



GENERAL TOOL KIT

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0 TOOL KIT GUIDELINE

The aim of this tool kit is to support cities in building resilient communities without leaving behind those who could be at high risk of exclusion and who, in case of disasters happening could be exposed to severe consequences caused by lack of knowledge, awareness and therefore preparedness. The tool kit provides information about resilience enhancement in local communities, risk reduction and how to bring in non-native citizens and volunteers in resilience and emergency planning.

0.1 Project definition of a resilient city

The AMARE-Eu project defines a resilient city as follows:

“The resilience of a city is its capacity to respond to difficulties, emergencies, or stressful events in a positive and constructive manner. This response should ultimately lead to a constructive recovery process involving all aspects of complexity that characterize the cities of today: cultural, social and economic diversity, together with local cultural heritage. All this to achieve in-depth, long-term recovery of the city and all its inhabitants. Therefore, the resilience of a city is based on its capacity not to leave behind groups that are considered most at risk because of economic, social, cultural and linguistic factors. A resilient city draws from the strength of all its inhabitants and grows out of the difference between them. Resilient cities understand and embody diversity as layers of strength from which to draw upon, both in routine times as well as in times of need (both natural and man-made disasters).”

0.2 Tool kit presentation

This tool kit is targeted towards city administrators and city managers, supporting them in building city resilience. Since those, which due to linguistic, social, economic and cultural factors are at severe risk, this tool kit takes all vulnerable groups into account, having a detailed focus on non-native citizens. The aim of the tool kit is to contribute to improving cities' dialogue



with non-native communities and increase non-native citizens' sense of trust, confidence and belonging, which hopefully will affect other sectors and city management in general.

It should be noted that the tool kit does not give specific tools for every specific situation, but gives concrete examples and generalized information as well as inspiration and concrete materials to be used.

0.3 Structure of the tool kit

The tool kit is divided in different sections and topics:

- Working with resilience

This section presents the different possible disasters and risks that cities are exposed to today, because of rapid urbanization, a changing climate and political instability. Furthermore, it introduces the term 'urban resilience' and provides an example/guideline on how cities can build resilience and hereby prepare for or prevent disasters. This includes taking into account non-natives and volunteers.

- Working with non-native citizens

Because of migrant flows of past and recent years, many cities today are characterized by an enlargement of non-native communities. This section deals with the specific assistance needs of non-native citizens in emergencies and gives guidelines on how cities can make use of their resources and involve them in local emergency planning.

- Working with volunteers

One of the purposes of the project is to promote volunteering and active involvement among local communities in order to trigger participation and adhesion to organizations and initiatives existing both at city level and EU level. Thus, this section deals with why it is important to work with volunteers and how to involve them. In addition, the section provides examples from different cities that have involved volunteers.

- Tools and examples

This section provides specific tools and material for cities to work with and can be used in a practical context or simply serve as inspiration. The material consist of guidelines,



checklists, leaflets, illustrations and videos. The idea is that cities can select the information, pictures or guidelines that are relevant to them and adjust it to the needs of their city.



1 WORKING WITH RESILIENCE

Among the various descriptions of the great topicality of the resilience theme defined by international bodies, research groups and projects, we have chosen to highlight the one shown in the City Resilience Profiling Tool Guide prepared by UN Habitat:

“From earthquakes to flooding, rapid immigration to cyber-attacks, all cities face a range of shocks and stresses, both natural and human-made. Today our cities and citizens are facing new and adapted challenges as a result of rapid urbanization, a changing climate and politically instability. These phenomena increase the population’s exposure and vulnerability to hazards and can trigger or worsen disasters. Further stress is placed on the urban areas as the effects of climate change become more severe and frequent. In order to mitigate these shifts and reduce the negative impact they have on people, the global community is increasingly realizing that we need to build resilience into our cities by empowering and strengthening the capabilities of the local government and their partners, including local populations.” ([City resilience Profiling tool](#), p. 13)

This section will provide a general and broad guideline giving generalized information about resilience work and how to plan it.

1.1 Different kind of risks

Today cities are exposed to different kind of risks – both natural and human-made. The most frequent ones are listed here:

- Natural disasters: floods, earthquakes, forest fires, storms, avalanches, volcano explosions.
- Technological risks: industrial, nuclear, explosion, biological, dam failure, transportation of dangerous goods.
- Sanitary risks: flue and other diseases, epidemics.
- Network interruption: water, electricity.
- Urban risks: accidents, fires, social unrest//instability, hybrid threats



1.2 Relevant issues to consider when working with city resilience

- What are the risk(s) in your city – what can happen?
- How likely is the risk(s) to occur?
- Are there any special places to be especially aware?
- Advices on what to do, to prevent you from the risk
- How to be aware if the risk(s) is likely to occur and how to be informed

When working with city resilience, it is important to make sure that these issues are taken into account. This information should be accessible in order to prepare and prevent any shocks, conflicts or disasters.

1.3 Urban resilience

Urban resilience revolves around cities' ability to maintain continuity through shocks and disasters, while adapting and transforming toward sustainability ([City resilience Profiling Tool](#), p. 19, English).

Among the numerous projects on resilience carried out in recent years, we propose to refer to the "Smart Mature Resilience" project, in which the city of Vejle took part. The definition of this project sees researchers and cities come together to enhance cities' capacity to resist, absorb, adapt to and recover from the hazardous effects of climate change by developing the "European Resilience Management Guideline". The guideline presents an operational framework for cities, which provides guidance on local resilience planning and supports the cities' efforts in building resilience. The guideline consists of five steps that should be repeated regularly (e.g. annually) according to the needs of the city ([European Resilience Management Guideline](#), English):

Step 1: Baseline review

The city's local government assesses the city's current resilience status by using The Resilience Maturity Model ([RMM](#), p. 6). When using the RMM, cities are asked to evaluate their current status of resilience, which will help identify areas of improvement. The model helps identify the correct activities to implement in order for the city to move to the next maturity stage. Based



on this initial assessment, a city should use the RMM to guide the definition of their resilience strategy to increase their resilience level.

