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DISSEMINATION LEVEL		
PU	Public	X
PP	Restricted to other programme participants (including the Commission Services)	
RE	Restricted to a group specified by the consortium (including the Commission Services)	
CO	Confidential, only for members of the consortium (including the Commission Services)	

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1 INTRODUCTION

1.1 PROJECT SCOPE

The CHORIST project will propose solutions to increase rapidity and effectiveness of interventions following natural hazards and industrial accidents, in order to enhance citizens' safety and communications between rescue actors.

The CHORIST project focuses on early warning and alert phases of the risk management cycle. As such, it complements previous Integrated Projects which cover the other phases of risk management.

1.2 PURPOSE OF THE DOCUMENT

The purpose of the present document, within the framework of CHORIST Project, is to report on the activities related to the User Advisory Board (UAB). The UAB is a team of people external to the Consortium which is consulted in case feedback is needed from the Consortium on their work.

1.3 DOCUMENT VERSIONS SHEET

Version	Date	Description, modifications, authors
1.0	23/07/09	Report provided by BAPCO and EENA
1.1	09/10/09	Conclusion changed after end of period 3 review meeting

Table 1 : Document versions sheet

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2 REFERENCE DOCUMENTS

2.1 REFERENCE DOCUMENTS

- [1] CHORIST - Annex I - "Description of Work" version 4.0, 12 June 2009
- [2] CHORIST SP1.D1 'User Inputs Methodology'
- [3] CHORIST SP1.D2 'report on the User Advisory Board Organisation and Operational Methods

2.2 DEFINITIONS

Actors	People performing a role: individuals, groups or organisations.
Citizen Group	An organisation or organisations representing the interests of citizens at times of crisis, disaster or other unforeseen emergency. These organisations will include (but not exclusively be limited to) areas of responsibility and/or service provision generally undertaken in connection with or by local authorities; public transportation; 112 (or equivalent) services; automobile clubs; public utility companies; disabled, disadvantaged or older people; and immigrants/migrant populations.
Public Safety Organisation:	International, national or regional agencies, institutions or organisations as well as national, state or local governments, which have responsibility for public safety and / or provide services concerned with law enforcement, fire, emergency rescue, medical and ambulance services, emergency risk management and other related activities designed to provide services to the public in an emergency, major incident or disaster, and volunteer aid organisations which provide support to those organisations and the public in an emergency, major incident or disaster
User:	Individuals (either professional or citizen) or groups: the intended beneficiaries of the system and its benefits
User Requirements	Requirements defined by users, based on their needs and the capabilities of a system and its supporting components, equipment and interfaces, in order to make use of this system in the easiest, safest, most efficient and most secure way.

2.3 ABBREVIATIONS

BAPCO	British Association of Public Safety Communications Officers
DoW	Description of Work
EENA	European Emergency Number Association
ERM	Environmental Risk Management
MOU	Memorandum of Understanding
PSC-E	Public Safety Communications Europe Consultative Forum
SP	Sub Project
TETRA	Terrestrial Trunked RAdio
TRAD	Tradia Telecom SA – Now Abertis Telecom
UAB	User Advisory Board
VODA	Vodafone España SA
WP	Work Package

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3 INITIAL UAB ORGANISATION AND IDENTIFICATION OF PARTICIPANTS

For any project to succeed there needs to be a close reliance on co-operation and collaboration of 'stakeholders' and 'providers' during planning, development and implementation of solutions. For CHORIST to be able to successfully deliver new technological solutions to meet existing capability gaps, a specific work package (WP11) was proposed to establish the means by which all required user inputs and user guidance could be provided to the project.

Rather than involving many users in the Consortium, instead the CHORIST project provided for the involvement of two user associations, one related with authorities and public safety matters (BAPCO) and the other with citizens' problems and expectations concerning emergency telecommunications (EENA).

To overcome the limited number of nominated users and meet the demands of the project, at an early stage it was agreed that CHORIST would benefit from the creation of a User Advisory Board (UAB), with the specific objectives of being able to:

- define the approach and methods to be used by the UAB to support the project; and
- organise and operate a CHORIST User Advisory Board that will include the major representatives of ERM stakeholders.

To assist in forming the UAB and identifying potential members, an initial analysis of the ERM life cycle and response process was performed, which identified four categories of user-type stakeholders:

1. Public Safety organisations and Authorities, which have a pro-active role in defining and deploying crisis responses;
2. Citizens and utility organisations (e.g., public transport), who must react to a crisis, either on their own initiative or with some guidance;
3. Telecommunication and media operators that have a major role in rapid and efficient response implementation;
4. Standardisation bodies that have an upstream role in contributing to provide solutions which can be used everywhere.

