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LITERATURE REVIEW ON THE ROLE OF THE THIRD SECTOR IN RESPECT OF THEIR RESPONSE TO NATURAL HAZARDS IN SCOTLAND

Introduction and background

Natural hazards happen all over the world and almost in every community. However, these differ in magnitude and impact depending on the level of vulnerability and resilience of the affected communities and individuals. This makes their impact quite hard to predict although it can be done through risk assessment and scenario development approaches. What is common is that those impacts lead to serious damages to lives, property, and livelihoods. Their effects differ in severity depending on the type of disaster, location, and population of the area affected, level of preparedness or the effectiveness of the warning systems, level of economic development of the area, not forgetting the ability to respond to such hazards.

Many disasters events of catastrophic proportions including the tsunami disaster in the Indian Ocean in December 2004 and the Pakistani Kashmir earthquake in October 2005. Other recent natural disasters include the 2006 drought in China, the earthquakes in Haiti, Chile, and Pakistan in 2010, and the earthquakes in New Zealand and Japan in 2011 (World Health Organization, 2011). These among others have led to a number of international engagements and agreements to be signed on disaster risk reduction. Key among these was the Hyogo Framework of Action (HFA) which was the first plan to explain, describe and detail the necessary steps required at national and local level to reduce disaster-related losses (Hemingway and Gunawan, 2018 and UNDSR 2015).

In Scotland, a number of natural hazards have occurred in the last ten years. Some of those include flooding, storms, and heavy snow events. Even when they have not been of the same magnitude as those that have happened elsewhere, they have caused significant disturbances and disruptions to social life and in some instances, led to a loss of properties and infrastructure.

It is the role of the government to protect citizens from risks and disasters[1]. For example, the Scottish government employs an approach to protecting citizens that is conceptualized around resilience. Resilience is defined as the ability at every level to detect, prevent and, if necessary, to handle and recover from disruptive challenges (Preparing Scotland, 2017).

It should be noted that all responders to emergencies in Scotland are guided by objectives agreed upon by the multi-agency coordination team or all those that are involved in implementing a response. These objectives differ depending on the location where the hazard has occurred, magnitude and severity. To help in the preparation, a number of generic guide objectives are outlined in the Preparing Scotland, Responding to Emergencies document (2017) including:

1. Protecting human life, property and the environment
2. Minimising the harmful effects of the emergency
3. Managing and supporting an effective and coordinated joint response
4. Maintaining normal services as far as is possible
5. Supporting the local community and its part in recovery and
6. Managing and supporting an effective and coordinated joint response.

A clear understanding and agreement of the objectives set out before a response is implemented helps everyone involved to remain focused on achieving the set objectives.

The literature reviewed in this paper on the role of the third sector in respect of their response to natural hazards in Scotland covers the period of ten years spanning from 2010 to 2020.

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[1] There are several terms used to mean disaster in this document including emergency, incident and major accident.

Main objective of the report

The main objective of this report is to identify, document and analyse the way third sector organisations work in Scotland, particularly when responding to natural hazards.

Responders to natural hazards in Scotland

According to the Civil Contingencies Act 2004, Category I of emergency responders in Scotland include Local Authorities, Police, Fire, Ambulance, Health Boards, Scottish Environment Protection Agency (SEPA) and the Maritime and Coastguard Agency. Category II emergency responders are listed as Electricity Operators, Gas Suppliers, Scottish Water, Communications Providers, Railway Operators, Airport Operators, Harbour Authorities, NHS National Services Scotland and Health and Safety Executive. The category that includes third sector organisations is classified as others which includes: the military, the Crown Office and Procurator Fiscal Service (COPFS), Transport Scotland, commercial organisations, the Scottish Government and the *voluntary sector*. It can be observed that indeed third sector organisations play a supplementary role when it comes to responding to emergencies and natural hazards in Scotland.

There are specific legal duties that are placed on category I responders including having a duty to 1) assess risk, 2) maintain emergency plans, 3) maintain business continuity plans, 4) promote business continuity, 5) communicate with the public, 6) share information and 7) co-operate with other responders. For category II responders, their legal duty and requirement is to cooperate with category I as they execute their business and constantly share with them the information they have. There are no legal duties placed on third sector organizations and therefore they play a facilitative role to category I and II responders.

It should be noted that at different times the TSOs may respond to varying natural hazards. Therefore, a TSO need not to have responding to natural emergencies as its core activity to give a hand in times of calamity. Actually, many of them have other core activities such as education, health, culture or environment but in a bid to serve their target beneficiaries well end up assisting in times of disaster.

Types of natural hazards in Scotland

In Scotland, a number of disasters triggered by natural hazards have happened over time. Some of those that have happened in the last ten years include Heatwave, Drought, Wildfire, Landslide, Surface water flooding, Reservoir dam collapse, Coastal flooding, Fluvial flooding, Storm & gales and cold and snow. These, just like everywhere else, have been of divergent magnitude and severity and affected various parts of the country. For instance, in December of 2015 there was a severe winter which was followed by flooding in many parts of Scotland which affected communities and necessitated the engagement of responders to rescue the people and their properties from the floods.

There was also reported snow and ice which destroyed power supplies and communication lines in Southwest Scotland in March 2013. Again, in 2018, there was the Beast from the East which is caused by a Sudden Stratosphere Warming (SSW). This happens when the temperature in the stratosphere soars by 50C. In turn, this reverses Britain's wind pattern - bringing in freezing blasts from Siberia, Russia. This later causes a lot of rain, snow and flooding in most parts of Scotland.