Step 2: Risk awareness

This step refers to the execution of a risk assessment. It is crucial to perform a regular risk analysis to get knowledge of the uncertainties that are of greatest priority to a city. Stakeholders will be particularly involved in the risk assessment to ensure that a wide perspective is taken in regard to the types of risks a city faces. The resilience team review relevant risk registers to get information about shocks identified in previous situations or by other teams.

The purpose of the risk assessment is to:

- 1) ensure resilience-building activities are relevant to the city context,
- 2) ensure appropriate and proportionate investment of resources,
- 3) enable the exposure and vulnerability of the city to different risks to be understood, and
- 4) enable common consequences to be identified so that capabilities can be developed that will address the impacts of many risks.

Alongside the risk assessment, the second step is bringing in a tool to help understand the interconnections between risks. This tool is called the Risk Systemicity Questionnaire ([RSQ](#), p. 7), which is a Microsoft Excel based tool that presents a range of risk scenarios that may occur in a city and asks users to consider the likelihood of these risk scenarios occurring in their city. The idea is that the questionnaire is to be used by groups of users with diverse areas of expertise in order to prompt valuable discussions. The different stakeholders' experiences is being brought together to determine a city's priorities to enable them to anticipate and appropriately respond to future challenges.

Step 3: Resilience Strategy

The resilience team develops a resilience strategy, which includes a detailed resilience action plan. The aim of both strategy and plan is to prevent and mitigate risks as well as strengthen the economic, social and climate resilience. To this step, the resilience team can utilize the Resilience Information Portal ([RP](#), p. 8) and the Resilience Building Policies tool ([RBP](#), p. 8) Both tools will help customize aspects of the resilience strategy to the city's unique challenges. The



RP works as a toolbox that can complement and strengthen the platforms and software that cities already have in place. It allows cities to display data on resilience, vulnerability and crisis situations that is already available to the city. The RBP provides a database of good practices from other European cities as well as information about what worked well and what did not work well in the implementation of similar policies in other cities. The city can use this information to avoid mistakes and guide the implementation of the resilience strategy in a more effective manner. The tool offers a reference center with information for high-level strategic managers in cities as well as municipal staff, who are tasked with implementing the policies that have been planned.

Step 4: Implementation and Monitoring

The fourth step refers to the implementation of the resilience strategy and the resilience action plan as well as a continuous monitoring of all implemented activities and actions. The implementation requires development and prioritization of actions, organizational setup and above all communication actions and stakeholder involvement. In order to be able to measure and report the results, the implementation of the resilience strategy and plan will be monitored and fed back to politicians and relevant stakeholders. This step offers the use of the RMM tool from step 1 and City Resilience Dynamics tool ([CRD](#), p. 8). CRD can be used to test and validate the relationships between the different policies that could potentially be included in the resilience strategy of a city and their impact on building local resilience. Users begin by calibrating the RMM, determining the values of the most important parameters of the model. The CRD then runs simulations of the effects of implementing certain policies over a realistic timeframe. If the policies are implemented in the appropriate and effective order, users achieve effective results and their resilience level increases towards 100%.

Step 5: Evaluation and reporting

The fifth step is the evaluation of results and the process of reporting to politicians, stakeholders as well as to the general public. This step provides the basis for starting a new iteration of strategic management and resilience-building activities. The fifth step examines what has happened during the year in order to understand why things have failed or succeeded. The resilience team drafts and uploads detailed case studies onto the RBP tool. Furthermore,



the CRD tool is used to evaluate the effectiveness of the implemented policies. The CRD also provides a simulation of the results to compare to those results observed in reality. Finally, the results of the evaluation are to be shared with politicians, stakeholders and citizens on the Resilience Information Portal. This step provides local government and decision-makers with a basis for taking further decisions on the targets, actions and activities for the subsequent year.

Before starting a new iteration, the Resilience Maturity Model is used once more in order to assess the resilience maturity stage to which the city has advanced itself. Afterwards the cycle can start again.

As a fundamental part of the process, two cross-cutting activities are required and need to be kept in mind throughout the steps of the iteration:

- A structured and practical organizational setup, including teams, sub-teams and working groups with well-defined objectives and clear tasks and responsibilities.
- Continuous communication with and empowerment of stakeholders, including the general public, through collaboration with citizen associations and engaged citizens.

More in-depth information about the different steps and tools can be found the homepage of [Smart Mature Resilience](#) (in English).



2 WORKING WITH NON-NATIVE CITIZENS

In today's increasingly mobile societies, emergencies affect diverse communities, and include non-native citizens alongside local populations. Non-native citizens may have specific assistance needs during emergencies: their diverse social, linguistic, cultural background, as well as their legal status, contributes to determining their risk perceptions and their emergency response behaviours, their priorities, and the protection and support options they have available in emergencies. Non-native citizens should not receive a "special treatment", but it is crucial that emergency services take into account their presence and their specific needs. The following information is highlighting circumstances and factors to be aware of when working with non-native citizens ([Assisting Migrants in Emergencies](#), p. 5, English).

2.1 General recommendations when assisting non-native citizens in emergencies

When providing key services in communities that host non-native citizens, emergency service providers often encounter challenges that relates to communication, organization of key facilities and provision of basic goods and services ([Assisting Migrants in Emergencies](#), p. 6, English). The following paragraphs will present these often-experienced challenges and offer related recommended actions.