It was agreed that the CHORIST UAB should include representatives of the first three categories. The fourth category was recognised as being strongly related to technological developments and innovation-related activities to be addressed in specific tasks within other areas of the project.

It was originally anticipated that a Chair for the UAB would be appointed and that person and the UAB would then, with project management support supplied by BAPCO, be responsible for all future activities conducted by the UAB.

Further, at a point when the three branches had recruited sufficient members and become fully operational with clear lines of communication and consultative procedures, it had been intended that the UAB would become a coordinating authority to provide the focal point of user / citizen communication and input to the project.

When this position had been achieved, each branch of the UAB was expected to appoint a Chair and the respective branches would become responsible for liaison and consultation within that branch and the input of their requirements to the UAB.

In brief then, the UAB was an ambitious initiative envisaged as the mechanism to provide user inputs and / or meet to discuss specific topics upon requests from the Project or the UAB managers, organised under the structure described above, and outlined in the following diagram:

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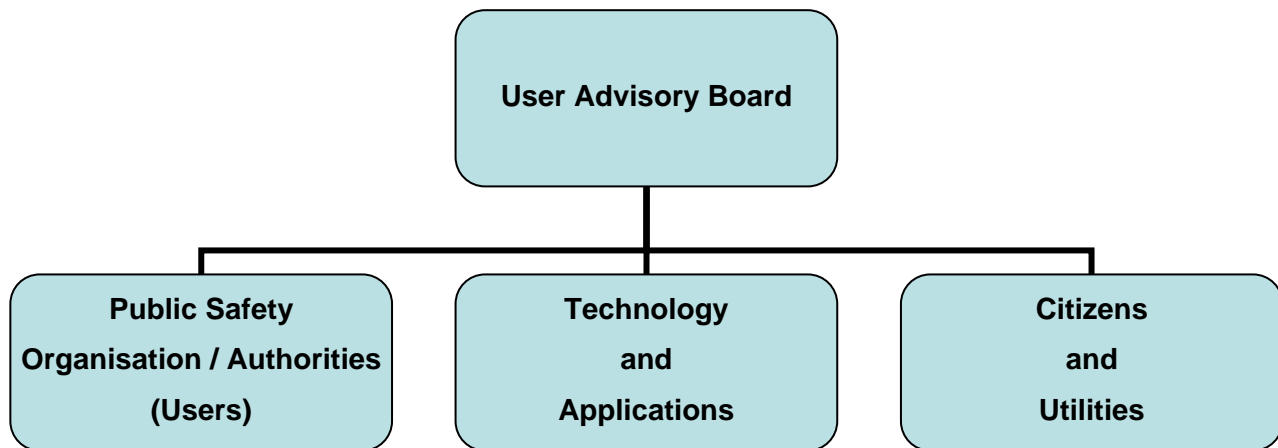


Figure 1: UAB structure

An important element of the ongoing work in establishing the CHORIST UAB was for it to provide an interface to, and synergy with, Project NARTUS (a Specific Support Action under the EC Sixth Framework Programme Priority, involving a number of the CHORIST consortium including ESNFR, THC, TKK & BAPCO) in which a UAB was to be developed synonymous to that within CHORIST, representing a pan-European Public Safety Users Consultative network.

This consultative network, hereafter termed 'Public Safety Communication Europe, or 'PSC-E', (<http://www.publicsafetycommunication.eu/>) was to be established involving stakeholders from each European member State. It was expected to be organised in a manner identical to the arrangements for CHORIST, with members being allocated to a specific branch dependent upon their organisation and area of expertise. The aim of the PSC-E was to become fully operational and self-sustainable within a timeframe of three years, with the capability and capacity to provide user inputs to CHORIST prior to that time and to other EC Projects in the future.

The European Commission mandated a clear expectation of cooperation between the CHORIST and NARTUS projects from the outset, not only on joint and related activities but also financially (with PSC-E meetings budgeted within CHORIST).

To assist the creation of a UAB to service the needs of both the CHORIST Project and PSC-E, BAPCO working in collaboration with EENA, identified a group of organisations and individuals who were considered representative of Public Safety Organisations/Authorities and Citizen/Utilities on a pan-European basis. Correspondence inviting participation in CHORIST and the PSC-E initiative was distributed in September 2006. Details of people and organisations invited can be found in Annex A to SP1.D2 'Report on the User Advisory Board Organisation and operational methods' BAPCO 30/10/06).