According to the National Risk Register of Civil Emergencies (2015), there are a number of hazards resulting from natural factors and these include human diseases, poor air quality, severe space weather, severe weather as well as wildfires. There is evidence to suggest that the occurrence of natural disasters particularly floods and storms are on the increase[2]. The table below shows a list of hazards and the form they take in Scotland.

Hazard	Scottish Context
Severe Weather	Storms and Gales Low temperatures and heavy snow
Flooding	Inland Flooding Coastal Flooding
Drought	Drought
Volcanoes	Explosive volcanic eruptions (Ash) Effusive volcanic eruptions (Gases)

[2] EM-DAT (2015) Natural disaster trends

Severe Space Weather	Severe space weather
Geological Hazards	Landslides
Severe Wildfires	Severe wildfires

Source: Scottish Cabinet Office documents

However, as per the revised Scottish Risk Assessment 2020 which was released in Dec 20, the list of Scotland-specific risks were increased as new ones were added. The current list comprises of food supply contamination, storms and gales, cold and snow, coastal flooding, fluvial flooding, pandemic influenza, emerging infectious disease, animal disease, National Electricity Transmission System (NETS) failure, heatwave, drought, wildfire, surface water flooding, landslide, reservoir dam collapse. Source: Scottish Risk Assessment Report 2020

Natural hazards responded to by third sector organisations in Scotland are many and varied and among others may include those related to meteorological such as extreme temperature, fog and storm and hydrological disasters such as flooding, landslide and wave action (EM-DAT, 2020). However, when looking at natural hazards, we need not to focus on only the types of hazards that might affect people, but also of great importance is the level of vulnerability of the different groups of people and communities. According to Wisner et al. (2004), these vulnerabilities are largely determined by social systems and power and not by natural forces. As per the Scottish government, there was prolonged snow and Ice in 2010/2011 which blocked some roads hence affecting travel by road, and the same repeated in 2013. Again in 2013, severe gales caused a lot of power outages and disruptions in road transport. Because of too much snow and storms in 2013, it also led to flooding and coastal surges in several parts of Scotland. In 2014 there was lightning strikes that affected telecommunication and power supply in Northwest Scotland. This confirms the fact that indeed Scotland experiences natural hazards. Finally, in 2018, there emerged the Beast from the East which also had devastating effects on Scotland as well as the other member states of the United Kingdom.

By and large, flooding has been one of the major natural hazards experienced in Scotland. This results from many factors but key among them is the location of the country in terms of geography, the occurrence of storms such as Desmond and Frank in 2015/ 2016 which

brought strong winds and heavy rains causing flooding in Central and Southern Scotland, as well as causing evacuation of some homes especially in Dumfries, Hawick and Peebles, respectively. Storm 'Gertrude' is reported to have caused some landslides and left around 8,500 homes without power in the different parts of the country. These storms caused power cuts, falling of trees thereby causing serious challenges in the travel of people as well as in the telecommunication sector.

To overcome this challenge, communities and organisations that work within those communities are encouraged to think long term through the concept of resilience (Baxter, 2019). As Darnhofer et al. (2016) note, resilience is both a process and an outcome that enables dynamic systems, such as communities, to respond and adapt to change. On the other hand, the Scottish government define community resilience as 'communities and individuals harnessing resources and expertise to help themselves prepare for, respond to and recover from emergencies, in a way that complements the work of the emergency responders' (Scottish Government 2013, p. 4).

Third sector organisation in Scotland

Third Sector Organisations (TSO) are broadly defined by Hardwick et al (2015) as organisations which are formally organised; non-profit distributing; constitutionally independent from the state; self-governing and benefiting from some form of voluntarism (e.g. with volunteer (unpaid) Trustees or Board members or using volunteers in the delivery of services). Hodges and Howieson (2017) add that third sector organisations also include community groups, cooperatives, mutual and social enterprises. What is clear is that TSOs are neither public nor private but play a key role in the society where they operate from.

Whereas there is no clear or agreed upon definition of what volunteering is, formally it is defined by Woolvin and Rutherford (2013) as the giving of time and energy through a third party, which can bring measurable benefits to the volunteer, individual beneficiaries, groups and organisations, communities, environment and society at large. It is thus a choice undertaken of one's own free will, and is not motivated primarily for financial gain or for a wage or salary. According to Rochester (2018), there is a decreasing number of 'time-driven' volunteers and a growing number of 'cause-driven' volunteers across the United Kingdom.

This in turn has led to what is termed as 'episodic volunteering' where one commits to only volunteer during an episode or a given activity and once it is over such a person is not associated with the organizers or host organisation anymore.

Third sector includes what is popularly known as voluntary organisations, charitable organisations as well as community groups and businesses (Dickinson et al 2012, Alcock, 2010). It can also be referred to as an umbrella term that encompasses a number of different organisations with different structures and purposes. Such organisations are further characterised by 1) being non-governmental in nature even when they work alongside government departments but they are legally known to be independent of the government, 2) being not motivated to make profits in their activities though they may raise funds and get surplus of their intended budgets and finally 3) they are values-driven meaning that TSOs are purposed to work towards achieving certain well-set goals and objectives in a given period of time. TSOs are increasingly being recognized as a provider of social services especially for the disadvantaged or those in emergencies. The sector is also known for engaging in a range of activities such as supporting the vulnerable members of the community materially, caring services, advocacy among others (Dunne, 2013) and are by law expected to present their annual returns to the Office of Scottish Charity Regulator.