2.1.1 Communications

"Developing and conveying awareness-raising messages, early warnings and emergency communications is key to improve people's preparedness for potential hazards and ongoing emergencies, to enable them to behave in ways that reduce the hazards' impacts, and to increase their ability to look for assistance and support." ([Assisting Migrants in Emergencies](#), p. 7, English)

Many non-native citizens are not proficient in the local language and might interpret messages differently than natives. Furthermore, non-native citizens might be using a different set of media to access information than the local population and some will have a hard time trusting information, warnings, and messages, especially coming from official sources. Therefore, it is crucial to:



- Be aware of what languages are spoken in your community and simplify all messages, warnings and communications. Simplified text in the local language is likely to be more clearly understood by both affected non-native citizens and locals.
- Use as many visual/pictorial elements as possible in your messages, signs and communication products. Profitably, you can produce materials in collaboration with institutions or individuals that non-native citizens trust.
- Deploy multilingual teams with interpreters, volunteers and staff and make sure that relevant staff has access to online or remote translation and interpretation services (e.g. through apps on their smartphones)
- Use targeted communication materials (multilingual and dedicated documents).
- Create a contact directory of media outlets and communications channels most used by non-native citizen communities (e.g. their foreign post's official channels, their communities' social media pages), as well as institutional communication channels (sites of public administrations, Health Institutions, Public Security Institutions, aid and emergency agencies, where present; newspapers and online newspapers) and include their contacts in your emergency communication plan.
- Be mindful of group-specific etiquette and speaking codes, when having direct contact with non-native citizens. For example, you should be mindful that in some cultures women may only speak to other women.
- Create a trustful atmosphere by bringing a known community member. Whenever visiting locations with a considerable non-native population to deliver emergency-related messages, have a community member known and trusted by non-native citizens to accompany you, and avoid the presence of uniformed officials.
- Integrate non-native representatives in the emergency response structure.

2.1.2 *Organization of evacuation sites and key facilities*

Accessing and using evacuation sites, shelters and other facilities providing essential services can be key to people's safety and survival in emergencies. Adapting relevant arrangements to the presence of non-native citizens can be key to ensuring that non-native citizens affected by an emergency are willing and able to use such facilities to access life-saving assistance. In this context, language barriers can hinder their understanding of signs, documents and indications and due to lack of knowledge and/or trust they may be reluctant to use key facilities ([Assisting Migrants in Emergencies](#), p. 13, English). Therefore, it is important to:



- Address language barriers by displaying targeted communication materials (including registration forms, information leaflets and posters, signage.)
- Assign staff or volunteers who speak relevant languages to assist the personnel at the registration desk. If possible, gender, age, ethnic diversity should be ensured in your registration clerks. It is crucial that they are aware of potential sensitivities linked with etiquette or greeting/speaking habits. It will be favourable to provide relevant staff with a visual communication tool or instructions to use online translation tools, if needed.
- Address culture-specific needs through sites planning: this will include identifying a prayer room and make sure relevant materials are stocked (e.g. symbols, chairs, religious texts, praying mats, separations to segregate different areas). It is also important to plan sleeping arrangements, washrooms and toilets according to culture-specific preferences, as well as being mindful of sensitivities linked with the presence of pets.
- Engage with non-native representatives and civil society organizations to share information about shelters and evacuation sites and other facilities, including as part of preparedness efforts.
- Prepare and disseminate messages on migrants' right to access evacuation sites, shelters and other key facilities. In some cases, it will be necessary to reassure migrants that no immigration enforcement operation will take place at such locations.
- Identify locations that migrants know and trust (e.g. community centres, school, church, temple or mosque) and stock and use them as shelters, to provide migrants with an alternative to official sites, in agreement with the local authorities.

2.1.3 *Provision of basic goods and services*

Providing aid and recovery goods and services is one of the main responsibilities of emergency actors and key to reducing short and long-lasting impacts on affected persons. Providing appropriate assistance to all affected persons means accounting for their diverse capacities, needs and priorities. In this context, the assistance needs to take into account the presence and needs of non-native citizens ([Assisting Migrants in Emergencies](#), p. 17, English). Therefore, it is important that people responsible for providing such services and those in the municipal administration responsible for the coordination and supervision of such services, are:

- Aware that native and non-native citizens have equal right to receive assistance.



- Providing food according to different groups' dietary restrictions and preferences, paying particular attention to the specificities of the religious practice requirements, also according to the period in time (Ramadan,...). Measures should be taken both with regards to the type of food, but also to the time of distribution. Clothes and personal items should be provided according to different groups' cultural preferences and needs as well as considering the sex-related needs.
- Mindful of culture-specific sensitivities linked with healthcare and psychosocial support.
- Referring non-native citizens to relevant organizations and professionals that can respond to their specific needs (i.e. Legal assistance, psychological assistance, administrative help, social assistance) if you cannot do so.
- Providing opportunities for migrants to mourn their dead and participate in collective rituals and celebrations.
- Consulting and collaborating with non-native representatives, religious leaders and civil society representatives to approach non-native citizens more effectively.

For more information:

[Engaging Migrants in Emergency Preparedness and Response](#) (in English)

2.2 Prevention

Making sure that they are informed and prepared to face possible hazards is a key measure to decreasing the vulnerability of non-native citizens. At the same time, to help create more inclusive and effective emergency management and strengthen the resilience of their communities, it is an advantage to leverage the skills and resources of the non-native citizens. It also benefits communities as a whole by allowing emergency management efforts to leverage all locally available capacities and resources ([Engaging Migrants in Emergency Preparedness and Response](#), p. 3-4, English).

Following, we highlight macro-actions that should be implemented:

Engagement of members of non-native communities: Cooperate with associations and NGOs created by members of non-native communities in setting up a protocol of response as well as a response plan. This could be religious associations and/or representatives and cultural mediators. Associations of members of each community if engaged could, at this



stage, provide important information as well as represent a key connection to the communities themselves.

Informing the non-native community/Share the plan: civil protection and locally based emergency response is an indigenous phenomenon, which may be foreign to non-native communities. It is necessary to organize explanatory meetings and trainings to introduce the system to non-native communities. Becoming acquainted with it will help increase people's trust towards the response agencies and entities and limit the distress and disorientation during the emergency response.

Defining the communication channels that reach all communities/creating a network: It is important to set up communication via formal emergency channels through which you can reach out to as many members of non-native communities as possible, both online and offline. Social media may be an effective tool. Facebook allows you to automatically translate a post in different languages, so that users can visualize the post in the language on which their FB is set. This feature can be set in order to increase the scope of reached people.