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4 YEAR 3 PROGRESS

The UAB met for the first occasion in Year 3 in Ljubljana (11th June 08), coinciding with the PSC-E Assembly and Project NARTUS meetings. Following on from the previous meeting in London on 23 April 08, this meeting was aimed at progressing the scenarios developed by the UAB into an operationally realistic storyline which would meet the requirements of the technical providers. This work progressed well and the switch from having technical scenarios developed by industry for validation by the users to operational scenarios being developed by the users for validation by the technicians was key to the progress of the project at a critical time in its development. Technical scenarios and operational scenarios are not the same thing and (particularly in a proof-of-concept project such as CHORIST) technical elements must be tested against the latter. Later, when a product is or has been developed for production and sale, user can then use their scenarios to validate the functional specifications of the system.

Previous experience of projects in various areas has identified that User Requirements are frequently defined on too wide a level: they need to be defined clearly and concisely and by 'educated' users. Furthermore there is an important distinction to be drawn between the professional 'user' of systems and information (i.e. the authorities and emergency services) and the citizen, whose requirements and responses to information will be substantially different.

Whilst in Ljubljana it was also confirmed that the existing UAB governance would continue as the PSC-E Forum was clearly still not in a position to provide the necessary inputs to CHORIST in the timescales required.

On 17th June 08, UAB and other Consortium members travelled to Barcelona to meet with the user representatives from the Catalonia Civil Protection Agency and the Bellaterra Fire & Rescue Service, who would be hosting the trials and demonstration during 2009 to gain an insight into their operational methods, to clarify their understanding of the project's purpose and to offer whatever help could be provided by members of the UAB.

On this occasion, the Bellaterra Fire & Rescue Service was asked whether it was feasible to involve a group of citizens (e.g. a school) in the system demonstration. They replied positively and presented the possibility of including CHORIST in one of the exercises they organise on regular basis.

To discuss this opportunity in more detail, EENA travelled to Barcelona on 21st July 08. However it transpired that, due to a change in the task allocation between Bellaterra Fire & Rescue Service and Catalonia Civil Protection agency, the former were no longer in charge of exercises with the population, and the latter demonstrated no interest in this possibility.

During October 08, a visit by UAB and Consortium members to London to witness a large-scale multi-national emergency services exercise (Exercise TORCH) had been arranged: it was felt that witnessing such an exercise would be particularly useful to the non-user members of the Consortium and would assist in their understanding of user requirements and operational practices during a major incident. Unfortunately at the last minute, the Exercise aims and objectives were changed by the organisers, making it of little or no value to CHORIST members and so the visit did not take place.

Meanwhile, according to the suggestions made by the reviewers in September 08, and given that the system was now close to be operational, several representatives of the citizens' community were invited to join the UAB (see SP0.R72).

On 5 & 6 November 08, the UAB met in Barcelona to view technical progress and to meet again with local user representatives. Members were able to view developments in Modules 2 and 3 and provided comment on further improvements. Some concerns were expressed by members regarding the risks in using operational venues for the trials and demonstration and also regarding the minimal number of staff who would be trained or available at that time. Further concerns were raised regarding the understanding of their involvement in the project by the Catalonia user organisations. These were addressed outside the meeting by the Project Coordinator.

Members of the UAB attended Valabre, France on 1st & 2nd December 08 and took part in the PSC-E Forum there.

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On 16th December 08, UAB members attended and provided input to the SP5 meeting in London. During this meeting the current state of development of the system was also presented, and some concerns were expressed by the Consortium on the advisability of involving new members in the UAB at this late stage. In consideration of the technical issues still pending, along with other organisational questions, the Project Coordinator decided to cancel the invitation to new members.

The next major UAB meeting took place at Elancourt, France – the premises of EADS on 22nd / 23rd January 09 where the system prototypes were set up for demonstration to and testing by, UAB members. This was the first (and only) opportunity for 'hands-on' testing prior to its transportation to and installation in Barcelona and Bellaterra. Some valuable input was provided by members regarding the use of the systems on a practical, ergonomic level.

During February 09, members of the UAB travelled to Barcelona to view the system trials for Modules 2, 3 and 4. It would be fair to say that there was little for the UAB members to comment on at that time, largely due to the technical difficulties being experienced by the remainder of the Consortium members in setting up the various systems. This is one of the areas of the project programme which was not particularly successful from a UAB perspective, however the development of an integrated project plan in 2006 is one thing, bringing the whole thing, people, equipment, networks and plans together three years later in another country is quite another!

During March 09, UAB members were present in force for the demonstration preparation and rehearsals and for the demonstration itself, where their presentation was particularly well received, both by the collective audience and by the Project Reviewers. More detailed descriptions of the event and presentations can be found on the CHORIST web site (www.chorist.eu).