Third sector organisations in Scotland operate at all levels of the country including the lowest community level, regional and countrywide as well as international for some of its well-established members. This makes them a significant contribution to the well-being of people as well as the environment and other areas of their focus. As a result of their varied interventions, they also assist in recovering from the consequences of natural hazards when they do happen in the country by working alongside other responders.

It has been repeatedly stated that TSOs engage in several activities and offer many services (Egdell and Dutton, 2017). On a closer look, there are key activities that almost every TSO engages in in some way. These activities include carrying out or hiring others to carry out research for the organisation. This research done for the third sector organisations is aimed at making such organisations know what the status of what they are interested in or their core activities is and the findings enables them to plan better for their advocacy work. The staff of voluntary organisations also try as much as possible to remain up to date with the

emerging and published academic research in their relevant fields. TSOs also engage in public campaigns and advocacy events organised around the areas they are interested in or for solidarity purposes with the other agencies that they network with as they conduct their work. The last key activity carried out by not-for-profit organisations is to lobby and advocate for their cause or that of their target constituents.

Available literature shows that Scottish charities are regulated and acquire their charitable status from the independent Office of the Scottish Charity Regulator (OSCR). This regulator reports directly to the Scottish Parliament. Charities are for example discouraged from participating in party politic activities of any form. This is meant to keep them focused on other areas such as responding to natural hazards. It should be noted that, when charities do so willingly, they get benefits that accrue to organisations that are voluntary in nature. These include access to funds that are targeted and budgeted for charities, as well as public will from the citizens. Therefore, the more a charitable organisation gets it is funding in whole or in part from the state, the more constrained it will be because of such 'co-habitational' relationships (Eleanor and Taylor, 2001).

Scottish charities are required by law to publish their annual accounts. This promotes transparency and increases trust from the public. To fulfil this requirement are expected to keep proper account of the financial transactions.

It is vital to note that the third sector workforce is dominated by women comprising of 70.6% which is higher than the percentage of women employed in the private sector as well as the public sector in Scotland. Also, key is the fact that TSO employ a high number of part time workers compared to other sectors. This is partly attributed to choice and the higher percentage of women who also have to take on caring work and responsibilities. Finally, the third sector is also known for employing the highest number of people with disabilities (Scottish third sector statistics, 2018).

Some members of the third sector in Scotland include the following below;

Charities:

There are currently more than 24,000 charities in Scotland, ranging from small local charities to large international organisations Anderson (2017). Charities in Scotland are regulated and awarded charitable status by the independent Office of the Scottish Charity Regulator (OSCR). OSCR is a non-ministerial department, overseen by a strategic board of up to eight non-executives, appointed by Scottish Ministers. OSCR is accountable directly to the Scottish Parliament rather than to Scottish Ministers. The Charities and Trustee Investment (Scotland) Act 2005 clearly spells out the legal framework within which charities must operate. As reported in the state of third sector in Scotland (2018), 4 out of 5 (78%) of all Scottish charities are local meaning they operate within specific regions of Scotland.

Charitable status in Scotland gives organisations certain rights and places limits on what they can and cannot do. Rights include fiscal advantages and being a charity gives organisations a special place in public sentiment as well as encouraging charitable donations and voluntary activity by citizens. Charities are generally regulated to ensure that they continue to provide public benefit especially during natural hazards where individuals and communities need support and such organisations can use their funds to respond to such challenging situations.

It should be noted that the Scottish Charity Regulator, since 2013, has published a monthly list of organisations and groups that has attained the charity status. Statistics show that since January 2013 to November 2020 an average of 25 entities attained charitable status in Scotland. However, according to Anderson (2017), the number of new charities registered monthly is almost equal to the number of those that cease being charities. Charities are further managed by their trustees who by law are supposed to oversee their operations and solve internal problems that may arise and potentially negatively impact the image and activities of charities. If that fails then such matters are referred to the Office of the Scottish Charity Regulator (OSCR).

According to Alsop and Morgan (2019) they listed a number of stakeholders for the charities and they include donors and funders, beneficiaries, charity members, employees, government and sector bodies and for some the local community. This means therefore that the composition of charities in Scotland is wide and inclusive of many players (Dunne, 2013).

There are sixteen recognized charitable purposes in Scotland as outlined in the Charities and Investment (Scotland) Act 2005. Some of those purposes are directly linked to the work of third sector in their response to natural hazards such as the prevention and relief of poverty, the advancement of education, the advancement of health, the saving of lives and the relief of those in need by reason of age, ill-health disability, financial hardship or other disadvantage among others (Crawford et al, 2009).

Charities in Scotland are categorized according to the level of their income. Thus, the categories include;

Category I: £0-£24,999

Category II: £25,000-£99,999

Category III: £100,000-£249,999

Category IV: £250,000-£499,999

Category V: £500,000+.

The above category status of charities give them different ways of operation in the country. For instance, as per Charities and Trustee Investment (Scotland) Act, 2005 all those charities that have an income of less than £100,000 are not expected to submit their annual accounts to the OSCR. It should be noted that about 75% of all charities in Scotland are under £100,000 (state of third sector in Scotland, 2018).

Charities in Scotland operate at three levels including international, national and local. A majority of the charities operate locally in their regions and communities. A total of 2158 charities do operate on an international level, 2319 are at the national level and the majority 15,488 of the charities in Scotland operate at local level. The table below shows the distribution by percentage.