Creation of tailored material: To make sure everyone understands what to do in case of emergency, emergency material in the languages spoken by non-native communities in your territory should be created, so that it is readily available in the moment of the emergency.

Identification of specific needs and how to address them: members of non-native communities may have different needs from local communities. These could be cultural and/or faith-based needs, but also deriving from the lack of extensive and strong social networks on the territory, i.e. Dietary needs, hygienic needs, need of areas assigned to prayer, psycho-social needs...

It can be very useful to engage non-native citizens in the emergency management. Non-native citizens will have specific knowledge on their community, its norms and beliefs and can be used to inform emergency management efforts on matters such as perceptions of risk, response behaviours, culture-specific needs or challenges to accessing assistance. Additionally, their integration in emergency management personnel can increase acceptance of, and trust in, emergency management actors by other non-native citizens. Their engagement in emergency management work can potentially support a more positive discourse on non-native citizens' presence in the host community.



Some of the specific forms of support that non-native citizens may be able to provide in the prevention phase include:

- The inclusion of non-native citizens in emergency planning. Non-native citizens will be able to revise emergency prevention and contingency plans, including emergency communication plans, plans for evacuation shelters and arrangements for the stockpiling and distribution of food and non-food items. They can help make sure that they adequately cater to the specificities of non-native citizen groups as well as gender.
- Translation and interpretation services. Non-native citizens can be a valuable resource in the context of translating communication products and messages.
- Cultural mediation. Non-natives citizens can carry out or assist a variety of face-to-face activities for which cultural sensitivity and trust may be essential, such as interviews and data collection, counselling, etc.
- Outreach and mobilization. Non-native citizens can play a crucial role in disseminating preparedness and response information as well as coordinating relevant work in their communities, including through further training of fellow non-native citizens on recommended behaviours and responses.

For more information:

- [Engaging Migrants in Emergency Preparedness and Response](#) (in English)
- [Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management](#) (In Arabic, Chinese, English, French, Russian, Spanish)
- See annex 1 and 2

2.3 Emergency response

After having carried out a correct prevention activity by preparing the tools and the identification of the human resources among the non-native citizens, it is important to consider the aspects that will be addressed in the response phase to an emergency. ([Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster](#), p.32, Arabic, Chinese, English, French, Russian, Spanish)



Communication: Once a conflict or natural disaster erupts, multiple formal and informal communication systems should be activated. Stakeholders can communicate information to and receive information from non-native citizens and other stakeholders. Repeat messages using multiple channels and different mediums can help expand coverage. It is particularly important to reach migrants in an irregular immigration status, those working in isolated and remote conditions and those who lack access to social and other networks. The needs assessment will be improved, if operators communicate and engage a wide range of non-native citizens, including marginalised groups.

Facilitation of non-native citizens' ability to move to safety: In the immediacy of a conflict or natural disaster, non-native citizens, like many other affected populations, will seek to flee to safety by relocating. Identity and travel documents can be destroyed, lost, left behind in the chaos and intensity of a crisis, and the access to valid identity and travel documents is therefore crucial for migrants seeking to cross international borders to escape harm. It may with this objective be possible to try and create opportunities for non-native citizens to return temporarily to the countries of origin where they could find welcome conditions within their extended families. To this end, it is necessary to be ready to activate the Embassies, Consulates and the Police Headquarters of reference, giving effect to agreements signed during the prevention phase.

Humanitarian assistance: As earlier mentioned, humanitarian assistance must be provided to all people affected by a conflict or a natural disaster, including non-native citizens, on the basis of need, without discrimination and regardless of immigration status, nationality, ethnicity, gender, age, disability or other differentiating characteristics. All these elements must constitute key elements of attention in the type of response provided by the emergency response team. In this regard, all the personnel involved must have received correct training in the prevention phase and must be required to sign a special ethical code. This code, which would be in force only in the event of an emergency, will allow the quick illustration of the principles to which volunteers and personnel taking part in the response must adhere to in order to provide their support.

Establishment of clear referral procedures: Stakeholders should establish referral procedures to ensure that those responding to the needs of migrants refer refugees, asylum seekers and stateless persons to national and international protection mechanisms for those populations.



Provide assistance, not welfarism: Emergency management should provide assistance and support, promoting the empowerment of the recipients rather than creating a dependency culture. When the conditions allow it, non-native citizens should be involved in the emergency response, valuing the individuals' belonging to the community and their possibility to have a chance to play an active, meaningful role in the emergency and the community;

Preservation of everyone's wellbeing: in order to guarantee an efficient emergency response, it is key to guarantee operators and volunteers the preservation of their wellbeing during their service, providing them adequate accommodation close to the emergency setting, regular time off, proper psychological support and health care according to their needs.

Avoidance of undervaluing or overvaluing cultural differences: it is important not to make generalizations on how members of a certain cultural or non-native community behave in reaction to a tragedy, nor, at the same time, to completely disregard the ways in which the individuals' cultural identity shapes their behavior and approach to specific issues. It is important to keep into consideration the complexity of the interaction between individuals' personal and social identity, the combination of personal and cultural traits.

Tailoring the services to the individuals' needs: Psychological and psychosocial interventions need to be adapted to the different stages of emotional reaction to the tragedy as well as to the cultural filters and social context they are developed in. Members of non-native communities may not be acquainted to this kind of interventions and support. Furthermore, language is a strong barrier that requires professional mediation. Attention should be paid specifically to the following elements:

- Differently from locals, non-native communities often lack social and parental ties on the territory, which is reason of higher vulnerability.
- Children and teenagers, who are more engaged in the local society are often used as interpreter for their parents and relatives and are thus exposed to a higher stress than they should.

Identification of causes, prevention and management of conflict: Be aware that in conditions of distress and strain, such as that of an emergency setting, people look for stability and safety, clinging to elements that define the normality of their daily life or that represent a factor of identity: food, religion, daily routine activities, ... The upsetting of these factors can



become source of stress and conflict. By not avoiding and rather facing and solving conflicts through professional conflict management will be the successful approach to overcome the difficulties faced by the people involved.

