

ADAPTATION OF CIVIL PLANNING AND CRISIS MANAGEMENT PRACTICES BASED ON HOFSTEDE'S CULTURAL DIMENSIONS MODEL

Urszula KAŁOL

*Faculty of Management, Warsaw University of Technology, Poland
Urszula.Kakol@pw.edu.pl*

Marek KISIŁOWSKI

*Faculty of Management, Warsaw University of Technology, Poland
Marek.Kisilowski@pw.edu.pl*

Grzegorz KUNIKOWSKI

*Faculty of Management, Warsaw University of Technology, Poland
Grzegorz.Kunikowski@pw.edu.pl*

Anna UKLAŃSKA

*Faculty of Management, Warsaw University of Technology, Poland
Anna.Uklanska@pw.edu.pl*

Abstract

The article aims to present the results of analysis of civil planning and crisis management practices in selected countries for their effective adaptation to another country with specific conditions. The analysis has identified practices and organizational solutions in crisis management of public administration that could be applied to Poland. We have used the Hofstede model describing cultural dimensions in order to evaluate and select countries culturally similar to Poland. It has been assumed that cultural similarities concerning complex relationships and social conditions increase the chances of the effective implementation of solutions between countries with culturally similar societies. Recommended practices include agreeing on business continuity plans with private entities, placing emphasis on prevention and cooperation with non-governmental organizations, and creating strong competence centers.

Keywords: crisis management, civil emergency planning, cultural dimensions, Hofstede's model

1. INTRODUCTION

Civil planning is an element of crisis management that in a contemporary approach, either in Poland and abroad, includes four categories of activities: prevention, preparedness, response and recovery.

Historically, in crisis management, after a phase of militarization, the role of public administration has increased, taking over most responsibilities activities, previously reserved for military forces to deal with the possibility of major disaster-related events. The trend of moving away from military and civil defense in crisis management,

into a model of civil protection with the participation of public administration, concerns both other Western countries (Alexander, 2002), and Poland (Gołębiewski, 2015, p. 10). Gołębiewski also states that in some countries a universal contemporary crisis management system is called the 'total' one because of its universality, which is visible in taking into account all threats, at all times and by including all state institutions, non-governmental organizations and the whole society.

The current state of civil planning in Poland, as well as in other countries of the former Eastern Bloc, stems from the Cold War period, subsequent systemic transformation and reflects the current economic potential and financial capabilities of the country. Outdated civil planning, in relation to Western countries, also provides opportunities, because crisis management systems can be built using contemporary global standards, and use the experience of other countries, in cooperation with the international structures of the European Union and the United Nations.

The aim of the research was to identify solutions and practices used in other countries based on the cultural model. The article is therefore an attempt to find patterns and practices of civil planning and organizational solutions for public administration in crisis management in selected foreign countries that could be applied in Poland.

2. PROBLEM FORMULATION AND METHODOLOGY

The current state of civil planning in Poland is assessed critically by practitioners paying attention to the multiplicity of plans and problems resulting from the fact that some data is restricted (Kosowski, 2014, p. 59). The generality of plans indicated by (RCB, 2014, pp. 10–11). Civil defense, as an organisation, is even more critically assessed (Najwyższa Izba Kontroli, 2012, p. 11).

In an international context, it is worth using proven foreign solutions in the field of civil planning and crisis management, which should not only be chosen as useful, but should also take into account the possibility of adapting to national conditions.

Considering the transfer of adaptation possibilities, we proposed the use of the Hofstede model, which allows the identification of countries with similar cultures in several dimensions. The Hofstede model was developed by the Dutch social psychologist, Professor Gerard Hendrik Hofstede. The model defines and measure six cultural dimensions as indexes: Power Distance Index (PDI), Individualism vs. Collectivism (IDV), Uncertainty Avoidance Index (UAI), Masculinity vs. Femininity (MAS), Long-term Orientation vs. Short-term Orientation (LTO), and Indulgence vs. Restraint (IND). With regard to civil planning, we selected as key the following dimensions:

- IDV, LTO, because of their importance to the approach of planning, preferred methods and attitudes to planning and work organization
- IND, as an index reflecting the importance to society of preparedness for anticipated risk events in crisis management .