Percentage of charities by size and geographical spread.
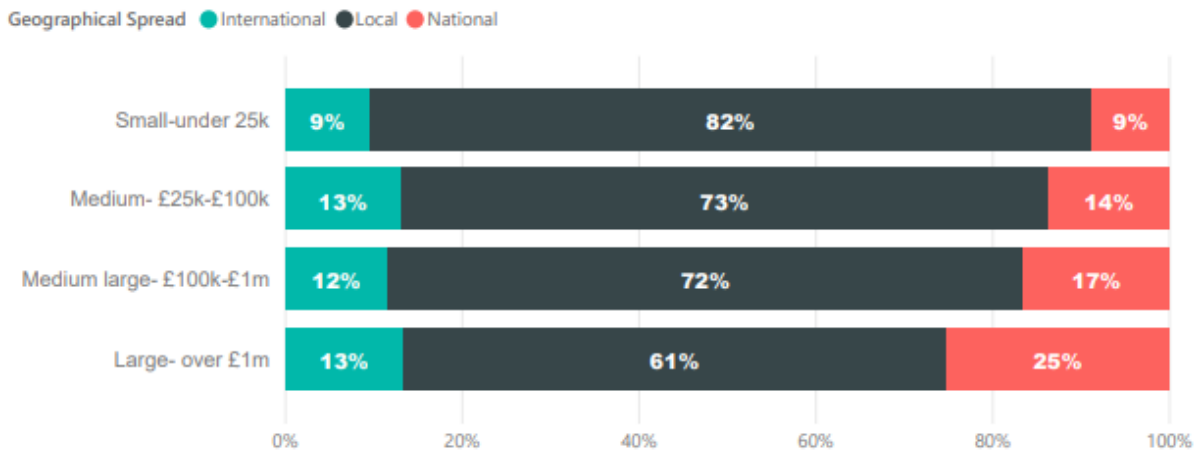
Community groups:

Community groups are essential in responding to community disasters since they are more aware of the situation and can keep a trend of how disasters occur in their community. These groups are very essential in achieving recovery after the occurrence of a natural hazard, especially when they have a high degree of self-determination and can actively participate in ways how other players contribute to the recovery process. When hazards occur, such groups ensure that the community members have access to everyday essentials such as food and toiletries, provide free meals, offer furniture and household equipment to those in need. These groups work with community-based organisations to test out new approaches, develop their workforce and add capacity, so that they can better combat social inequalities, promote social inclusion and support partnership working. Successful engagement of community groups need to be based on sound principles and effective management. This is the opposite of what Brennan et. al (2005) stated that communities have for long been seen or described as helpless when they are hit by a natural disaster, and outside the community help as a prerequisite for returning to normality. This has indeed changed with communities and their different forms of organisations taking a key role in deciding and determining the type of response to a hazard that has befallen it.

It should be noted that in every community there are a variety of skills and abilities as well as individuals with professional experience which is necessary in the planning and execution of a response to a natural disaster. Examples of community members and or associations

include retired professionals, engineers, military, skilled labourers to mention but a few. Also, community members make a considerable contribution in the resilience and recovery process after a disaster has occurred as they can draw from past hazards and the responses that were taken at that time.

Social enterprises:

Social enterprises are businesses with a social or environmental purpose, and whose profits are re-invested into fulfilling their mission. They empower communities, tackle social problems, and create jobs - particularly for people who are at a disadvantage in the standard jobs market. It is not surprising thus in Scotland to find that consumers are increasingly seeking out socially responsible products that is those that are produced without causing detriment to the environment or are associated with exploitation of the company employees and respects rights of individuals that participate in the production and distribution which in turn helps Scotland's social enterprise sector to grow. After every two years a national census of social enterprises operating in Scotland is conducted to establish their numbers, size, shape and needs. A few highlights from the census done in 2017 show that,

- there are 5,600 social enterprises operating across Scotland (an 8% increase on the last census)

- the social enterprise workforce exceeds 80,000 people and is 64% female

- the social enterprise sector contributes £2 billion to the economy

- Rural Scotland accounts for 34% of Scotland's social enterprises, despite being home to only 18% of the country's population

- the highest densities of social enterprises are in the Highlands and Islands.

Voluntary sector

As per the CCA 2004, while performing its duty to plan and perform functions and respond to emergencies, Scottish Category I responders must have regard for the activities of

voluntary organisations in areas which the function of Category I responders are exercisable, especially those that are relevant in an emergency. Examples of such activities include reducing, controlling or mitigating the effects of an emergency and or taking on any other connection with emergency. However, such organisations may not necessarily be conducting only those activities. This implies that they could be in other activities but also one or more of the above that relates to emergency management.

Volunteer organisations make an enormous contribution to the lives of individuals and communities across Scotland, and effectively contribute more than £2 billion to the Scottish economy every year. This results from their close working with the affected communities. In 2016, 27% of adults reported having provided unpaid help to organisations and groups in the previous 12 months. While adult volunteering has remained relatively stable from year to year, youth volunteering is growing, rising from 33% in 2009 to 52% in 2016. These volunteers do offer their services either as individuals or under the volunteer organisations that are spread across Scotland.

Advantages of third sector involvement in responding to natural hazards in Scotland

Third sector organisations are most times less encumbered with bureaucratic red tape and political considerations, as compared to government responders to natural hazards when they occur. This is partly because of a long tradition in rural Scotland where services are majorly offered by volunteers and this has been documented several times (Timbrel, 2006, Graeme, 2019). Most of them have a decentralized, bottom-up organizational structure that helps them to ensure that their programs meet the felt needs of their target beneficiaries. This makes them more innovative and responsive. The fact that they rely on the trust of private donors, third sector organisations have a strong incentive to use their resources efficiently while practicing high levels of flexibility, innovation, and resourcefulness to "think outside the box" and provide emergency service to the most affected.

