direct contact with authorities and NGOs that are part of the consortium as well as through their and other partners' networks (e.g. [CERIS](#) - Community for European Research and Innovation for Security and [NoCoU](#) - Norway Community of Users). The recruitment and subsequent interviews will follow GDPR, ethics, and guidelines with explicit informed consent form. The Consortium has developed templates for the information sheet and informed consent form, with specific sections highlighted in yellow that must be completed by the lead researcher each time to tailor the documents to the particular research activity being carried out. Both templates are available in English, Italian, Norwegian, and Romanian. Individual interviews will be supplemented with visits to capture informal interactions and contextual insights. A flexible schedule will be adopted and interviews will have limited duration to encourage participation and maintain engagement. The interview guide, available in both English and national languages of Italy, Norway and Romania, is included in Annexes 7.1 to 7.6

4. IDENTIFICATION OF METHODS AND PRACTICES

This chapter presents the foundation for identifying participatory methods and practices relevant to citizen engagement in crisis preparedness. It outlines the methodological approach used to systematically analyse both academic literature and practical experiences from recent research and innovation projects. By combining strategic literature reviews with project-based insights, the aim is to highlight operational methods aligned with the CLIPP framework and extract transferable lessons that support inclusive, effective collaboration between communities and institutions.

4.1 METHODOLOGY FOR MAPPING AND ANALYSING PROJECTS AND PUBLICATIONS

This section presents findings from a systematic mapping and analysis (James et al., 2016) of methods used in both selected academic publications and research projects to involve citizens and stakeholders. The objective is to identify best practices, methodological gaps, and innovative approaches for participatory engagement, with specific reference to the five-step CLIPP procedure for stakeholder involvement. Only methods and tools that have been implemented in practice were included in the analysis.

The CLIPP procedure is designed to guide inclusive and effective citizen and stakeholder engagement, particularly in the context of crisis preparedness and response planning. It outlines five interlinked steps that support meaningful participation throughout the process—from early exploration to sustained involvement.

Table 4. Overview of CLIPP steps with potential relevant methods and stakeholders

CLIPP Step	Objective	Potential Relevant Methods	Potential Relevant Stakeholders
1. Understanding needs, opportunities, and barriers	Gain insights into the local context, governance frameworks, and regulations	Stakeholder mapping, interviews, surveys, photo elicitation	Authorities, CSOs, researchers
2. Identification and collection of feedback and lessons learnt	Establish initial connections and mobilise citizens and stakeholders, engage them actively	Surveys, public dialogue, world cafés, storytelling, focus groups, photo elicitation, field visits, nominal group technique	Citizens, communities, CSOs, authorities, researchers
3. Filtering and aggregation of feedback and lessons learnt	Harmonise and synthesise insights for policy and practice	Participatory workshops, multiple confirmation, prioritize suggestions,	Researchers, authorities, CSOs

		categorization of feedback	
4. Intervention on preparedness plans	Integrate community feedback into preparedness strategies	Focus groups, nominal group technique, participatory workshops	Authorities, researchers, CSOs
5. Provision of feedback and further involvement of citizens	Inform communities about the use of their input, sustain engagement and resilience	Focus groups, public dialogues, round tables	Citizens, communities, CSOs, authorities, researchers

4.2 STRATEGIC REVIEW: LITERATURE AND SELECTED RESEARCH PROJECTS

4.2.1 REVIEW PROCESS AND PROTOCOL

A structured review protocol was developed to guide a strategic review, aimed at systematically analysing prior UCPM initiatives, research projects and selected academic literature related to Disaster Resilient Societies, sustainable transitions, and social innovation. The focus was on extracting methodologies and results relevant to citizen and stakeholder involvement in crisis preparedness, especially in the context of natural hazards such as heavy rain, floods, and earthquakes.

The protocol defined clear inclusion and exclusion criteria, search strategies, and quality standards to ensure the relevance and rigor of the review. It included both peer-reviewed and grey literature, covering research outputs, project deliverables, and internal documentation made available through project partners or institutional access.

The search was conducted primarily through the Scopus database and complemented by manual identification of key EU and national projects through expert consultation, internal networks, and access to unpublished or semi-public project deliverables.

To be included, sources had to meet the following requirements:

- Project conducted within the last ten years (2014–2024)
- Systematic and strategic reviews on crisis management, emergency preparedness, and especially collaboration between authorities and civil society actors, published within the last ten years (2014–2024)
- Be European in origin or focus, with demonstrable practical experience
- Contain documented collaboration between citizens, communities, and authorities in preparedness activities
- Provide detailed descriptions of the methodologies and tools used, including implementation procedures

- Publications and projects identified through researchers' involvement or partner recommendations due to their relevance or innovative contributions, even if outside the immediate scope

Sources were excluded if they:

- Lacked practical applicability or were overly conceptual without real-world testing
- Did not provide sufficient methodological transparency
- Did not include a clear stakeholder or citizen engagement strategy
- Focused primarily on human-induced hazards (e.g. terrorism, war)
- Addressed only the response or recovery phases of crises
- Were books, book chapters, or conference papers, or focused solely on policy, infrastructure, citizen attitudes, tourism, or funding mechanisms

The focus was placed on reviewing systematic and strategic literature reviews. This approach offers several advantages: first, it enables the synthesis of broad empirical evidence and theoretical insights across numerous studies; second, it supports the identification of consistent patterns and methodological gaps in citizen engagement strategies; and third, it helps avoid redundancy by building on prior knowledge and highlighting areas where practical guidance is still lacking. Reviewing literature reviews allows us to understand not only individual findings but also the evolution of thought and practice in the field over the past decade.

While many reviews offered conceptual frameworks, few detailed operational methods for engagement. The results of this process are presented in the summary table below, which provides an overview of identified projects and literature, along with a synthesis of lessons learned, recurring methodological patterns, and gaps. This analysis informs the development of the CLIPP procedure and helps identify recommended practices for participatory crisis preparedness in future project activities.

Table 5. Overview of selected literature reviews

Year	Title	Relevance
2024	<i>Analyses of Community Participation-based Approaches to Disaster Mitigation</i> (Anwar, 2024)	Limited relevance due to lack of methodological detail. Highlights the importance of practical, bottom-up approaches that integrate diverse populations, educational backgrounds, local knowledge, training, and awareness. Covers reports from 2000 to 2021.
2021	<i>Exploring Two Decades of Research in Community Resilience: A Content Analysis Across the International Literature</i> (Fan & Lyu, 2021)	Limited relevance due to insufficient methodological description. Provides a content analysis of 583 studies, identifying key factors influencing community resilience.