A look at the state of civil planning in Poland through the prism of these cultural categories and comparison with other countries may help in the diagnosis of civil planning and the indication of culturally dimensioned relevant recommendations.

The research method we used in the research consisted of the following steps:

1. Identification of countries with similar cultural characteristics using the Hofstede approach.
2. Analysis of applied solutions in selected countries in the following areas:
 - The organization of the crisis management and financing system for emergency services;
 - The roles of external entities in public civil planning, such as Critical Infrastructure (CI) operators and non-governmental organizations;
 - International cooperation.
3. Assessment of the possibility of implementing solutions from selected countries in Poland.

In order to identify best practices we've conducted secondary research on studies and articles, statistical data, results of the research projects¹.

Looking for cultural similarities, the following countries were analyzed: UK, Austria, Belgium, Czech Republic, Denmark, Finland, Netherlands, Lithuania, Germany, Norway, Sweden and the USA.

The expected result of the study is the identification of public crisis management and civil planning practices used abroad that can be implemented in Poland.

3. CULTURAL SIMILARITIES IN HOFSTEDE'S MODEL

As mentioned before, the Hofstede model defines six cultural dimensions whose detailed characteristics are presented in Table 1.

¹E.g. 'Analysis of civil security systems in Europe' (ANVIL) - R&D project, characteristics of national civil protection systems developed by the European Civil Protection and Humanitarian Aid Operations (ECHO)

TABLE 1 - 6-DIMENSIONAL HOFSTEDE MODEL, BASED ON (CZERWONKA, 2015; HOFSTEDE, 2011B)

	Culture dimension	Characteristic
1	Power Distance Index, PDI	Power Distance has been defined as the extent to which the less powerful members of organizations and institutions (like the family) accept and expect that power is distributed unequally. This represents inequality (more versus less), but defined from below, not from above. It suggests that a society's level of inequality is endorsed by the followers as much as by the leaders. Power and inequality, of course, are extremely fundamental facts of any society. All societies are unequal, but some are more unequal than others (Hofstede, 2011a, p. 9). Countries with low PDI value are more democratic, ready for public consultations, while countries with high PDI index prefer more powerful governments, like autocratic (Czerwonka, 2015, p. 282).
2	Individualism vs. Collectivism, IDV	Individualism on the one side versus its opposite, Collectivism, as a societal, not an individual characteristic, is the degree to which people in a society are integrated into groups. On the individualist side we find cultures in which the ties between individuals are loose: everyone is expected to look after him/herself and his/her immediate family. On the collectivist side we find cultures in which people from birth onwards are integrated into strong, cohesive in-groups, often extended families (with uncles, aunts and grandparents) that continue protecting them in exchange for unquestioning loyalty, and oppose other ingroups (Hofstede, 2011a, p. 11). High level of individualism is common in richer countries, low individualism is characteristic for poor countries (Czerwonka, 2015, p. 284).
3	Uncertainty Avoidance Index, UAI	Uncertainty Avoidance is not the same as risk avoidance; it deals with a society's tolerance for ambiguity. It indicates to what extent a culture programs its members to feel either uncomfortable or comfortable in unstructured situations. Unstructured situations are novel, unknown, surprising, and different from usual. Uncertainty avoiding cultures try to minimize the possibility of such situations by strict behavioral codes, laws and rules, disapproval of deviant opinions, and a belief in absolute Truth; 'there can only be one Truth and we have it' (Hofstede, 2011a, p. 10).
4	Masculinity vs. Femininity, MAS	Masculinity versus its opposite, Femininity, again as a societal, not as an individual characteristic, refers to the distribution of values between the genders which is another fundamental issue for any society, to which a range of solutions can be found. (...) The assertive pole has been called 'masculine' and the modest, caring pole 'feminine'. The women in feminine countries have the same modest, caring values as the men; in the masculine countries they are somewhat assertive and competitive, but not as much as the men, so that these countries show a gap between men's values and women's values. In masculine cultures there is often a taboo around this dimension (Hofstede, 2011a, p. 12). Strongly masculinised cultures are characterized by high competition, assertiveness, materialism and a high level of ambition and the need for power, while feminist cultures put more emphasis on relationships and on the quality of life. In masculine cultures, differences in the roles of each gender are very clear, in opposition to female societies, where both women and men share similar values, emphasizing modesty and caring for another human being. Masculinity, unlike the individualism index, is not related to the wealth of the country: rich countries are both male and female, similarly among poor countries (Czerwonka, 2015, p. 286).
5	Long-term Orientation vs. Short-term Orientation, LTO	Distinguishes between long- and short-term attitudes in life. Long-term orientation focuses on the future, and short-term orientation on the present and the past.
6	Indulgence vs. Restraint, IND	Societies characterized by indulgence allow relatively easy satisfaction of basic human and natural aspirations related to the use of life and pleasure. Societies characterized by restraint suppress the satisfaction of needs and regulate them through strict social norms