A further, final meeting of the UAB had already been arranged to take place in London to coincide with the BAPCO Conference and Exhibition in April 09. The objectives of this meeting were as follows

- To receive views and feedback on the Demonstration in Barcelona and proposals on how CHORIST and its various elements might be taken forward both in terms of commercial development and in promoting interest amongst authorities (citizen representation) and emergency service / civil protection agencies ;
- The future of the User Advisory Board itself and ensuring that the valuable contribution it has made to this project can be expended into other areas.

As a result of this meeting, it was decided:

- That contact and exchange of information with and between members would continue through the established BAPCO / EENA networks as at present;
- That efforts to recruit further members would continue;
- That members should be encouraged to consider membership of the PSC-E Forum with its establishment as a pan-European user-led Forum as the goal.

Since that UAB-specific meeting, a number of members have attended the PSC-E Forum in Prague during May 09 and the CHORIST Final Event in Istanbul during June 09. During the latter event, one of the UAB members (EENA) presented on the subject of Project REACH112 (**RE**sponding to **All** Citizens needing **Help**), a 3-year European Commission - funded project, whose objective is to test solutions to help people with disabilities and/or with communication impairments to interact with 112 call centres: clearly a project which has the potential to provide benefits to citizens within the spirit of CHORIST.

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5 LESSONS LEARNED

As Project CHORIST moves towards closure, there are a number of lessons learned which UAB members feel should be publicised for the benefit of other projects in the future.

- Commitment from political / diplomatic authorities
 - This is essential if projects such as CHORIST are to succeed in terms of widening participation and ultimately adoption, to pan-European level
- Early engagement with local authorities and users
 - In terms of project management and the success of the project presentation, this is necessary to provide the project with 'real' experience & feedback. Ideally, the location should be chosen on the basis of a firm commitment from the relevant agencies and a thorough understanding of their role in the success of the testing and presentations. Representatives at an appropriate (i.e. decision-making) level from those organisations should be UAB members.
- Research on the sociological & behavioural aspects of early warning mechanisms
 - This is fundamental and a pre-requisite for the engagement of the citizen at large and their representatives. No single project can hope to test every aspect of a system from its design and development through its production, adoption and on into human reaction to the receipt and content of a plethora of messages through a wide variety of delivery methods
- Testing systems with the population
 - Will be critical for the future in providing behavioural assessment and feedback
- Languages – never assume a common understanding!
 - Technically or linguistically: if in doubt, check - and then check again!
 - A 'scenario' means one thing to an engineer and entirely another to (for example) a police officer.
 - European English is 'English English', not 'American English'.
 - *"Continental Europeans can speak English and make themselves understood – until they have to deal with a native English-speaker and then they have to think again!"*
CHORIST Consortium member in conversation with author
- The adoption of systems such as CHORIST will potentially deliver many benefits to professional users and to the citizen - the problems which they will also bring should not be underestimated. For example:
 - What is the governance process for the construction, content and delivery of warning messages?
 - Who is responsible for ensuring that the public is updated and with what information?
 - Are systems in place to deal with a significant rise in public demand for information?
 - Who will be responsible for litigation arising out of providing too much / little information too early / late to too few / many people?
 - Even the total adoption of systems such as CHORIST will not remove the requirement for Civil Protection agencies and Emergency Services to manage those who did not receive or were unable to understand or act on the messages.

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6 CONCLUSIONS

The disappointing response to invitations to join the UAB has continued throughout the project, although a number of valuable recruits have joined during this final reporting period. As previously cited, there are a number of possible reasons for this:

- The nature of Project CHORIST as a proof-of-concept lacks the immediacy to attract professional users, who are notoriously difficult to interest in ideas which are not deliverable either locally and in the short term.
- The same question has an impact on the citizens' involvement. While citizens have limited interest in technological aspects, they can provide a valuable contribution in testing the effective results.
- Thirdly, there is the possibility of 'project fatigue' which may affect interest levels.
- Finally, and perhaps the most impactful reason of all, is that professional users throughout Europe have what is colloquially termed, a 'day-job': that which occupies most of their working existence, for which their organisation remunerates them and for which it expects maximum return of effort (sometimes to the total exclusion of all else). Whilst this may be a very parochial view on the part of those organisations, it is at least understandable in an age where performance management and governmental targets force and demand focus on the minutiae, on short-term thinking and localised, introspective service delivery.

On the positive side, there is still a core number of professional user and citizen representatives who are committed to the Project and the wider concepts of European collaboration and standardisation. These members will continue in that vein and to attract additional members and support with the goal of voicing the user and citizen views and requirements more effectively. The fact that travels and expenses were paid by the CHORIST budget was also an important element to consider.