2024	<i>The Role of Individual Preparedness and Behavioral Training in Hazard Response: A Systematic Review</i> (Fazeli et al., 2024)	Relevant in terms of the types of preparedness activities examined. However, it lacks sufficient methodological detail. The review synthesises findings from 222 studies.
2023	<i>One Community at a Time: Promoting Community Resilience in the Face of Natural Hazards and Public Health Challenges</i> (Ma et al., 2023)	Limited relevance due to a primarily theoretical focus. Reviews 35 studies published between 2001 and 2023.
2020	<i>Changing Landscape of Community Engagement in the Face of Natural Hazards and Public Health Crises</i> (Oh & Lee, 2020)	Addresses relevant emergency management topics. While it discusses engagement methods, it lacks detailed methodological descriptions. The review is a bibliometric analysis covering 1965 to 2018.
2018	<i>Enablers and Barriers to Community Engagement in Public Health Emergency Preparedness: A Literature Review</i> (Ramsbottom et al., 2018)	Relevant to Step 1 of the CLIPP procedure, focusing on identifying engagement enablers and barriers. Reviews 35 studies.
2023	<i>Community Engagement for Disaster Preparedness and Response: A Systematic Literature Review</i> (Ryan et al., 2023)	Provides an overview of community engagement interventions in natural hazard preparedness, including success factors. However, it lacks detailed descriptions of intervention methodologies. Synthesises 41 sources, including journal articles and grey literature.
2017	<i>A Literature Review on the Relationship Between Risk Governance and Public Engagement in Complex Environmental Issues</i> (van der Vegt, 2018)	Identifies critical issues at the intersection of risk governance and public engagement. The review includes 87 publications.

4.2.2 KEY FINDINGS FROM SELECTED LITERATURE REVIEWS

A particularly relevant review was conducted by the European Centre for Disease Prevention and Control (ECDC), published by Ramsbottom et al. (2018), which addresses the research question: *What are the enablers and barriers to communities and institutions working together in the context of emergency preparedness?* Notably, the ECDC adopts a broader interpretation of the preparedness cycle—encompassing not only anticipation but also response and recovery phases.

This review identified several key themes that influence the effectiveness of collaboration between communities and authorities:

- Contextual and culturally sensitive approaches: Effective preparedness depends on relationships that reflect the specific cultural and contextual realities of each community. This includes involving a wide range of organisations and population groups to ensure a coordinated and inclusive response.
- Trust-building and two-way communication: Trust between communities and authorities is critical. The review emphasises the need for methods that allow authorities to communicate priorities transparently while also listening and responding to the capacities, concerns, and knowledge of communities.
- Inclusive emergency planning: A major barrier is the exclusion of certain groups from planning processes. This can be mitigated by embedding emergency planning discussions into existing community forums or meetings.
- Recognising community capacities and needs: Authorities often overlook the assets communities already possess—such as trusted communication channels or informal mutual support systems. Mapping local capacities and needs can serve as both a planning tool and a way to enhance awareness and engagement.
- Decentralising resources: Giving communities access to and control over resources is key to ownership and sustained involvement. This requires national-level support for localised preparedness efforts.
- Engaging at-risk groups: Groups vulnerable due to socio-economic status, language barriers, or temporary residence (e.g., tourists) must be actively included through tailored strategies that reflect their specific needs and contexts.
- Developing cultural competencies: Authorities should demonstrate cultural awareness in their engagement strategies, including the adaptation or translation of information to ensure accessibility and relevance across diverse populations.

These findings relate directly to Step 1 (Understanding Needs, Opportunities, and Barriers) and Step 2 (Identification and Collection of Feedback) of the CLIPP procedure. They underscore the importance of inclusive, trust-based, and culturally competent approaches early in the preparedness cycle.

Similarly, Ryan et al. (2023) highlight effective community engagement interventions that have been shown to improve disaster preparedness. These include storytelling, community workshops, drills, community champions, home visits, focus groups, and information seminars. While the review synthesises 41 studies and includes both academic and grey literature, it lacks detailed descriptions of the interventions' implementation. Research methods frequently used across the studies include surveys, interviews, focus groups, observations, case studies, content analysis,

social network analysis, and literature reviews. These findings span multiple CLIPP steps, particularly Steps 2 (Collection of Feedback) and 5 (Continued Involvement and Feedback Provision).

Fazeli et al. (2024) provide a comprehensive scoping review of 222 studies focused on individual and community preparedness in relation to natural hazards such as wildfires, cyclones, earthquakes, floods, and tsunamis. The review identifies two key approaches:

- Descriptive approaches, including measuring preparedness levels, educational campaigns, school programmes, and the impact of trust in authorities.
- Prescriptive approaches, such as school and community-based training, use of games and virtual reality, and preparedness programmes for children and adolescents.

While these approaches are conceptually relevant, particularly to Step 2 and Step 4 (Intervention on Preparedness Plans) of CLIPP, they are only briefly described, limiting their operational transferability.

Finally, van der Vegt (2017) presents a cross-disciplinary review on the relationship between risk governance and public engagement. The study reflects a shift from centralised government responses to broader participatory governance models. It emphasises the increasing demand for transparency and inclusivity, but notes a lack of evidence on the effectiveness or concrete impact of public engagement strategies. This supports the relevance of Step 3 (Filtering and Aggregation of Feedback) of CLIPP, especially regarding how public input is translated into policy decisions. However, the review does not provide details on specific participatory methods or tools.

These reviews collectively support the CLIPP procedure's emphasis on context-sensitive, inclusive, and practice-oriented approaches to engagement. While there is widespread recognition of the importance of collaboration between communities and authorities, a recurring limitation is the lack of detailed methodological documentation, which hinders the ability to replicate or scale successful practices. This reinforces the value of structured frameworks like CLIPP to guide future research and implementation in disaster preparedness.

4.2.3 KEY FINDINGS FROM SELECTED PROJECTS

Several European and national research and innovation projects - ENGAGE, SYNERGIES, CLIMAS, Community PRO, CORNER, FUTURESILIENCE and PREPAREU - were reviewed to inform our mapping and analysis of citizen and stakeholder engagement methods. While some of these projects did not offer fully transferable methodologies due to limited practical detail, implementation challenges, or high context dependency, they nevertheless contributed significantly to the collection and selection of relevant methods. Their conceptual frameworks, innovative engagement formats, and examples of collaborative processes served as important points of inspiration for the curated collection of methods aligned with the CLIPP procedure.

Within the project material analysed, *PreparEU¹ Concept Recommendations* deliverable stands out as a particularly relevant resource for the *Empower-Citizens* work stream. It provides conceptual

¹ The PreparEU project is part of the Union Civil Protection Mechanism Knowledge for Action in Prevention & Preparedness (KAPP) programme:

<https://civil-protection-knowledge-network.europa.eu/projects/prepareu-pilot>

updates and detailed recommendations on how to improve public risk awareness and preparedness. This knowledge offers valuable lessons that directly inform the CLIPP procedure and the collection of participatory methods.

- **Preparedness must be locally grounded and context-aware:**
PreparEU highlights the importance of embedding risk awareness and preparedness activities within existing local networks and civic cultures. In particular, it recommends engaging students and including a learning programme in schools that positions students as active participants. One-size-fits-all approaches are unlikely to succeed.
- **Groups at risk as a concept instead of vulnerable groups:**
PreparEU recommends replacing the term “vulnerable group” with more inclusive and empowering terminology, such as “groups at risk”. While the term “vulnerable groups” is extensively used in policy documents, it is facing growing criticisms for representing individuals as passive or lacking agency. This shift recognises that individuals – including persons with disabilities – are not inherently vulnerable; rather, vulnerability arises from societal barriers and a lack of adequate support (see: IASC Guidelines on the Inclusion of Persons with Disabilities in Humanitarian Action, 2019; Sendai Framework, 2015). The challenge is to identify relevant groups and address diversity. The project proposes specific guidance for a more inclusive approach to risk communication.
- **Basics for self-preparedness:**
PreparEU proposes a shared baseline for household preparedness, viewed as a key factor for meaningful involvement. The self-preparedness helps translate engagement into ownership and action, contributing to mutual learning and allowing tailoring to the local context.
- **Trust, transparency and a web-hub for risk communication and preparedness:**
A recurring insight is that trust between citizens and authorities is not a by-product of engagement—it is a prerequisite. Building trust requires more than outreach; it demands two-way communication, visibility of citizen input in decision-making, and sustained interaction over time. While the web-hub provides a solid source for knowledge sharing, it must be supported by dedicated resources.