Deal with the upsetting of individuals and communities' ordinary lives and dynamics:

Daily tensions and issues between the local and the non-native communities may emerge or intensify in a context of instability such as the one of the emergency, especially with regards to the management of requests concerning food and hygiene in the case of forced coexistence. For this reason, the situation of emergency should be taken as a chance to face such issues bringing into practice a new and different approach, favoring co-participation in the identification of the solutions and lessen the negative impact of these issues in the community. Examples could be the co-participation in the definition of the rules, of use of the common spaces, of the menu etc. in order to guarantee that the reached solutions will respond to everyone's needs.

Foreseeing different reactions from non-native communities: members of non-native communities who may be completely strangers to natural disasters taking place on your territories, may have a more abrupt reaction to natural phenomena than locals. E .g. people who have never lived in seismic areas or who have never seen avalanches.

Reaching out to people: do not expect people to come and actively look for help in the service points set up during the emergency response. Members of non-native communities may not be used to the kind of support usually provided in local contexts of emergency. Furthermore, their personal emigrational and life experiences may lead them to feel afraid to go to formal places of support and/or to approach authorities to ask for help due to lack of legal documents. In these situations, adopting a more individual and informal approach would be the most successful.

Guaranteeing points of reference in the emergency response: To prevent further disorientation and confusion, it is a good idea to try and avoid the turn-over of personnel engaged in the emergency response, especially the representatives of particular services. Furthermore, involving local institutions, volunteers and public services well acquainted with the territory and the social and political context through a community-based approach usually proves more effective and contributing to building up active participation within the local community, combining power and responsibility.



For more information:

- [Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management](#) (In Arabic, Chinese, English, French, Russian, Spanish)
- See annex 1 and 2

2.4 Dealing with the aftermath

After the prevention phase and the management of the emergency during the crisis itself, it is necessary to also face the management of the post-emergency phase: the interventions on what comes after and the consequences. Generally, this phase is not considered as determining as the others for the growth of resilience capacity for the entire community, and it is therefore dispersed as an opportunity for development for all the involved actors. Below are some suggestions to better address this phase:

Addressing non-native citizens' immediate needs: The dislocation and disruption created by conflicts or natural disasters can have significant and severe consequences for the socio-economic wellbeing of migrants and their families. Possible interventions include cash assistance to address immediate needs, psychosocial counselling, health care, physical rehabilitation, family tracing services, assistance to recover outstanding wages, assets and property, compensation to address losses and much more. The strengthening of a multilingual secretarial service in the handling of the administrative and legal practices would facilitate non-native citizens' access to the services, the achievement of their effectiveness and of the expected outcomes.

Supporting of non-native citizens' host communities: Interventions should also address the impact on communities in the State of origin to which migrants return, host States from which migrants have fled, or States of transit to which migrants flee. Such communities may lack sufficient resources, services and infrastructure to support migrants. An approach to post-crisis action that incorporates the needs of host communities is more likely to be successful than one that solely targets migrants and their families. Such an inclusive approach can foster community and social cohesiveness and stability in the long-term. This may be particularly



important if migrants and their host communities continue to deal with the effects of crises in the medium and long term.

Closing the circle - turn the emergency into an opportunity: Support and assist the people affected by the emergency in reaching closure with the experience and the trauma it might have caused, so that they can turn it into a constructive foundation for their future. The emergency should also be seen as a chance to improve the relationships among the members of communities that would not usually interact in their everyday life. Positive outcomes may derive from the change of setting and everyday dynamics caused by the emergency, which if fostered can be the basis for improving resilience in the community.

Managing the transition: it is important to define a plan to support the community in transiting from the state of emergency to normality, through the promotion of members' personal and collective capacities as individuals, groups and as a whole community.

Setting up monitoring and evaluation: It will be favorable to collect feedbacks with regards to the quality of the emergency response from both individuals affected by the emergency as well as professionals and volunteers operating in the response. Based on these feedbacks, it is possible to identify the positive and negative aspects of the response, what can be improved, and which good practices should be maintained.

Planning for prolonged psychosocial support: Importance of setting up a system of psychological and psychosocial support for the aftermath of the tragedy when both individuals and social groups/communities face emotional, behavioral and relational instability. When doing so, it is important to remember that some reactions and factors affecting individuals are universal and some are filtered by cultural and traditional elements, which will require a different approach.

Fostering social cohesion: Drawing from the emergency experience, it is a good idea to invest in social cohesion and community building practices and projects. This should also be seen as preventive for future emergencies. These practices can include projects of integration and awareness raising with regards to emergency preparation, projects of support in the post-emergency access to housing as well as definition of standardized procedures/service of cultural and linguistic mediation in public services.



For more information:

- [Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management](#) (In Arabic, Chinese, English, French, Russian, Spanish)
- See annex 1 and 2



3 WORKING WITH VOLUNTEERS

This section gives information and inspiration on how to work with volunteers and engage non-native citizens.

3.1 Why is it important to work with volunteers?

Developing a resilient city is by large a joint project for everyone in the city – not just the authorities or organisations working with resilient solutions. Everyone has something to bring to the table and have resources that can be put into use to create a more robust local community. Strong networks with volunteers and civil society help create new opportunities and better results for a city.

Empowering citizens to take action can be crucial in preventional work and tackling disasters and crises. This empowerment of communities on the other hand makes them more equipped to solve problems and increase self-esteem, and for groups or communities who are marginalised or perhaps have displacement traumas after being a refugee, it can help them feel more self-reliant ([Camp Management Toolkit](#), chp. 3, English).

Creating ties and cooperation with local communities and volunteers is also a way to strengthen the social cohesion of society. In many modern and larger cities this social cohesion is under pressure because of growing gaps between different groups of different economic status, culture and identity. In times of disaster and crisis a strong social cohesion can help to ensure that all citizens are reached and informed.