Table 2 summaries countries similarities and differences according to cultural dimensions indexed in the Hofstede model. Input data and quantitative assessments are presented in Table 4 - 7.

TABLE 2 - DISTRIBUTION OF SIMILAR AND DIFFERENT COUNTRIES ACCORDING TO CULTURAL DIMENSIONS, AS DESCRIBED BY HOFSTEDE MODEL, OWN STUDY

	The greatest similarity	The largest discrepancy
Poland – general (Table IV)	Belgium, Czech Republic, Finland Germany, Norway,	Denmark, Sweden
Power Distance Index, PDI	Belgium, Czech Republic, Norway	Austria, Denmark
Individualism vs. Collectivism, IDV	Lithuania, Czech Republic, Norway	USA, United Kingdom
Masculinity vs. Femininity, MAS	United Kingdom, Germany, USA	Sweden, Netherlands, Denmark
Uncertainty Avoidance Index, UAI	Belgium	Sweden, Denmark
Long-term Orientation vs. Short-term Orientation, LTO	Finland, Denmark, USA	Belgium, Lithuania
Indulgence vs. Restraint, IND	Czech Republic, Norway	Sweden, Denmark, United Kingdom, USA

With regard to civil planning, three cultural dimensions were selected and the sum of differences was presented, indicating those countries where the difference is the smallest (Table 3).

TABLE 3 - ABSOLUTE DIFFERENCES IN SELECTED CULTURAL DIMENSIONS IN RELATION TO POLAND ACCORDING TO THE HOFSTEDE MODEL, OWN STUDY WITH IMPLEMENTED MODEL (ITIM INTERNATIONAL, 2016)

	IDV	LTO	UAI	Sum
Poland	0	0	0	0
Finland	3	0	34	37 -72
Austria	5	22	23	50 =107
Czech Republic	2	32	19	53 -64
Norway	2	32	19	53 -64
Belgium	15	44	1	60 -63

The following tables below present detailed calculations. The values of cultural coefficients for the analyzed countries are shown below (Table 4) and are referenced to the value for Poland, calculating the arithmetic difference (Table 5). After taking into account the absolute values (the most important was the difference, Table 6), the most approximate and most culturally distant countries from Poland were indicated (Table 7).

TABLE 4 - VALUES OF HOFSTEDE MODEL INDEXES, OWN STUDY USING MODEL (ITIM INTERNATIONAL, 2016)

	Poland	UK	Austria	Belgium	Czech Republic	Denmark	Finland	Netherlands	Lithuania	Germany	Norway	Sweden	USA
Power Distance Index, PDI	68	35	11	65	57	18	33	38	42	35	57	31	40
Individualism vs. Collectivism, IDV	60	89	55	75	58	74	63	80	60	67	58	71	91
Uncertainty Avoidance Index, UAI	64	66	79	54	57	16	26	14	19	66	57	5	62
Masculinity vs. Femininity, MAS	93	35	70	94	74	23	59	53	65	65	74	29	46
Long-term Orientation vs. Short-term Orientation, LTO	38	51	60	82	70	35	38	67	82	83	70	53	26
Indulgence vs. Restraint, IND	29	69	63	57	29	70	57	68	16	40	29	78	68