The *PreparEU* findings reinforce the importance of trust, inclusion, context-sensitivity, and shared ownership as essential conditions for meaningful and sustainable engagement. The basics for self-preparedness need to be considered when improving self-preparedness plans and activities. These lessons have directly influenced the selection of participatory methods for citizen involvement in preparedness planning.

4.3 SUMMARY OF RESULTS

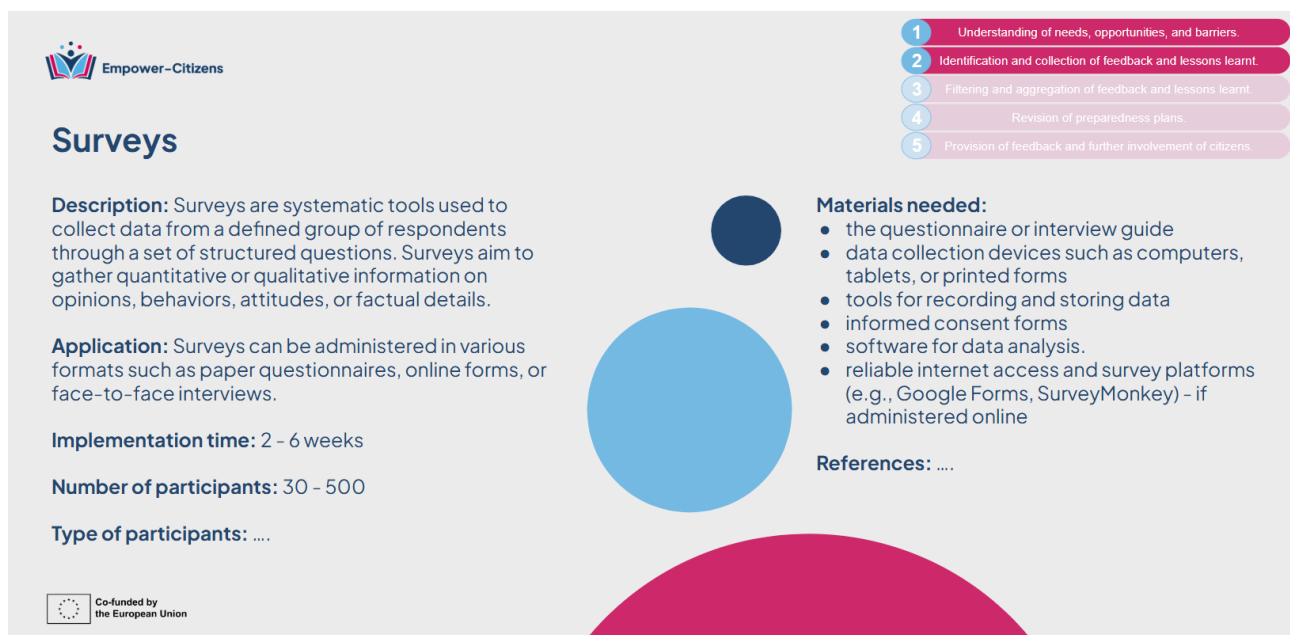
Adopting an iterative approach, the Consortium has selected 15 methods out of the initial 50 identified through desk research and literature review. The selection process focused on eliminating methods that fell outside the scope of the CLIPP procedure, were duplicates, or differed only in minor details. As a result, the final list includes only the most relevant and applicable methods to support the implementation of the five steps of the procedure. Each of the 15 selected methods has been characterised in an Excel table², including the following elements:

² The Excel table can be shared upon request.

- Description
- Application
- Time of implementation
- Materials needed
- Number of participants
- Type of participants
- Relevance to the CLIPP steps
- Reference

These methods have been compiled into a practical booklet designed to support future users in applying them within the CLIPP procedure. In response to the vast amount of information available online and based on recommendations from project end-users, the Consortium prioritised the development of a concise, user-friendly manual. This format allows users to quickly gain an overview of all methods, while also offering the option to explore those most relevant to their specific context through the reference sources provided. In addition, the booklet can be easily modified and updated.

Figure 4. Visual representation of a method in the booklet



The Book of Methods³ will be uploaded to the Knowledge Library and promoted through the Empower-Citizens project space on the Union Civil Protection Knowledge Network. Additionally, the Consortium will disseminate the booklet to relevant target groups via project social media channels, conferences, and events. As for the next steps, project partners recommended the development of an online repository for the booklet's content. This would allow for enhanced features such as search filters, making the resource more accessible, easier to update, and widely shareable, thereby increasing its exploitation and long-term sustainability.

³ The Book of Methods is attached as a standalone document to the deliverable.

5. CONCLUSION

This document provides a fundamental collection of methods to support the main objective of the Empower-Citizens project, namely the development and testing of a solution to integrate citizen feedback into emergency preparedness plans. The project operates on the idea that knowledge and experience gained by citizens during disasters, exercises, and simulations are a significant asset for managing future events. The project will culminate in the "Citizen & Authority Learning and Improving Preparedness Plans" (CLIPP) procedure, a structured approach with supporting tools for authorities. The CLIPP procedure's effectiveness will be evaluated through its application in revising real-world preparedness plans in Castelraimondo, Italy, and Innlandet County, Norway, while its scalability will be assessed in Romania.

Through a comprehensive analysis of the emergency management systems in Italy, Norway, and Romania, common principles of multi-level governance and subsidiarity were identified, alongside distinct national approaches to crisis management and citizen engagement. Understanding of local contexts will be further developed and refined in the next task, thanks to the application of interview guides developed for the three different national contexts and attached to this deliverable.

These insights provide a valuable foundation for tailoring citizen engagement strategies that are both context-sensitive and aligned with national and overarching European frameworks for disaster risk management. The upcoming qualitative data collection through interviews with key stakeholders will not only validate and expand on the initial findings but also capture practical experiences, perceptions, and expectations regarding the integration of citizen feedback in preparedness planning.

The results of this next phase will inform the development of adaptable models for citizen participation and feedback mechanisms, ensuring they are operationally feasible, culturally appropriate, and scalable across diverse contexts. Ultimately, this iterative, evidence-informed approach will support the project's broader objective of strengthening community resilience by embedding citizens' experiential knowledge into formal emergency preparedness and response systems.

A strategic review of academic literature and relevant EU projects and UCPM initiatives underscored the critical need for trust, inclusive communication, and locally-grounded, culturally-sensitive engagement strategies. This review helps to prevent duplication of work and enables new developments to build upon successful results from previous research. Key recommendations emerging from this analysis include the importance of embedding preparedness activities within existing community structures.