They have proper networks and can easily link with others where they feel are unable to handle the situation in isolation. This is so because their networks go as far as the lowest community level. Furthermore, there is an increased appreciation of the third sector being

better placed to address complicated social problems faced by the community (Hodges and Howieson, 2017).

They are largely more trusted and accepted by the public and thus can be supported to meet their objectives which sometimes include responding to natural hazards as and when they occur in Scotland. It should be noted that response to such will depend on whether such a third sector organisation operates, or has the legal authority to operate, in an area where the disaster has occurred.

They are less structured and thus less bureaucratic when it comes to decision making compared to public institutions. This is a challenge in situations where immediate response to a disaster is required.

Most third sector organisations, such as charities, work towards reinforcing people's own potential to return to a pre-crisis state for individuals, households and communities after the occurrence of a natural hazard. This contributes to stability and recovery from the effects of the natural hazards. Stabilisation measures aim at stopping the negative impact of the natural hazard.

Scottish charities offer an unparalleled sense of community spirit and voluntarism to society by working very closely with those affected by the natural hazards. Their skill enables them to achieve that and build a sense of belonging in the process of recovering from a disruptive event.

Third sector organisation has a benefit of transferring some of their credibility within the community to the governmental entities that provide disaster assistance. They serve as a vital link between the community and the government which helps in promoting a quick and efficient disaster relief effort.

Most voluntary agencies work closely with the populations they end up assisting in times of disaster. Voluntary agencies are well grounded in the communities they serve. Often, volunteers within these agencies are friends and neighbours who are committed to community service. Because of this relationship with the community, voluntary agencies are able to incorporate the values, priorities, and spirit of the community in their disaster relief efforts.

Third Sector involvement and response to natural hazards in Scotland-Delivery model of the response

In a bid to come up with well laid structures of how to respond to emergencies in Scotland, the key players such as the Scottish government category I responders, voluntary organisations Scotland, among others established what is called the 'Hub and Spokes Model'. This model offers guidance to prepare Scotland to respond to emergencies including natural hazards. This model has at its centre the philosophy and principles of resilience in Scotland, governance structures, regulatory guidance and recommended good practice. The diagram below shows the hub and spokes model. Third sector organisations are free to be involved in all four phases of emergency management which include mitigation, preparedness, response, and recovery.

In mitigation phase, third sector organisations might educate their constituencies and communities about what they can do to reduce the damage resulting from possible future disasters. This they do through advocating for programs and legislation that increase awareness on mitigation activities and the likely damage and loss of life and property. Secondly, in the preparedness stage, third sector organisations and agencies assist in developing community disaster plans, train disaster responders at community level and provide community disaster education. This they do through the various meetings they hold with target communities.

On the other hand, voluntary organisations also provide different forms of care services such as sheltering, feeding, and clothing of individuals and families during the response phase. This is done shortly after the occurrence of the natural hazard to the affected communities especially where access to such items as food and other personal care products are destroyed or hard to access.

Finally, the recovery phase, during this period voluntary organisations work in partnership with the government and the affected community to identify and meet the remaining long-term recovery needs of disaster victims.

The third sector is represented on the Resilience Advisory Board for Scotland (RABS) as the voluntary sector. Other members of this board include senior officers from Category I and II responders, the Met Office and the Military, among others.

Other roles and services offered by major stakeholders involved in emergency response management are well presented in the Hub and Spoke model (see diagram below) developed by the Scottish government to guide responders and their response to a natural hazard if it happened anywhere in Scotland.

Hub and Spokes Model (Responding to emergencies: Scottish guidance on how to respond to

Voluntary organisations in Scotland respond to natural hazards differently depending on their core activities of focus. However, in fulfilling their mandate, they are guided by the need to plan/prepare, mitigate, respond and recovery of those affected.

While responding to a hazard or disaster of any kind and magnitude, third sector organisations are guided by the same generic objectives that guide all other responders in Scotland especially category I who are by law mandated to respond to all emergencies and third sector members come to offer support to them and thus should follow the laid down procedures.

Responding to natural disasters is largely influenced by the incident type which may be either spontaneous or non-spontaneous. In the former, there is no or very little warning

that such a natural disaster will occur and thus the response. On the other hand, the non-spontaneous incidents some early signs of a potential incident exist.

Third sector organisations assist in organizing and participating in public meetings when a natural hazard has occurred. These meetings are very useful especially if it involves the interested parties and businesses along with the affected individuals and communities. This meeting ideally involves senior representatives of agencies involved in responding to an emergency. As a matter of fact, some of the representatives should be members of the Resilience Partners (RP) and take note of the multi-agency actions that are agreed upon and communicate the same to the public and other responders involved. There are several advantages for holding this meeting following the occurrence of an emergency including allowing people to air their concerns and opinions, understanding the effects of the emergency and helping the affected to identify their priorities for recovery (Preparing Scotland, Recovering from emergencies in Scotland, 2017).

Establishing and facilitating Humanitarian Assistance Centres (HACs) is another area role where the third sector plays a role. These (HACs) do assist in the recovery process from an emergency. These centres are mostly established either in the most affected communities or in nearby places where they can be easily accessed by the target population that has been affected by the natural hazard. Also, in rare cases mobile centres may be preferred to stationed ones, especially when it envisaged that such is likely to increase access to the required assistance and agencies in the process of recovery.

There are many local partners that work alongside Category I responders when an emergency occurs. These local partners help in presenting and promoting community interests in areas such as community planning, community safety, community health, and leisure, among others. Finally, the local partners do help in informing, advising and arranging community opinion and share it with the number of responders.