TABLE 5 - DIFFERENCES IN CULTURAL DIMENSIONS IN RELATION TO POLAND ACCORDING TO THE HOFSTEDE MODEL, OWN STUDY USING MODEL (ITIM INTERNATIONAL, 2016)

	Poland	UK	Austria	Belgium	Czech Republic	Denmark	Finland	Netherlands	Lithuania	Germany	Norway	Sweden	USA
Power Distance Index, PDI	0	33	57	3	11	50	35	30	26	33	11	37	28
Individualism vs. Collectivism, IDV	0	-29	5	-15	2	-14	-3	-20	0	-7	2	-11	-31
Uncertainty Avoidance Index, UAI	0	-2	-15	10	7	48	38	50	45	-2	7	59	2
Masculinity vs. Femininity, MAS	0	58	23	-1	19	70	34	40	28	28	19	64	47
Long-term Orientation vs. Short-term Orientation, LTO	0	-13	-22	-44	-32	3	0	-29	-44	-45	-32	-15	12
Indulgence vs. Restraint, IND	0	-40	-34	-28	0	-41	-28	-39	13	-11	0	-49	-39
SUM	0	7	14	-75	7	116	76	32	68	-4	7	85	19

TABLE 6 - ABSOLUTE DIFFERENCES IN CULTURAL DIMENSIONS IN RELATION TO POLAND ACCORDING TO THE HOFSTEDE MODEL, OWN STUDY USING MODEL (ITIM INTERNATIONAL, 2016)

	Poland	UK	Austria	Belgium	Czech Republic	Denmark	Finland	Netherlands	Lithuania	Germany	Norway	Sweden	USA
Power Distance Index, PDI	0	33	57	3	11	50	35	30	26	33	11	37	28
Individualism vs. Collectivism, IDV	0	29	5	15	2	14	3	20	0	7	2	11	31
Uncertainty Avoidance Index, UAI	0	2	15	10	7	48	38	50	45	2	7	59	2
Masculinity vs. Femininity, MAS	0	58	23	1	19	70	34	40	28	28	19	64	47
Long-term Orientation vs. Short-term Orientation, LTO	0	13	22	44	32	3	0	29	44	45	32	15	12
Indulgence vs. Restraint, IND	0	40	34	28	0	41	28	39	13	11	0	49	39
SUM	0	175	156	101	71	226	138	208	156	126	71	235	159

Expenditure on military, civil defence, police and fire services in Euros per capita in 2016 are shown in Table 7.

TABLE 7 - EXPENDITURE ON MILITARY, CIVIL DEFENCE, POLICE AND FIRE SERVICES IN EUROS PER CAPITA IN 2016, BASED ON EUROSTAT DATA

Country	Military	Civil defence	Police	Fire service
European Union	351,31	1,52	272,27	59,05
Austria	226,84	0,32	277,21	69,60
Belgium	288,90		388,35	63,13
Bulgaria	72,45	0,01	72,72	20,47
Croatia	130,06		155,47	20,52
Cyprus	317,3	5,87	285,48	30,77
Czech Republic	105,99	0,46	145,39	40,77
Denmark	513,13	19,86	271,36	34,00
Estonia	375,64		157,38	39,74

Country	Military	Civil defence	Police	Fire service
Finland	472,59	7,10	211,45	108,09
Franca	508,23	2,20	313,83	90,34
Greece	343,91		232,28	47,33
Spain	205,23		291,80	37,42
Netherlands	408,43		345,47	97,03
Ireland	158,07	6,75	355,51	41,74
Lithuania	171,29	0,45	74,19	29,64
Latvia	200,73	2,55	149,18	28,22
Malta	133,43		147,69	17,12
Germany	355,38	0,12	289,4	92,18
Norway	909,82	37,99	369,84	149,22
Poland	173,93	0,10	126,92	20,41
Portugal	146,79		187,29	24,32
Romania	74,95		86,69	22,04
Slovakia	140,64	0,41	157,47	25,76
Slovenia	131,74	13,32	181,10	26,74
Switzerland	512,93	56,79	509,06	87,45
Sweden	484,52	21,08	278,74	97,66
Hungary	77,10	0,58	150,98	28,67
United Kingdom	657,80	2,49	363,51	51,97
Italy	348,26	0,08	320,38	50,79