The analysis culminated in the development of a practical booklet containing 15 selected methods for citizen engagement, systematically aligned with the five steps of the CLIPP procedure. This user-friendly tool is designed to assist local authorities and first responders in effectively eliciting and integrating citizen feedback. Future project activities will focus on the operationalisation of the co-designed interview guides and the development and pilot testing of the CLIPP procedure and its associated methods in Italy and Norway. The findings will be further scaled up and validated in the Romanian context to ensure broader applicability.

6. REFERENCES

1. Sahar Elkady, Josune Hernantes, Mar Muñoz, Leire Labaka (2022). What do emergency services and authorities need from society to better handle disasters? *International Journal of Disaster Risk Reduction* doi.org/10.1016/j.ijdrr.2022.102864
2. L. Labaka, Sahar Elkady, M. Borges, Gala Linacisoro, J. Hernantes (2021). About What Authorities and Emergency Services Need and Expect from Society. *Proceedings of the 31st European Safety and Reliability Conference* Edited by Bruno Castanier, Marko Cepin, David Bigaud, and Christophe Berenguer Copyright © ESREL 2021. Published by Research Publishing, Singapore. ISBN: 978-981-18-2016-8; doi:10.3850/978-981-18-2016-8 552-cd
3. Ferguson, J., Schmidt, A., & Boersma, K. (2018). Citizens in crisis and disaster management: Understanding barriers and opportunities for inclusion. *Journal of Contingencies and Crisis Management*, 26(3), 326-328. <https://doi.org/10.1111/1468-5973.12236>
4. European Commission, Niinistö, S. (2024). Safer Together Strengthening Europe's Civilian and Military Preparedness and Readiness. Available at: https://commission.europa.eu/document/download/5bb2881f-9e29-42f2-8b77-8739b19d047c_en?filename=2024_Niinisto-report_Book_VF.pdf
5. James, K. L., Randall, N. P., & Haddaway, N. R. (2016). A methodology for systematic mapping in environmental sciences. *Environmental Evidence*, 5(1), Article 7. <https://doi.org/10.1186/s13750-016-0059-6>
6. Ramsbottom, A., O'Brien, E., Ciotti, L., & Takacs, J. (2018). Enablers and Barriers to Community Engagement in Public Health Emergency Preparedness: A Literature Review. *Journal of Community Health*, 43(2), 412–420. <https://doi.org/10.1007/s10900-017-0415-7>. PMID: 28840421; PMCID: PMC5830497.
7. Fazeli, S., Haghani, M., Mojtahedi, M., & Rashidi, T.H. (2024). The role of individual preparedness and behavioural training in natural hazards: A scoping review. *International Journal of Disaster Risk Reduction*. <https://doi.org/10.1016/j.ijdrr.2024.104379>.
8. Chalmers, I., Bracken, M.B., Djulbegovic, B., Garattini, S., Grant, J., Gülmezoglu, A.M., Howells, D.W., Ioannidis, J.P.A., & Oliver, S. (2014). How to increase value and reduce waste when research priorities are set. *The Lancet*. [https://doi.org/10.1016/S0140-6736\(13\)62229-1](https://doi.org/10.1016/S0140-6736(13)62229-1).
9. Swedish Civil Contingencies Agency (MSB, 2025). The PrepareEU Project Risk Communication with an EU added Value. Recommendations for coordinated actions on increasing population resilience across the EU.

7. ANNEX

7.1 INTERVIEW GUIDE - ITALY (ENGLISH)

Purpose of the Interview Guide

This interview guide aims at identifying (i) formal and informal routines and practices used to collect, curate, and integrate citizen knowledge and citizen perspectives in the drafting and implementing of preparedness plans, and (ii) needs, barrier, and opportunities to integrate citizen knowledge and citizen perspectives in preparedness plans.

Target Interviewees

These questions are aimed at public servants in regional and local governments. [Note: this guide can be adapted to a less structured interview guide for CSO and NGO officials]

How to use the Interview Guide

This questionnaire outline is not intended to be a rigid list of questions to be put to the interviewee. Rather, it is intended to give the interviewer an overview of the various points of interest for our analysis. Depending on the context and the interviewee's answers, it will be adapted and interpreted to gather information and at the same time to introduce the themes/issues addressed by the project.

[INTRODUCTION] - Questions to break the ice and introduce the topics that will be discussed during the meeting

1. Ask the interviewee to explain how the planning process works

Introduce the topic of citizens' contribution by referring to the emergency event experienced (in this specific case we personalised the questions to the experience lived by Castelraimondo during the 2016 earthquake)

2. The 2016 earthquake severely affected the whole area. How did the community respond to the event? What tools were available at the time to promote an 'organised' response to the emergency?
3. Next year will mark the 10th anniversary of that event. Have you had the opportunity over the years to meet with the community to reflect on what happened, identify any needs, and pinpoint any skills that have been developed to deal with it?
4. Since then, have new forms of communication been adopted to inform citizens about both prevention and emergency management?
5. For the purposes of approving or updating the Civil Protection/Preparedness Plan, what forms of citizen participation and/or consultation are carried out?
6. Are there specific tools that allow citizens to request the organisation of meetings that guarantee the spontaneous participation of the community in the processes of defining the Administration's planning?
7. After its approval, how is the Civil Protection/Preparedness Plan disseminated among citizens? Are dedicated meetings organised? If so, in what forms and how long in advance are the events publicised?

8. Are the events aimed at individual neighbourhoods or are they concentrated in one place? In the latter case, is a single event organised or are there different events dedicated to the presentation of the local context, the institutional subjects involved, and the measures planned that are of direct interest to citizens?
9. Does the Plan include any specific measures for vulnerable individuals? If so, are meetings held to share the Plan with families, social workers, associations and professionals involved in the care and assistance of the person?
10. In an area that is still strongly oriented towards agriculture, forestry and livestock farming, are there specific measures for operators in the sector? And in particular, with reference to the management of farm animals? Is the information provided by trade associations, or by anyone else?

[NEEDS] – In which points of the plan can information coming from citizens be integrated?

11. Does the Civil Protection/Preparedness Plan include any opportunities for sharing information with citizens? If so, what are they and in what form?
12. How are the observations and reports of citizens collected (minutes of the assembly, written communication from the proposer, acknowledged by the technicians in charge, etc.)?
13. Are there particular aspects of the Plan on which it was or it will be considered important to listen to and discuss with citizens?
14. In addition to the observations provided for by the regulations, in what ways can citizens report issues that may be useful for updating the Plan?
15. The Plan is expected to be updated periodically. How often does this Administration update the Civil Protection/Preparedness Plan?

[REQUIREMENTS] - What are the limits of application of citizens' observations?

16. What are the constraints imposed by national legislation for the purpose of collecting citizens' observations? What is the degree of autonomy of local authorities in this regard?
17. Can the implementation of corrective measures following the acceptance of observations represent a limiting factor in their implementation?
18. Is a criterion (or more than one criterion) applied to evaluate the cost/benefit ratio between accepting the submitted observation and not implementing it, and therefore, the economic impact that the choice generates?
19. Can the promotion and management of participatory processes represent unsustainable costs for the Administration?