Participation can happen on different levels. The table below outlines different levels and examples of participation measures. ([Camp Management Toolkit](#), p. 48, English)

Degree of participation	Definition	Characteristics of participation measures
Ownership	Communities control decision-making and other partners facilitate their ability to utilise resources. There is therefore greater ownership and a stronger sense of belonging and responsibility.	<ul style="list-style-type: none"> • Communities are in charge of decision-making • Right to veto • Other partners involved are only there to facilitate



		and ensure progress and decisions are made
Interactive	Communities are completely involved in decision-making with other partners.	<ul style="list-style-type: none"> • Communities are involved in the whole process of decision-making, but the topic/goal is defined from above (municipality/city) • Communities have equal rights to influence decisions (equal to other partners involved)
Functional	Communities are involved in one or more activities, but they have limited decision-making power and other partners continue to have a part to play.	<ul style="list-style-type: none"> • Continuous workshops/hearings, during a process, where information is taken back to the community for feedback/input • Involvement of community stakeholders in working groups
Consultation	Communities are asked for their opinions, but they do not decide on what to do and the way to accomplish it.	<ul style="list-style-type: none"> • Hearings • Workshops • Interviews/surveys
Information Transfer	Information is gathered from communities, but they are not taking part in discussions leading to informed decisions.	<ul style="list-style-type: none"> • Stakeholder interviews • Questionnaires/surveys • Field studies
Passive	Knowledge is shared with communities, but they have no authority on decisions and actions taken.	<ul style="list-style-type: none"> • Communication campaigns • Distribution of information materials to households

The further up the table a city is working, the more towards citizen involvement and ownership of decisions they move. Involving citizens in an active way by creating dialogue about decision-



making is also a way of co-creating. Co-creation can be a mean to develop a strong, resilient and robust city, which can face the challenges of the future. Co-creation is a way to build organizational capacity and provide services and cooperation across different levels of the city through “bottom-up” ideas ([Vejele’s Resilience Strategy](#), English).

3.2 Use of volunteers

Volunteers are by definition someone who invests their time/assistance on a voluntary basis. This can be an through an ongoing agreement or on a needs basis. As a public authority city administrators should always consult the city’s policies regarding involvement of volunteers. There might be some restrictions as to what tasks they are allowed to perform or regulations regarding working conditions, etc. It is important to respect local guidelines of the city.

In a resilience perspective, and especially when talking about disasters or crises, there can be great potential in including volunteers through different stages of the resiliens work.

The use of volunteers is generally regulated at national level. it is therefore necessary to start from the knowledge of said legislation and from the ways in which voluntary work is foreseen, in which forms and in which contexts. Particular attention must always be given to insurance coverage and / or safeguards aimed at the volunteers themselves who may incur risks in carrying out the activity. In addition, lists of volunteers may already be available, per type of activity and specific volunteering associations for specific areas. It is therefore necessary to always start from the mapping of the existing resources so as not to replicate actions or incur in inter-institutional misunderstandings.

Below we present a table containing general references to support the definition of the role and involvement of volunteers in the various phases of the emergency, from the prevention phase to the long-term post-emergency phase.

Task	Methodology	Volunteer characteristics
PREVENTION		
Identification of at risk groups (groups/individuals that are especially	Stakeholder involvement	<ul style="list-style-type: none"> Large knowledge of community groups



vulnerable in case of disaster)		<ul style="list-style-type: none"> • Involvement can be needs based
Development of adequate prevention measures (information campaigns, emergency drills, etc)	Workshops, hearings/feedback session. Depending on level of participation volunteers can be the driver of the development or provide input to/qualify what has been developed.	<ul style="list-style-type: none"> • Involvement can be at one point or a continuous process • Must possess characteristics of community, ie. can be non-native, socially disadvantaged.
Building networks / 'command lines'	Establish key contact persons to provide information to in case of emergencies.	<ul style="list-style-type: none"> • Reliable – continuous task • Must receive training in emergency procedures • Should have a large network into local community to spread information further
Providing expertise knowledge of local community	Meetings/hearings, stakeholder involvement	<ul style="list-style-type: none"> • Insight into local community • Knowledge of challenges, counter movements, possible hostility in community
DURING INCIDENT		
Passing information to community groups/individuals	Through informal networks, door-to-door, social media networks	<ul style="list-style-type: none"> • Commitment to act • Network /contacts • Possible knowledge of non-native languages
Acting as link between official channels and community	Through chain of command they can provide information both ways through the system about immediate situations.	<ul style="list-style-type: none"> • Commitment and reliability



		<ul style="list-style-type: none"> • Ability to gather information from local community • Should have strong trust from community
Implementing emergency plans immediately (eg. when authorities/emergency personnel is not able to assess an area)	Providing training to key persons in local community in eg. evacuation, environmental risk handling, etc.	<ul style="list-style-type: none"> • Must receive training • Must be reliable and on the spot • Should have insight into the local areas physical layout (eg. where are fire extinguishers, heart starters)
AFTER INCIDENT (short term)		
Establishing emergency housing/aid and providing non-expert help (logistics, etc)	Through their local knowledge and network they can help gather and facilitate the resources of the local community	<ul style="list-style-type: none"> • Knowledge of resources in the community (eg. facilities, kitchens, food stores) • Strong contacts to community stakeholders and individuals
Providing an overview of the local situation through having local expertise (eg. which areas are worst damaged, which families need special attention)	Continuous contact with city authorities.	<ul style="list-style-type: none"> • Should be/become a key person in the community, so that others provide information to them. • Should possess a general overview of the local community (are there some individuals with special needs, etc.)
AFTER INCIDENT (long term)		
Community organising (facilitating networks to rebuild the community)	Community activities, networking and stakeholder actions, practical work	<ul style="list-style-type: none"> • Organisational skills



		<ul style="list-style-type: none"> • Good network into local community/ability to mobilize citizens
Refining/developing emergency plans further	Workshops, feedback sessions	<ul style="list-style-type: none"> • Have experience with the local community

For inspiration on community organisation and community emergency plans, consult the Community Emergency Plan Toolkit ([Community Emergency Plan Toolkit](#), in English)

For an example of how an evaluation and case study of a disaster led to redefining procedures and developing new knowledge on working with non-native communities, view the report from Lai-momo ([Emergenze e Intercultura – L’esperienza del sisma in Emiliie Romagna](#), in Italian). This document also have suggestions on how to manage the other two stages.