The countries identified as the most similar for a given set of dimensions and thus selected for comparative analysis are Finland, Austria, Czech Republic, Norway and Belgium (Table 3). The review of civil planning and crisis management solutions has been based on these countries.

4. CIVIL PLANNING AND CRISIS MANAGEMENT IN SELECTED COUNTRIES

The structure of expenditure, regardless of the economic potential of a given country, indicates the organization and character of its national security system. The structures of annual expenditure for military, civil defence, police and fire services, expressed in Euros per capita, are presented in the diagrams below (Figure 1), based on data included in the Table 7.

The characteristics of the structure of incurred expenses presented in the charts indicate the approach of countries to the significance and role of individual security institutions, which probably results from diverse factors, such as threat assessments, historical conditions, national culture, natural conditions and population etc.

Analyzing the charts, attention is drawn to :

- Expenses allocated to civil defence are significant in Norway (almost 40 Euros per capita) and Finland (7.1 Euros per capita). In other countries, civil defense is financed to a more? limited extent.
- An interesting observation concerns the proportion of expenses incurred by both the military and police services. It appears that only Norway, Finland and Poland allocate more than half these funds to the military, with the smallest share of this category (36%) paid out in the Czech Republic.

- Belgium (52%), the Czech Republic (50%) and Austria (48%) allocate the largest share of expenditure to the police.
- The largest share of expenditure on the fire service is in the Czech Republic and Finland (24% each). In other countries, the share is lower, Austria - 12%, Norway - 10%, Belgium - 9% and Poland - 6%.