[LIMITS AND CONSTRAINTS] - What are the limits to the replicability of the process of collecting observations from citizens?

20. Does the Administration include the promotion and management of participatory processes among its functions, or are these outsourced?
21. For the purposes of updating the Civil Protection/Preparedness Plan, what is the ideal time frame for an 'ideal' participatory process?
22. Is there already a dedicated form for collecting citizens' observations? If so, is it easily accessible on the institutional website or is it only available in paper format from the Municipality?

23. If the comments made by citizens include concrete operational proposals, what procedure should be initiated to assess their feasibility and therefore follow up on them? Which department within the Administration is responsible for this?
24. Ideally, what should the procedure for collecting citizens' observations be like?

[TERRITORIAL NETWORK] - What are the relationships with other stakeholders?

25. Does the approval process for the Civil Protection Plan include discussion phases with different levels and subjects of the Public Administration? If so, which paths are due and which are desired?
26. Does the municipal authority have direct relations with neighbouring municipalities or is this level of consultation satisfied at a provincial level?
27. Do local administrators and municipal technicians receive regular updates on matters relating to emergency management from supra-local authorities?

7.2 INTERVIEW GUIDE - ITALY (ITALIAN)

Scopo della guida per le interviste

La presente guida all'intervista ha lo scopo di identificare (i) le routine e le pratiche formali e informali utilizzate per raccogliere, curare e integrare le conoscenze e le prospettive dei cittadini nella stesura e nell'attuazione dei piani di preparazione, e (ii) le esigenze, gli ostacoli e le opportunità per integrare le conoscenze e le prospettive dei cittadini nei piani di preparazione.

Target da intervistare

Queste domande sono rivolte ai funzionari pubblici delle amministrazioni regionali e locali.

[Nota: questa guida può essere adattata a una guida per interviste meno strutturata per i funzionari delle OSC e delle ONG]

Come utilizzare la guida per le interviste

Il presente questionario non intende essere un elenco rigido di domande da porre all'intervistato. Esso ha piuttosto lo scopo di fornire all'intervistatore una panoramica dei vari punti di interesse per la nostra analisi. A seconda del contesto e delle risposte dell'intervistato, esso sarà adattato e interpretato al fine di raccogliere informazioni e, allo stesso tempo, introdurre i temi/le questioni affrontati dal progetto.

[INTRODUZIONE] - Domande per rompere il ghiaccio e introdurre le tematiche oggetto dell'incontro

1. Farsi raccontare come funziona il procedimento per la stesura del piano

Introdurre il tema del contributo dei cittadini facendo riferimento all'evento emergenziale vissuto (in questo caso specifico abbiamo personalizzato le domande all'esperienza vissuta da Castelraimondo in occasione del terremoto 2016)

2. L'evento sismico del 2016 ha colpito gravemente tutto il territorio, come rispose la comunità a quell'evento? Quali gli strumenti allora disponibili per favorire una risposta "organizzata" all'emergenza?
3. Il prossimo anno ricorreranno 10 anni da quell'evento, avete avuto occasioni in questi anni di incontrare la comunità per elaborare assieme l'accaduto, raccogliere eventuali bisogni, individuare possibili "competenze" maturate?
4. Da allora, sono state adottate nuove forme di comunicazione ai cittadini sia in merito alla prevenzione che alla gestione dell'emergenza?
5. Ai fini dell'approvazione o aggiornamento del Piano di Protezione Civile, quali forme di partecipazione e/o consultazione dei cittadini vengono operate?
6. Sono previsti specifici strumenti che permettano ai cittadini di richiedere la convocazione di appuntamenti che garantiscano la partecipazione spontanea della comunità nell'ambito dei processi di definizione della pianificazione dell'Amministrazione?
7. Successivamente alla sua approvazione, il Piano di Protezione Civile in che modo viene diffuso tra i cittadini? Vengono organizzati degli incontri dedicati? Sé sì, in che forme e che tempi viene data evidenza agli appuntamenti?
8. Gli appuntamenti interessano tutte le frazioni o sono concentrati in un unico luogo? In quest'ultimo caso, viene organizzato un unico appuntamento o comunque momenti diversi dedicati alla presentazione del contesto territoriale, dei soggetti istituzionali coinvolti, delle misure previste di diretto interesse dei cittadini?

9. Per i soggetti più fragili, il Piano prevede delle misure dedicate? Se sì, vengono svolti incontri finalizzati alla condivisione del Piano con le famiglie, gli operatori sociali, le associazioni e le realtà professionali volte alla cura e all'assistenza della persona?
10. In un territorio ancora a forte vocazione agro-silvo-pastorale, sono previste misure specifiche per gli operatori del settore? Ed in particolare, con riferimento alla gestione degli animali da allevamento? L'informazione è affidata alle associazioni di categoria, oppure a chi altro?

[BISOGNI] – Quali sono i punti del piano in cui le informazioni provenienti dai cittadini possono essere integrate nel piano

11. L'iter del Piano di Protezione Civile prevede momenti di condivisione con i cittadini? Se sì, quali e in che forma?
12. Le osservazioni e le segnalazioni dei cittadini, in che modalità vengono raccolte (verbale di assemblea, comunicazione scritta da parte del proponente, recepite dai tecnici incaricati, altro)?
13. Vi sono aspetti privilegiati del Piano sui quali si è ritenuto o si riterrebbe rilevante l'ascolto e il confronto con i cittadini?
14. Oltre alle osservazioni che le norme prevedono, in quali forme i cittadini possono segnalare questioni utili all'aggiornamento del Piano?
15. Il Piano, si prevede che venga aggiornato periodicamente, con quale frequenza questa Amministrazione provvede all'aggiornamento del Piano di Protezione Civile?

[REQUISITI] - Quali sono i limiti di applicazione delle osservazioni dei cittadini?

16. Quali sono i vincoli dettati dalla normativa nazionale ai fini della raccolta delle osservazioni dei cittadini? Quali i margini di autonomia degli Enti locali al riguardo?
17. L'implementazione di correttivi conseguenti all'accoglimento delle osservazioni può rappresentare un fattore limitante all'attuazione delle stesse?
18. Viene applicato un criterio (o più criteri), per valutare il rapporto costo/benefici tra l'accoglimento dell'osservazione presentata e il suo mancato recepimento e dunque, l'impatto economico che la scelta genera?
19. La promozione e la conduzione di processi partecipati possono rappresentare costi non sostenibili per l'Amministrazione?

[LIMITI E VINCOLI] - Quali sono i limiti della replicabilità del processo di raccolta delle osservazioni dei cittadini?

20. L'Amministrazione prevede tra le funzioni della propria Struttura la promozione e la conduzione dei processi partecipativi o queste vengono esternalizzate?
21. Un processo partecipativo "ideale" ai fini dell'aggiornamento del Piano di Protezione Civile, su quali tempi deve poter contare?
22. La raccolta delle osservazioni dei cittadini è già prevista con modulistica dedicata? Se sì, è facilmente accessibile sul sito istituzionale od è prevista solo in formato cartaceo, disponibile presso il Municipio?
23. Se tra le osservazioni avanzate dai cittadini fossero ricomprese concrete proposte operative, quale iter dovrebbe essere avviato per valutarne la fattibilità e dunque darvi seguito? Quale è la funzione preposta all'interno dell'Amministrazione a tal fine?