It is important to note that third sector organisations go beyond responding when an emergency happens but continue to ensure that there is recovery of the affected individuals and communities. This is aimed at ensuring that there is community resilience to hazards. This is also clearly recommended in the CCA (2004) that all responders should support the development of community resilience and associated activities. Indeed, strengthening community resilience is central to the Sendai Framework for Disaster Risk Reduction

(UNISDR, 2015) whose goal is to prevent and reduce existing risk to disasters, reduce population exposure and vulnerabilities to disasters and increase population preparedness. This is to be achieved through promoting the role played by most stakeholders including local governments, civil society and private sector. A clear definition of community resilience is needed or should be understood by all the players involved if its achievement is not to be misunderstood by the players Patel et.al (2017).

Integrated Emergency Management (IEM) activities.

As stated in preparing Scotland (2012) which outlines the Scottish guidance on resilience, Integrated Emergency Management (IEM) is stressed as key in all activities aiming at achieving resilience. IEM is the doctrine that guides resilience in Scotland. Its aim is to develop flexible and adaptable arrangements for dealing with emergencies in the country. It is based on the multi-agency approach and involves all players including category I and II responders, the voluntary sector, commerce and a wide range of communities.

There are five key activities that are listed in IEM and these include Assessment, Prevention, Preparation, Response and Recovery. These activities work in a complementary manner and are integrated in the functioning of organisations, specifically those that engage in emergency management and resilience planning. All players including members of the third sector are thus asked to cooperate and work collaboratively to maximise effectiveness when planning and or responding to an emergency.

Four principles guide the actualization of IEM in Scotland and these include 1) Common factors 2) focusing on effects and not causes 3) extension of everyday activity and 4) being flexible and adaptable. Because there is no single agency with all the required skills and finances to respond to a natural hazard in any region of Scotland, many come together and work cohesively to plan, respond and recover the affected communities to their original position and enable them to be more resilient. To achieve this, clear objectives are set out right at the start of any response and may include the following: the need to save and protect life, relieve suffering, protect public health, warn and inform, care for people, protect property and the environment, minimise harmful effects, promote swift restoration

of normal life, maintain normal service at an operational level, support local community and learn and continually improve.

Risk assessment is built around the concept of anticipation and is a key component of risk management in Scotland. This activity, sometimes referred to as horizon scanning (CCA, 2004), enables those involved to identify new or changing hazards and threats at local, regional and national level. The possibility of the identified threats and hazards occurring is established along with their likely impact to the communities. It is on the basis of the conclusions made that responders plan and prioritize their actions should a hazard occur.

It is clearly stated that in Scotland, while planning to respond to emergency hazards, emphasis is on the anticipated consequences rather than on their specific causes (CCA, 2004). While Category I responders have a duty to maintain and update plans that help in preventing emergency, Scotland as a country is more pre-occupied with resilience and handling consequences of emergencies rather than their causes to be prevented. Some of the natural hazards may not be entirely prevented as their causes may be outside of the country but rather at a continental and/or global level. To reduce the consequences resulting from emergency hazards and disasters, adequate preparation is carried out. This is not limited to category I or II responders but is extended to individuals, communities and organisations. All these need to prepare themselves to handle any hazard that may arise. This preparation involves training and exercising. It is reported that voluntary organisations and charities play a key role in the training and conducting pilot exercises to guard and reduce the possible effects of natural hazards in the country.

Preparation to protect the public from the effects of any disaster is a duty placed on responders. However, for the responders to be able to achieve this they have to base their preparation on proper assessments done prior to their response. After assessment, preparations may be done for a single or multi-agency, specific or generic response with room for flexibility and adaptability. In a bid to ensure that the preparations made can respond effectively to the anticipated disaster, they are constantly reviewed, tested and exercised (CCA, 2004). It is vital to note that all the preparations made can only be implemented by people and thus those that are involved are expected to be aware of their

role and this is achieved through training, constant communication and the needed support to enable them to respond quickly and appropriately when an emergency happens.

Whereas the initial emergency response is expected to be led by the emergency services (Category I and Category II responders), experience shows that emergencies, regardless of their size, do involve a number of organisations. These organisations which make up the third sector may have different roles and responsibilities but they individually contribute towards a successful outcome. This is what is promoted and recommended under the IEM in Scotland. For this to be achieved, there is need for an effective co-ordination of all the individuals, communities and organisations involved.

Third sector organisations do participate in what is termed as Rapid Preparedness Assessment (RPA) which is a process that is put in place by the Scottish Government to support Category I responders to discharge their duties as defined in the Act. These organisations however should be with the relevant expertise to complete the RPA.

These stakeholder organisations are drawn from each of the three Regional Resilience Partners (RRP) that include the North of Scotland, East of Scotland, and West of Scotland. Each of the three RRPs has a Risk Lead who is supported by the Scottish Government Regional Resilience Partnership Teams and Scottish Fire Rescue Service (SFRS) Coordinators. However, for effective liaison, the three RRPs have been further subdivided into 12 Local Resilience Partnerships (LRPs) and these are based on local authority and health board boundaries all over Scotland.

While responding to natural hazards, Scotland established a structure which supports multi-agency co-ordination to assist in planning and or responding to emergencies. This structure is known as a Strategic Co-ordinating Group. There are currently eight such groups spread in the different parts of Scotland based statutorily on police force areas. This group in a specific area brings together all the relevant organisations that serve in that locality to develop an effective approach in handling emergencies (Civil Contingencies Act, 2004).