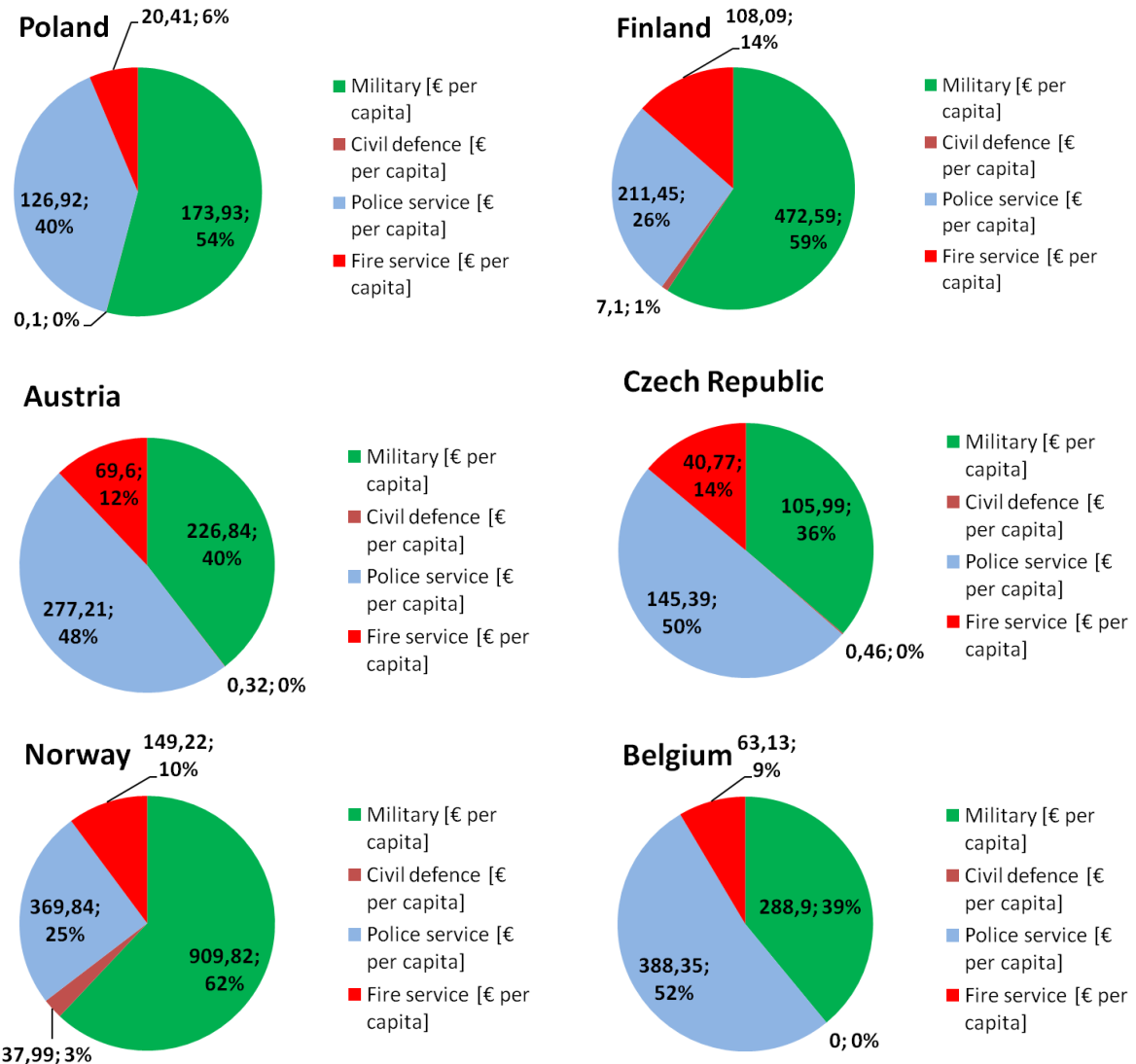


FIGURE 1- STRUCTURE OF EXPENSES INCURRED FOR SECURITY IN POLAND AND SELECTED COUNTRIES IN 2016, CALCULATIONS BASED ON EUROSTAT DATA

4.1. Finland

Rescue services in Finland are carried out in three functional areas: accident prevention, rescue operations and civil defence.

In order to prepare for a threat, the authorities are legally obliged to develop precautions, for example, to draw up contingency plans, purchase specialized equipment and train personnel. The same or similar contingency plans are used in civilian administration, both in wartime conditions as well as civil threats in peacetime.

The relevant authorities are responsible for the subordinate areas not only in peacetime, but also in crisis situations, such as international tension perturbations, threat of armed attack, war, post-war situation, economic crises and disasters.

One of the basic principles of Crisis Civil Planning in Finland is that each unit of local authority also continues its normal activities during a crisis, when the civilian administration receives additional support. Organizational changes in the event of a crisis are kept to a minimum. Government institutions, companies and other organizations also have to continue functions carried out during peacetime. They are also required to include in their annual budgets items related to the financing of emergency planning and other preparatory measures.

Finland has emergency contingency plans agreed with CI operators, e.g. in the scope of cooperation within the Scandinavian energy system in the event of disruptions to electricity supplies (NordBER, 2015).

Cooperation between civil and military authorities is organized at every level of administration. The military forces are obliged to take part in emergency and civil defense operations in accordance with relevant legal regulations.

The Minister of the Interior decides whether to send emergency services abroad or not at the request of another country or an international organization. Similarly, the Interior Minister may ask for foreign assistance.

Useful elements for Poland:

- functioning of local formations, involving local communities (in this case civil defence),
- mechanisms for buying, maintaining and renewing material resources for crisis management,
- reconciliation procedures, including with CI operators and having numerous business continuity plans.