3.3 Examples of involving volunteers

3.3.1 Italy : Civil Protection Volunteers

In Italy a great number of volunteer associations are linked to the Civil Protection Network. This means a large number of citizens are somehow informed and trained on risk and emergency related topics. Included here are the local groups of Civil Protection Volunteers, which almost every municipality has, Red Cross groups, Scouts, volunteer firefighters etc. Some of these actors regularly organise training activities open to everyone, e.g. life-saving procedures. These are sometimes organised with schools, parents associations etc. These are contexts where safety and risk prevention are discussed with citizens, and often they can be the first step in engaging new volunteers in the organisations. This initiative is not specifically aimed at immigrant organisations/associations, but the model is very applicable for this target group, since it can reach them in a non-formal manner. Through targeted cooperation with migrant communities and associations, adaptations (like interpretation, adaption of materials, etc.) can be done.

3.3.2 France : Journée Départementale des Risques Majeurs (Major Risks Departmental Day)

In some municipalities a special day have been organised in order to inform kids and adults about risk. Actors like fire department, French Red Cross, Civil Protection and other actors are



participating to distribute information. This is an initiative aimed at the general population, but this includes non-native populations. Special attention to migrant groups could be given by hosting activities in areas where the migrant population is dense.

3.3.3 *Denmark: Through fire and water*

In Vejle, Denmark, the local SSP (school, social service and police collaboration) is running an annual course for a youth fire brigade, aimed at young people (age 13-16) who are finding themselves in difficult situations (low self-esteem, at risk groups, etc.). The aim is to give the young people self-confidence, but teaching them first aid, firefighting skills, etc. through a 5-day course. Work is done to keep the relation between the young person and the fire department going after the course.

The initiative works to both strengthen the capacities of the city in case of emergencies, but it also works as prevention by teaching young people how to act smartly and increase the social resilience of the city.

3.4 Managing volunteers

Besides the general guidelines provided in *The key to success...* (chapter 3.5) there are several considerations to take when managing volunteers. It takes a dedicated effort and a structured approach.

Inspiration for how to manage such an effort can be found in the Volunteer Management Cycle ([Managing Volunteers - a good practice guide](#), English). The cycle illustrates the phases that are generally followed in effective dealings with volunteers.



This cycle can be used to create a local action plan for how to involve volunteers in your city and how to make the process of engaging them run smoothly. For more details consult: [Managing Volunteers - a good practice guide](#).

3.5 The key to success when dealing with volunteers (in relation to non-native citizens)

The following are important factors that help ensure success in the endeavours to work with volunteers about resilient matters specifically targeting non-native citizens.

For professional/city representatives working with volunteers:

- Staff in contact with volunteers must keep an open-minded approach. This is especially important if the volunteers are non-native citizens, where multi-cultural perspectives come into play.
- Be patient and explain things thoroughly – even if you believe it is taken for granted what is meant.
- Be aware of language barriers – and find ways to deal with them. Either through use of interpreters or using gatekeepers who can translate for others. Also pay attention to this in any materials developed.
- Establish clear definitions of roles, so everyone is aware of their responsibilities and tasks and do not feel overwhelmed.



- Look for solutions. Be open to them coming from the community/volunteers – often they know the needs best.
- Be prepared to tackle and mediate in conflicts between different community groups and interests. Know what your mandate are to make decisions and what should be tackled in other forums.
- Create empowerment! Teach the volunteers to take initiative and value their opinion to make them grow.
- Treat people as individuals and do not generalize on the base of cultural background.

For volunteers (both of non-native and native background) dealing with non-natives:

- Be proactive and reach out. Do not expect local communities to come to you.
- Use existing networks and associations to reach the local community. Go through gatekeepers/stakeholders, who can provide you with good contacts and goodwill.
- Establish lines of communication. Make sure that you are the one people will contact in case of emergencies or issues. Be available.
- Be sensitive to multi-cultural issues.
- Be aware of your role and if discussions or questions are out of your knowledge or area, either take their questions to the relevant actor or refer them directly to where they should take their issue.

3.6 Inspiration on how you can engage volunteers

3.6.1 *France: Information about volunteering*

The French government dedicated a part of its official website to give information about how to commit himself/herself to help in case of emergency. The information deal with the different things we can do to help and the trainings that are available: [Risques – Prévention des Risques Majeurs](#) (in French)

3.6.2 *Denmark: Design method to discover volunteer potential*

Through the design thinking method institutions for citizens with reduced physical or psychological function, Vejle Municipality have developed ways these citizens can use their abilities to be of use to other citizens. There is a clear resource perspective behind this, where all citizens are capable of contributing. Design Thinking can be a way to identify such resources



in different communities and groups of citizens to make them aware themselves, that they have something to contribute with. ([Design gør borgere til mestre I eget liv](#), in Danish)

4 TOOLS AND EXAMPLES

This section provides specific tools and material to work with and can be used in a practical context or just serve as Inspiration. The material consist of guidelines, checklists, leaflets, illustrations and videos.