[RETE TERRITORIALE] - Quali sono i rapporti con gli altri stakeholder?

24. L'iter di approvazione del Piano di Protezione Civile prevede fasi di confronto con livelli e soggetti diversi dell'Amministrazione pubblica? Se sì, quali i percorsi dovuti e quali sono invece auspicati?
25. L'Ente comunale si rapporta direttamente con i Comuni limitrofi o tale livello di concertazione viene soddisfatto alla scala provinciale?
26. Gli amministratori locali e i tecnici comunali beneficiano di aggiornamenti periodici sulle materie inerenti alla gestione delle emergenze a cura di Enti sovralocali?

7.3 INTERVIEW GUIDE - NORWAY (ENGLISH)

Purpose of the Interview Guide

This interview guide aims at identifying (i) formal and informal routines and practices used to collect, curate, and integrate citizen knowledge and citizen perspectives in the drafting and implementing of preparedness plans, and (ii) needs, barrier, and opportunities to integrate citizen knowledge and citizen perspectives in preparedness plans.

Target Interviewees

These questions are aimed at public servants in regional and local governments. [Note: this guide can be adapted to a less structured interview guide for CSO and NGO officials]

How to use the Interview Guide

This interview is designed to collect information for qualitative analyses and as such it does not constitute a questionnaire or survey. The interview is meant to be a conversation, during which the interviewees answer the questions in a dialectic fashion. For this reason, the questions are written in a conversational tone and in the active, rather than passive, voice. The questions highlighted in bold are the most important, the other questions are complementary.

[INTRODUCTION] - Questions to break the ice and introduce the topics that will be discussed during the meeting

1. [Instructions to the interviewer: this is an open-ended question aimed at opening the interview broadly. Prior to asking any questions, please ask the interviewee to consent to being recorded, to sign and date the informed consent, and to identify themselves.]
2. Please describe your position and how your work relates to preparedness and specifically drafting and implementing preparedness plans.
3. The 2023 Hans severely affected large areas. As a public servant, do you think that citizens should be more involved in their own preparedness? Do you think there is a difference in citizen preparedness before and after the storm? In what way?

[EXISTING PRACTICES]

4. How is information or feedback from citizens used in the development or revision of preparedness plans?
5. Where do you see opportunities in involving citizen perspectives in your preparedness work? Do you have any good-practice examples? Are there phases in the planning process more suitable to involving citizen perspectives? Is this process sustainable and replicable?
 - a. Follow up question: do you collaborate with CSOs to reach citizens?

6. An evaluation⁴ came out in 2023. Since the Hans event, have you introduced any new routines or practices to involve citizens in your preparedness work? Is the totalberedskap report relevant in your work relating to citizen involvement?

If yes, could you describe what these are? If not, could you explain why not?

7. Have you adopted any new forms of communication to inform citizens about preparedness or emergency management since the Hans event?

If yes, please describe them. If not, could you share why not?

8. Do you have any means to filter and curate any citizen input? Can you give an example?

9. Are there specific arenas and routines where citizens and local authorities can discuss preparedness (formal and informal)? And if so, are there any routines or guidelines on how authorities provide feedback to citizens input?

10. How do you raise awareness among different populations on preparedness measures?

11. How is the plan adapted to different kinds of populations?

12. Innlandet is known for its mountainous and rural areas, rich cultural heritage, and strong agriculture industry and energy. Are there specific preparedness measures for tourism, agriculture and industrial operators, are there specific preparedness measures for diverse populations/citizens?

[NEEDS] –In which points of the plan can information coming from citizens be integrated?

13. What additional tools, resources, or capacities would make it easier to involve citizens meaningfully?

14. Are there types of knowledge (local, experiential, historical) from citizens that you wish you had more access to?

[OPPORTUNITIES AND CHALLENGES] - What are the opportunities and barriers for integrating citizen knowledge and experiences?

15. What are the main benefits and opportunities of including citizen perspectives in the drafting and implementation of preparedness plans?

16. What are the barriers imposed by national legislation for the purpose of collecting and using citizens' knowledge? What is the degree of autonomy of local authorities in this regard? (this information is available in public documents, no need to ask, check. Bureaucratic issues).

17. What are the main challenges and limitations (formal and informal) in involving citizens in the drafting and implementation of preparedness plans? (Open question, but we have in mind, time, money, capacity, legal constraints, trust, representation issues, lack of interest, etc)

⁴ Lunde, M., Taraldsen, G. (2023) Evaluering etter ekstremværet "Hans" Innlandet 2023. <https://www.statsforvalteren.no/siteassets/fm-innlandet/10-samfunnssikkerhet-og-beredskap/samordning/hans-2023/evalueringsrapport-ekstremvaret-hans---innlandet-august-2023.pdf>

[TERRITORIAL NETWORK] - What are the relationships with other stakeholders?

18. Are there any plans (formal and informal) on people involvement with neighbouring municipalities?
19. Which jurisdictions and other organizations do you collaborate with and how?

7.4 INTERVIEW GUIDE - NORWAY (NORWEGIAN)

Formål med intervjuet

Dette intervjuet har som mål å kartlegge (i) formelle og uformelle rutiner og praksiser som benyttes for å samle inn, bearbeide og integrere innbyggerkunnskap og -perspektiver i arbeidet med å utvikle beredskapsplaner på alle nivå (lokale, regionale og nasjonale) med tilhørende aktiviteter, samt (ii) behov, barrierer og muligheter for å styrke denne typen innbyggerinvolvering i beredskapsplaner med tilhørende aktiviteter.

Målgruppe for intervjuene

Spørsmålene er rettet mot ansatte i regionale og lokale forvaltningsorganer. [Merk: dette kan brukes som utgangspunkt til å utvikle en egen, mindre strukturert intervjuguide for representanter fra sivilsamfunnsorganisasjoner og frivillige organisasjoner.]

Hvordan bruke intervjuguiden

Dette er ikke et spørreskjema, men en veiledning for en kvalitativ samtale. Intervjuet skal gjennomføres som en dialog, der spørsmålene stilles i en samtaleform. De spørsmålene som er markert i **fet skrift** er sentrale og bør prioriteres; de øvrige spørsmålene er utdypende.

[INNLEDNING] – Spørsmål for å få kunnskap om informantens bakgrunn

1. [Instruks til intervjuer: Dette er et åpent spørsmål for å sette rammene for intervjuet. Før du stiller spørsmålene, be informanten om å gi sitt samtykke til lydopptak, signere informert samtykke og oppgi navn og stilling.]
2. Kan du fortelle litt om din rolle, og hvordan arbeidet ditt er knyttet til beredskap og spesielt utvikling og implementering av beredskapsplaner?
3. Ekstremværet “Hans” rammet store områder i 2023. På hvilken måte var innbyggerne involvert i hendelsen? Mener du at innbyggere bør være mer involvert i egen beredskap? Opplever du at innbyggernes bevissthet eller forberedelser har endret seg etter “Hans”? På hvilken måte?