Responding to an emergency in Scotland involves three key managerial activities which include operational, tactical and strategic. Operational managers focus on establishing the immediate actions at the site of an emergency. This could be for example cordoning off the

site to limit the number of people coming in and out of the scene. This task is mostly run by the police and all the other players are expected to work with them for efficient and effective response. Tactical managers oversee what the operational managers do to ensure that there is no duplication of services offered and a conducive environment for multi-agency action. In most cases, the tactical managers are senior officers and chief officers or their representatives depending on the severity of the hazard and their availability. The activities of the tactical managers are conducted from a Multi-Agency Coordination Centre. Finally, the strategic manager comprises of senior or authoritative representatives that by nature of their positions are able to make executive decisions in respect of their organisation resources. Their decisions do guide the tactical managers and gives an overall picture of the response (Preparing Scotland, Responding to emergencies, 2017).

However, not all the three need to be in place for a response to occur as it is recommended that the control of any response to an emergency be exercised at the lowest level with input from others that may not necessarily be physically present but rather give guidance.

It should be noted that there are some members of the third sector that may not be party to or know about the IEM but nevertheless play a key role in as far as responding to emergencies in Scotland is concerned. According to preparing Scotland, recovering from emergencies examples may include Scottish Enterprise, Tourist Boards, Chambers of Commerce, Scottish Natural Heritage and many community groups, voluntary organisations, faith communities and individual businesses. These operate on the context that local communities and their members do have or should play a leading role in their recovery from an emergency. The above organisations and individuals bring their experience and skill to the multi-agency working group that plan and execute the implementation of emergency response and recovery in a particular locality. The skills and expertise of these external players and supporters of emergency management can be integrated because the Resilience Partner (RP) plans and activities are designed in a flexible and adaptable manner which gives room to cater for new ideas and suggestions.

Funding mechanisms for third sector organisations in Scotland

In the recent past, funding and financial affairs for third sector organisations have attracted attention from the Scottish government. This has led to a number of policies and guidelines aimed at streamlining the financial operations of the sector. This has been particularly so with the charities in the country (Dunne, 2013). This is key because the way third sector organisations are funded has a big impact not only on their operations but also on their sustainability as observed by Susan and Hebb (2010).

- Government funding or public grants have remained major sources of funds for third sector organisations in Scotland. For example, in 2017/2018 the Scottish government gave £24.5 million to consolidate voluntary sector funding and support local and national third sector infrastructure, to help organisations with their work and to promote volunteering among others. However, there is a reported reduction in public sector funding to TSOs due to the presence of severe austerity measures in the recent past. Consequently, third sector organisations, particularly charities, have come up with creative ways to raise funds to be able to conduct their activities and meet their set objectives. It is worth noting that the reasons why governments finance third sector organizations are varied. As noted by Susan and Hebb (2010), much of government support actually flows as the purchase of goods and services and, in this sense is earned income for TSOs.

- Many of the TSOs are still relying on fundraising and a good number of them have taken on commercial activities to generate the much-needed funds. This may take the form of charities owning and running charity shops but may involve buying of properties for resale to fund their activities.

- Individuals through private donations and membership contributions also comprise a huge source of income for the third sector organisations in Scotland.

- Funding from the public sector and grants from for example the National Lottery. These can also be accessed by some voluntary organisations especially those handling environmental and health related projects.

- Some members of the third sector do get their incomes from sales of goods and services. These for example, they operate charity shops, charge entry fees or run community cafes where they generate some money to assist them in carrying out

their activities. More and more third sector organisations are engaging in what is termed as social enterprises to ensure that they have a more reliable source of income to implement their core activities. There are many examples in Scotland included the Cancer Institute, Red Cross Heart Institute among others.

- Sponsorship from some corporations and businesses that want to support worthy causes through their corporate social responsibility.

A study done by Phillips & Hebb (2010), concluded that whereas there are many sources of funding for the third sector, two main ones were philanthropy and earned income. Philanthropy forms the smallest component of financing in most countries, yet earned income is the main source of growth in revenues for most third sector organisations. The authors add that there is a challenge of long-term sustainable financing for most of the third sector organisations. Sadly, this happens when the demand for the services expected from third sector organisations is on the increase especially with the increased occurrence of natural hazards.

Challenges faced by TSOs while responding to natural hazards in Scotland

Responding to emergencies requires a lot of human, financial and time resources. This can be a big challenge to the operations of third sector organisations. Global events that happen such as global epidemics do affect the operation of third sector organisations as it reduces the funds available to them to implement their set objectives.

There are high expectations from target communities in case of a natural hazard because of their track record in assisting in previous incidents. This in some way may stretch their areas of operation yet the funding base has remained the same or shrunk. Similarly, according to Wilding (2010) third sector organisation have been operating in the shadow of austerity with an ever-increasing demand of their services against reduced sources of income to meet those demands. This has culminated to some reduction in the level of trust that the public has in the power of third sector organizations to assist them in times of difficulties (Noble & Wixley, 2014).

The outbreak of the Covid-19 pandemic has significantly affected the ability of most third sector organisations in their operations (Chapman et al, 2020). This is largely due to the fact

that contributors to their activities are negatively hit by the economic impacts resulting from the presence and prolonged effects of lockdown of the different sectors of the Scottish economy.

Due to the presence of many players involved in responding to an emergency, there is a likelihood of duplication of services offered. There are also communication barriers as some of the incidents do affect the operation of telecommunications such as heavy storms which destroy communication lines and affect the quality of networks.