4.1 Illustrations, leaflets and videos

Emergency

- *Emergency kit* by the French Government (in French), 2016. Pictorial card:
<https://www.gouvernement.fr/partage/7662-le-kit-d-urgence-en-infographie>
- *How to keep your family safe* by ORSEC (Organisation de la Réponse de Sécurité Civile) (in French), 2010. Leaflet:
<http://www.mementodumaire.net/wp-content/uploads/2012/06/Pfms.pdf>
- *Different emergencies and what to do* by the town hall of Toulouse (in French), 2016. Leaflet:
<https://www.toulouse.fr/documents/106895/10657438/LivretInformationRisquesMajeurs2016/55a55782-9ac6-4602-917a-7477eede9498>

Flooding

- *What to know and what to do right away* by Department of Civil Protection, Ingv-National Institute o Geophysics and Volanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Leaflet:
http://www.iononrischio.it/download/alluvione_pieghevole_2017_ENG.pdf
- *What to do during the alert and after flooding* by Department of Civil Protection, Ingv-National Institute o Geophysics and Volanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card.
http://www.iononrischio.it/download/scheda_alluvione_2017_ENG.pdf



- *How to keep your family safe* by the town hall of Toulouse, 2016 (in French). YouTube Video:

https://www.youtube.com/watch?v=0gLh_5VsuYA

Tsunami

- *What to know and what to do before a Tsunami* by Department of Civil Protection, Ingv-National Institute of Geophysics and Volcanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Leaflet:

http://www.iononrischio.it/download/pieghevole_maremoto_2017_ENG.pdf

- *What to know and what to do before a Tsunami* by Department of Civil Protection, Ingv-National Institute of Geophysics and Volcanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card:

http://www.iononrischio.it/download/scheda_maremoto_2017_ENG.pdf

- *How to prepare in case of a Tsunami* by Sikana (in English), 2016. YouTube video:

<https://www.youtube.com/watch?v=m7EDddg9ftQ>

Earthquake

- *What to know and what to do before an earthquake* by Department of Civil Protection, Ingv-National Institute of Geophysics and Volcanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017: Leaflet:

http://www.iononrischio.it/download/pieghevole_terremoto_2017_ENG.pdf

- *What to do before and after an earthquake* by Department of Civil Protection, Ingv-National Institute of Geophysics and Volcanology, Anpas-National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card:

http://www.iononrischio.it/download/scheda_terremoto_2017_ENG.pdf

- *How to protect yourself during an earthquake* by Sikana (in English), 2016. YouTube video:

<https://www.youtube.com/watch?v=BLEPakj1YTY>

Chemical attack

- *How to react in the event of a chemical attack* by the French Government (in English). Pictorial card:

<https://www.gouvernement.fr/en/how-to-react-in-the-event-of-a-chemical-attack>

Terrorism



- *How to act in the case of terrorism* by the French Government (in French) Pictorial card on how to act in case of terrorism (in French). Pictorial card:
<https://www.gouvernement.fr/reagir-attaque-terroriste>

4.2 Pictograms

- Pictograms by United Nations Office for the Coordination of Humanitarian Affairs (255 icons) See annex 3

4.3 Guidelines and checklists

Resilience

- *Urban Resilience Profiling Tool* by UN-Habitat, 2018 (in English):
<http://urbanresiliencehub.org/wp-content/uploads/2018/08/CRPT-Guide-18.07-Pages-small.pdf>
- *European Resilience Management Guideline* by Municipalities of Donostia/San Sebastian, Glasgow, Kristiansand, Bristol, Riga, Rome, Vejle, Athens, Greater Amman, Manchester, Malaga, Malmö, Reykjavik, Stirling and Thessaloniki, 2018 (in English):
http://smr-project.eu/fileadmin/user_upload/Documents/Resources/WP_5/SMR-EMRG-handbook-WWW_s.pdf, <http://smr-project.eu/home/>

Non-native citizens

- *Checklists* concerning different stages of the response to the emergency with a particular focus on the protection and engagement of members of non-native communities by Lai-momo (in English):
See annex 1
- *Engaging Migrants in Emergency Preparedness and Response* by International Organization for Migration (IOM), 2018 (in English):
<https://micicinitiative.iom.int/resources-and-publications/engaging-migrants-emergency-preparedness-and-response>
- *Adapting local evacuation plans to better account for migrants and their needs* by International Organization for Migration (IOM), 2017 (in English):



<https://micicinitiative.iom.int/resources-and-publications/adapting-local-evacuation-plans-better-account-migrants-and-their-needs-0>

- *Assisting Migrants in Emergencies – Recommended actions for inclusive provision of emergency services* by International Organization for Migration (IOM), 2018 (in English):

<https://micicinitiative.iom.int/resources-and-publications/assisting-migrants-emergencies-recommended-actions-inclusive-provision>

- *Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management* by International Organization for Migration (IOM), 2014 (in Arabic, Chinese, English, French, Russian, Spanish):

<https://micicinitiative.iom.int/micicinitiative/civil-protection-diverse-societies-migrants-asylum-seekers-and-refugees-context>

Volunteers

- *How to commit oneself in emergency work* by the French Government (in French):

<https://www.gouvernement.fr/risques/s-engager-pour-aider-en-cas-de-crise>

- *Community Emergency Plan Toolkit* by the Government of UK, 2016 (in English):

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/552869/community_emergency_plan_toolkit.pdf

Camp management

- *Camp Management toolkit* by International Organization for Migration (IOM), Norwegian Refugee Council (NRC) and UN Refugee Agency (UNHCR), 2015 (in English):

http://www.globalccmcluster.org/system/files/publications/CMT_2015_Portfolio_compressed.pdf

4.4 Materials for inspiration

Resilience in Vejle Municipality

- *Social resilience* by Vejle Municipality (in Danish), 2018. Facebook Video:

<https://www.facebook.com/resilientvejledk/videos/325323548016962/>



- *Vejle's Resilience Strategy* by Vejle Municipality, 2016 (in English):

https://www.vejle.dk/media/4823/vejles_resilience_strategy_webquality_160316.pdf

Non-native citizens

- *Emergenze e intercultural – L'esperienza del sisma in Emilia Romagna* by Lai-momo, 2013 (in Italian):

https://www.laimomo.it/sociale_post/emergenze-e-interculturala-lesperienza-del-sisma-in-emilia-romagna/

Volunteers

- *Design gør borgere til mestre i eget liv* by Viden På Tværs, 2016 (in Danish):

<https://vpt.dk/innovation-afbureaukratisering/design-gor-borgere-til-mestre-i-eget-liv>

4.5 Potential events

- School interventions (see examples in section 4.3)
- Special day organized in the city - workshops, games, presentations (see examples in section 4.3)
- Conferences/workshops/trainings