[EKSISTERENDE PRAKSISER]- Hvordan er innbyggerne i dag involvert i beredskapsplanleggingen i din kommune?

4. Hvordan benyttes informasjon eller tilbakemeldinger fra innbyggere i arbeidet med å utvikle eller revidere beredskapsplaner?
5. Hvor ser du muligheter for å inkludere innbyggerperspektiver i beredskapsarbeidet? Har du eksempler på gode erfaringer eller praksis? Er det faser i planleggingsarbeidet hvor det er mer hensiktsmessig å involvere innbyggere?
 - a. Oppfølgingsspørsmål: Samarbeider dere med frivillige organisasjoner for å nå ut til innbyggere?

6. Har dere, etter evalueringene som kom etter "Hans"⁵, innført nye rutiner eller praksiser for å involvere innbyggere i beredskapsarbeidet? Er rapporten om totalberedskap relevant for deres arbeid med innbyggerinvolvering?

– Hvis ja, kan du beskrive hva som er gjort? Hvis nei, hvorfor ikke?

7. Har dere tatt i bruk nye former for kommunikasjon med innbyggere om beredskap eller krisehåndtering etter "Hans"?

– Hvis ja, hvordan? Hvis nei, hva er årsaken til det?

8. Har dere noen verktøy eller rutiner for å ta imot og bearbeide innspill fra innbyggere? Kan du gi et eksempel?

9. Finnes det spesifikke arenaer eller rutiner (formelle eller uformelle) hvor innbyggere og kommunen kan diskutere beredskap? Finnes det rutiner for hvordan kommunen gir tilbakemelding på innspill fra innbyggerne?

10. Hvordan jobber dere for å øke bevisstheten om beredskap i ulike grupper i befolkningen?

11. Hvordan tilpasses beredskapsplan ulike grupper i befolkningen?

12. Innlandet er kjent for fjellområder, spredt bosetning, kulturarv, jordbruk og energiproduksjon. Finnes det spesifikke beredskapstiltak rettet mot turisme, landbruk, industri og ulike innbyggergrupper?

[BEHOV] –Hvor i beredskapsplanen kan innbyggerkunnskap integreres?

13. Hvilke verktøy, ressurser eller kapasiteter kunne gjort det lettere å involvere innbyggere på en meningsfull måte?

14. Finnes det typer kunnskap (lokal, erfaringsbasert, historisk) fra innbyggere som du gjerne skulle hatt bedre tilgang til?

[MULIGHETER OG UTFORDRINGER] – Hva ser du som de viktigste mulighetene og barrierene for å integrere innbyggerkunnskap og -erfaringer i beredskapsarbeidet?

15. Hva er de viktigste fordelene og gevinstene ved å inkludere innbyggerperspektiver i utviklingen av beredskapsplaner og tilhørende aktiviteter?

16. Er det noen begrensninger i nasjonalt lovverk som gjør det vanskelig å samle inn og bruke innbyggerkunnskap? I hvilken grad har kommunen eller regionen autonomi på dette området? [Denne informasjonen finnes i offentlige dokumenter – spørsmålet kan hoppes over hvis den er kjent.]

17. Hva opplever du som de største utfordringene (formelle og uformelle) ved å involvere innbyggere i utviklingen og implementeringen av beredskapsplaner?

⁵ Lunde, M., Taraldsen, G. (2023) Evaluering etter ekstremværet "Hans" Innlandet 2023. <https://www.statsforvalteren.no/siteassets/fm-innlandet/10-samfunnssikkerhet-og-beredskap/samordning/hans-2023/evalueringsrapport-ekstremvaret-hans---innlandet-august-2023.pdf>

– [Åpent spørsmål. Vi har særlig i tankene tid, økonomi, kapasitet, lovverk, tillit, representasjon, engasjement/interesse, tilgjengelige arenaer/kanaler for involvering.]

[TERRITORIET SAMARBEID] –Hvordan samarbeider dere med andre formelle og uformelle aktører, inkludert nabokommuner og andre offentlige myndigheter?

19. Finnes det noen planer, formelle eller uformelle, for samarbeid med nabokommuner om innbyggerinvolvering i beredskap?

20. Hvilke myndigheter eller organisasjoner samarbeider dere med, og hvordan foregår dette samarbeidet?

7.5 INTERVIEW GUIDE - ROMANIA (ENGLISH)

PURPOSE OF THE QUESTIONNAIRE

This questionnaire aims to identify:

- the formal and informal practices and routines used to collect, select, and integrate citizens' knowledge and perspectives into the development and implementation of public preparedness plans for emergency situations in Romania;
- the needs, barriers, and opportunities for strengthening citizen participation and feedback in the process of public preparedness for emergency situations.

Target Group – Respondents

This questionnaire is addressed to representatives of public authorities with responsibilities in the field of emergency management, at local, county, and national levels, who contribute to the development of public preparedness plans and to the implementation or execution of related activities.

A separate questionnaire will be developed for civil society organizations and NGOs.

How to use the questionnaire

The questionnaire is officially sent to the targeted institutions, accompanied by a cover letter and a consent form regarding data processing. Institutions are kindly requested to appoint a person or a working group to complete the questionnaire in writing, providing clear and specific answers to each question. Responses should be submitted electronically, along with the signed, dated, and scanned consent form.

No interviews will be conducted, and no audio or video recordings will be made as part of this process.

[INTRODUCTORY SECTION] – Introductory questions to help understand the context and the topics covered by the questionnaire

Before answering the following questions, please read and sign the GDPR consent form, should you agree with the terms set out in the informed consent document.

1. Please describe your position and how your role relates to public preparedness for emergency situations and to the development/implementation of preparedness plans in the institution you represent.
2. Major events, such as the 2024 floods in Galati, have severely impacted local communities. How did the local community respond to this disaster? What tools and procedures were available at that time to coordinate an organized response? Do you believe that citizens should be more involved in preparedness? Have you observed any changes in citizens' awareness or interest following such events? If so, how?

EXISTING PRACTICES

3. Please describe how the process of planning and updating the Preparedness Plan is organized in your administrative unit.

4. Besides the 2024 floods, what are the 2–3 most relevant events that have affected the community in recent years? How have these events influenced preparedness planning and the population's response to emergency situations? Have there been meetings or consultations with citizens to reflect on lessons learned, identify needs, or strengthen community response capacity?
5. What communication channels or strategies do you use to inform citizens, both during the prevention phase and during emergencies? Following events such as the 2024 floods, have you identified any new communication channels with citizens?
6. Once the public preparedness plans are approved, to what extent are citizens informed about their content and provisions? Are there dedicated public information meetings? If so, in what formats and how far in advance are these events/activities promoted?
7. Is public preparedness tailored to local specificities and community needs, or is it conducted in a centralized manner?
8. Does public preparedness include specific measures targeting vulnerable groups (elderly persons, persons with disabilities, children, etc.)? Have relevant stakeholders (families, social workers, NGOs) been involved in the consultation process regarding these measures? Are there dedicated sessions for informing vulnerable persons and their caregivers?
9. Have you identified the need to adapt preparedness activities to ensure they are easily understood by persons with cognitive difficulties or low literacy levels?
10. In regions where agricultural, forestry, and livestock activities are significant, are there specific measures targeting operators in these sectors, particularly regarding the management of farm animals?