Lack of volunteers is another big challenge facing the third sector. Many of the sector players rely on the services of volunteers and these are becoming scarcer and scarcer due to increased cases of ill-health, lack of time as well as inadequate interest in working as a volunteer in Scotland as observed by Hardwick et al (2015). The issue is not about only recruiting new volunteers but retaining the old ones as well. Indeed, Vecina et al (2012), observed that retention of volunteers in any organisation or project is considered a valid indicator for satisfaction for individuals regarding their volunteering experience.

Third sector organisations in Scotland are faced with a big challenge of leadership. This emanates from the fact that quite a number of them rely on volunteers, the ever-changing roles and demands on leaders which in some cases cause high attrition rate among the leaders. The ever-shifting roles and expectations from TSOs by the public also present a lot of pressure to the leaders. Indeed, Macmillan and McLaren in 2012 pointed out that the question of leadership in TSO has become so significant and needs to be examined. Yet, Kearns et al (2015), argues that there needs to be an exploration of what actual leadership means within the third sector organisations.

Conclusions and summary of key findings

Third sector organisations are a major source of social service provision in Scotland. They are active in a wide range of areas of public life including education, recreation and social care which involves their participation in responding to emergencies. There are many organisations, societies and community groups that fit the description of the third sector in Scotland. This makes it difficult to know exactly what constitutes a third sector organisation. This has been tackled by registration with the OSCR however, even those that are not

registered or have been de-registered may be still offering the same services to the communities that still qualify them to be members.

There is a plethora of policies, laws and guidance available for sector players in the field of responding to natural hazards in Scotland. The government of Scotland has done a lot in terms of giving direction and delegating responsibility to the different departments. Interestingly, there are no legal duties or responsibilities placed on third sector organisations by law in Scotland in as far as responding to emergencies and hazards are considered. The legal duty is on category 1 and 2 responders which are government entities.

Whereas there are many players in the third sector in Scotland, it is not easy to point a finger at all the organisations that are involved in responding to natural disasters as and when they happen. This is particularly so in the last ten years. What is true however is that many organisations especially those operating at the community level do come on board when a disaster happens to respond, depending on the expertise or the specialization of their organisation. For instance, one organisation may look at providing health needs, another material needs such as food and shelter, another psychosocial among others.

Third sector organisations, especially those located within the same locality where a natural hazard has occurred, are often the first ones to arrive at the scene of the disaster and then share information with other responders especially Category I. This therefore makes them part of the first responders[3]. This is so because the majority of them are in the communities. This makes them good to get information about the disaster that has occurred faster, sometimes, than category I and II responders. This first information enables them to mobilize themselves and inform other responders as they are taking initial steps to respond to an emergency.

It is clear that all members of third sector in Scotland require some level of support to grow and sustain their activities. Some of that support is obtained from the third sector interface as organisations aim at helping and assisting their members to develop different aspects that contribute to their development, spread and sustainably perform their planned activities in a given time. For example, Edinburgh Voluntary Organisations' Council (EVOC) offer various training courses, and shares information about funding opportunities such as grant calls with the members.

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[3] First responders refer to emergence service to arrive at the scene of an accident or incident.

The role played by the third sector in Scotland needs to be recognized and supported by all but more so by the Scottish government. This could be in establishing and ensuring that there is a conducive and supportive environment in which the members of the third sector can operate especially when there are outbreaks of hazards, especially the natural ones. The current status clearly shows that they are playing a facilitative role as we have the mandatory emergency responders as Category I and II.

With regard to funding of third sector organisations, three major sources are evident and they include public, philanthropic and earned income. Whereas originally, the biggest funder was from the public, many more organisations are now turning to generating their own incomes through operating social enterprises as well as offering services for sale. This form of income is much more reliable and kind of guarantees the future of the operations of the third sector organisations.

For proper operation of third sector organisations in Scotland, the question of their leadership needs to be given a special attention. This may be through joint leadership sessions to equip the leaders with the skills that they need to respond appropriately to the ever-changing environment socially, economically, and politically in which they find themselves operating. Undeniably, the quantity and quality of third sector leaders have a significant impact on the lives of citizens of a given country.

Even though there is already a high level of trust and confidence in the operations of third sector organisations in Scotland after the passing of a plethora of rules, regulations, laws and guideline. Charities and TSOs in general need to do more and be more transparent in their dealings through making the mandatory annual financial reporting for those that are required to do so. With public acceptance and support, TSOs are in a better way to respond to natural hazards when they strike in Scotland.

Recommendation

After a review of the literature on the role of the third sector in respect of their response to natural hazards in Scotland, there is an urgent need to document the activities, experiences and processes that members of the third sector organisations go through when responding to emergencies in the country. This type of information is currently missing in the literature

to a large extent and is crucial in informing future responses to natural hazards. Once it is done, it will provide useful and informative information for further work in the sector and increase awareness that may inform further planning and implementation of responses as and when a natural disaster occur in the country.

Educational institutions especially universities in Scotland need to engage with the leaders and staff of third sector organisations to equip them with the necessary skills. This will enable them to be abreast with the shifting demands arising from the communities they serve. In today's world, changes are so sporadic and it is indeed necessary for one to remain on top of the game if you are to be in position to influence others and attract support from the people you serve or target to deliver goods and services to.

Abbreviations used

CCA   Civil Contingence Act

HAC   Humanitarian Assistance Centre

IEM   Integrated Emergence Management

RP   Resilience Partnership

RPA   Rapid Preparedness Assessment

RRP   Regional Resilience Partner

TSO   Third Sector Organisation

OSCR   Office of the Scottish Charity Regulator

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