[NEEDS] – In which components of the plan can citizen input be integrated?

11. Do the preparedness plan and preparedness activities include mechanisms for information exchange between authorities and citizens? If so, what are these mechanisms, and how are they implemented?
12. How are citizen observations, notifications, or requests regarding preparedness activities collected? Is there a standard procedure for managing these (minutes, written forms, online platforms, requests submitted under Law 544/2001)?
13. Do you have tools to collect feedback that respond to the needs of persons with intellectual or cognitive disabilities, hearing or visual impairments?
14. When using online platforms to collect citizen feedback, what methods are used to ensure the quality and authenticity of the data collected and to prevent participation from respondents using false identities?
15. Are there aspects of the preparedness plan or preparedness activities that would particularly benefit from public consultation?
16. How can citizens report problems or needs that should be considered when updating the preparedness plan or preparedness activities? Describe the process for updating the Preparedness Plan at the local authority level.
17. Regarding the measures included in the preparedness plans, how many of the proposals or suggestions received from citizens have been integrated into the plan or preparedness activities over the past five years?
18. Based on your experience, what types of risks are perceived by citizens as more important: rare but catastrophic risks, or frequent but less severe risks? Is it possible to categorize petitions/notifications by type of risk?

[OPPORTUNITIES AND CHALLENGES] – What are the opportunities and barriers in integrating citizens' knowledge and experiences?

19. What constraints does national legislation impose on the collection, selection, and application of citizen feedback? What is the level of autonomy of local authorities in this regard?
20. Is there an accessible form/online platform for collecting feedback from citizens? Is it available on the institution's website or only in physical format?
21. Are there procedures for prioritizing or filtering feedback received from citizens? Are statistical methods or validation techniques used before feedback is considered in the planning process?
22. If citizens propose specific operational measures, what procedure should be followed to assess their feasibility and implement them? Which department is responsible for this process?
23. What resource-related challenges (human, material, financial) or procedural challenges (formal or informal) hinder the collection, centralization, validation, and integration of citizen feedback into the preparedness plan or preparedness activities?
24. When citizen contributions are considered in preparedness plans or activities, are there criteria used to evaluate the cost-benefit ratio of accepting or rejecting the integration of feedback?
25. Are the promotion and management of participatory processes outsourced? Could these represent unsustainable costs for the authorities?
26. Ideally, what should the procedure for collecting, selecting, and integrating/applying community feedback look like?

[TERRITORIAL NETWORK] – What are the relationships with other stakeholders?

27. Does the process of reviewing the Preparedness Plan involve discussions and collaboration with other administrative levels or specialized authorities? If so, which ones?
28. Are there collaborative relationships with neighboring local authorities regarding citizen involvement in public preparedness plans? Are common procedures in place?

7.6 INTERVIEW GUIDE - ROMANIA (FOR NGOs)

PURPOSE OF THE QUESTIONNAIRE

This questionnaire aims to identify:

- Tools and practices, both formal and informal, used to collect, select, and integrate citizens' knowledge and perspectives into the development and implementation of public preparedness plans for emergency situations in Romania;
- the needs, barriers, and opportunities for strengthening citizen participation and feedback in the process of public preparedness for emergency situations.

Target Group – Respondents

This questionnaire is intended for civil society organizations and NGOs that carry out activities related to population preparedness for emergency situations and community support.

How to use the questionnaire

The questionnaire is officially distributed to the targeted civil society organizations and NGOs, accompanied by a cover letter and the consent form regarding the processing of information.

Organizations are kindly requested to designate a person or a working group to complete the questionnaire in writing, by providing specific answers to each question.

Responses should be submitted electronically, accompanied by the signed, dated, and scanned consent form.

No interviews will be conducted, and no audio or video recordings will be made in the course of this process.

[INTRODUCTORY SECTION] – Introductory questions to help understand the context and the topics covered by the questionnaire

Before answering the following questions, please read and sign the GDPR consent form, should you agree with the terms set out in the informed consent document.

1. Please describe the role of your organization and the types of activities you carry out in support of population preparedness for emergency situations.
2. Major events such as the 2024 floods in Galați severely affected local communities. How did the local community respond to this disaster? Was your organization involved in supporting the community? In your opinion, should citizens be more actively involved in preparedness? Have you observed any changes in citizens' awareness or interest in preparedness following such events? If so, in what ways?

EXISTING PRACTICES

3. Apart from the 2024 floods, which 2–3 events do you consider to be the most significant that have impacted your community in recent years? How have these events influenced the population's response to emergency situations? Have you organized meetings or consultations with citizens to reflect on lessons learned, identify needs, or strengthen community resilience?

4. From your perspective, what is the current level of preparedness and awareness among the population in the areas where you are active? Do you observe any differences between various population groups or between communities?
5. What communication channels or strategies do you use to inform and engage communities in preparedness for emergency situations or during such events? Have you identified any new communication channels following events like the 2024 floods?
6. Are the activities you conduct to support population preparedness for emergency situations adapted to the local context and the specific needs of different communities with which you work, or do you apply a standardized approach across all contexts?
7. Do you carry out specific activities to inform and support vulnerable groups? How do you engage relevant actors (families, social workers, authorities, other NGOs)?

[NEEDS] – In which components of the plan can citizen input be integrated?

8. How do you collect citizens' observations or suggestions regarding your activities aimed at supporting population preparedness for emergency situations? Do you have tools in place for collecting feedback that address the needs of individuals with intellectual or cognitive disabilities, hearing or visual impairments?
9. If online platforms are used to collect citizens' feedback, what methods do you use to ensure the quality and authenticity of the data collected and to prevent the participation of respondents with false identities?
10. How can citizens report relevant issues or needs that should be considered when updating preparedness activities?
11. How do you incorporate citizens' proposals or suggestions into your organization's activities? Could you provide concrete examples?
12. Based on your experience, which types of risks do citizens perceive as more important: rare but catastrophic risks (e.g., earthquakes), or frequent but less severe risks (e.g., extreme weather events)?

[OPPORTUNITIES AND CHALLENGES] – What are the opportunities and barriers in integrating citizens' knowledge and experiences?

13. Have you encountered any legal or administrative barriers that limit the collection and integration of citizen feedback into your organization's activities? Please provide examples of such cases.
14. Do you have an accessible form or online platform for collecting feedback from citizens? Is it available on your organization's website or only in physical format?
15. Are there any procedures in place for prioritizing or filtering the feedback received from citizens? Are statistical or validation methods used before considering feedback in the planning process?
16. What challenges related to resources (human, material, financial) or procedures (formal or informal) hinder the collection, centralization, validation, and integration of citizen feedback into your population preparedness activities?
17. Ideally, how should the process of collecting, selecting, and integrating/applying community feedback be designed?

[TERRITORIAL NETWORK] – What are the relationships with other stakeholders?

18. Do you have partnerships or collaborations with local/regional authorities or other NGOs for population preparedness in emergency situations? Please provide some examples of good practices.
19. Do you collaborate with other NGOs or authorities from neighboring localities for population preparedness activities or for providing support in emergency situations? In your opinion, how could collaboration and partnerships with public authorities be improved regarding the organization of public preparedness activities for emergency situations?