4.2. Austria

The organisational structure of the Austrian civil protection system is based the law, as amended by Federal Ministries . The resolution on the reorganization of the 'National Crisis and Disaster Protection Management adopted on January 20, 2004 lays out the organizational details of consolidation measures². The main record concerns the consolidation of coordinating bodies, previously assigned to various independent units , but now included in one coordination committee, chaired by the Director-General for Public Safety. An institution called

² http://ec.europa.eu/echo/files/civil_protection/vademecum/at/2-at-1.html#orga [accessed: 2018.06.10]

the "Austrian Platform for International Humanitarian and Emergency Assistance", created in 2000, has also been included in the new committee.

The aim of Austrian civil defence is to protect and ensure the security of the population against threats and danger. Civil defence is defined as the sum of all measures and actions that enable the population to survive in crisis situations.

Civil defence covers all humanitarian activities in the event of disasters. It includes preventive measures against natural disasters, accidents in the chemical industry as well as accidents during the transportation of hazardous or radioactive materials.

Civil defence in Austria is sometimes seen as a pluralistic system to prevent disasters and provide help, located in hexagonal structures of responsibility that correspond to administration at federal state, provincial, district and municipality level.

If a disaster cannot be dealt with by civilian organizations, such as the fire brigade and emergency services, one can turn to the Austrian army for help. Military units are then subject to civil authority.

Due to the federal administrative structure, the coordination committees are assigned to the level of federal state institutions. Coordinating Commissions advise federal governors (the counterpart of Poland's voivodeships).

The goals of crisis management at federal state level are similar to those of federation level, that is, the entire country. An army representative is a commander of a given territory. His responsibilities include oversight of all military operations carried out in a given area, such as providing assistance to local authorities.

As in the case of provincial level regulations, the District Coordination Committee is created at district level, and performs an advisory function for the authorities at this level. Members of the Committee are assisted by a large group of people performing various functions, such as the fire chief, the highest representative of the Red Cross and other units responsible for individual tasks. These persons are advisors to the Committee. It also has a liaison officer (clerk) for military affairs.

Useful elements for Poland:

- the institution of a liaison officer,
- organisation and operation of coordination units.

4.3. Czech Republic

The aim of the civil protection system in the Czech Republic is to ensure the country's readiness to act and counteract during crisis situations threatening the population. These activities are carried out through planning, coordinating and managing precautions. Further goals are: ensuring the functioning of administration and the

economy, fulfilling international security obligations, as well as supporting the armed forces in the event of an emergency. The crisis management system is decentralized. The responsibility of the administration for preparing and responding to crisis situations is located at a local level. In the event of crisis situations that require the involvement of armed forces, the role of the interministerial coordinator is assigned to the Ministry of the Interior.

The scope of responsibility of the Ministry of the Interior in crisis situations is analogous to the responsibility of the Minister of Defense in the situation of military crises.

Useful elements for Poland:

- decentralization of crisis management,
- resource management methods.

4.4. Norway

Politically defined goals of action to ensure the security of Norwegian society are based on the approach that threats must be counteracted, and that if any occur, one must act in the most effective way. The public must be prepared to take action in every possible situation. The main purpose of planning is:

- ensuring that disturbances of major social functions and large-scale incidents do not cause serious losses to citizens and property,
- launching measures to prepare the public for catastrophic events,
- ensuring crisis planning.

Civil military cooperation in Norway is based on the Total Defence concept, which states that there will be a "total mobilisation of all possible civil and military resources to maintain the will to defend oneself, to offer the greatest possible resistance to aggression, to protect lives and health, to maintain an organised society and to prevent damage caused by peacetime crises and/or war"³.

Useful elements for Poland:

- involvement of the public as well as CI operators,
- development of business continuity plans,
- promotion and application of a total defence concept,
- emphasis in crisis management on preparation.

³ http://ec.europa.eu/echo/files/civil_protection/vademecum/menu/2.html (accessed 18.07.2016).

4.5. Belgium

In Belgium, three levels of administration participate in and respond to crisis management, depending on the scale of an incident. All administration levels are responsible for emergency planning in the administered area. The legal framework for crisis management at the national level is defined in the Royal Decree of 2006.

Civil defence takes into account all possible actions and means available for the protection and survival of the population and the security of maintaining statehood in the event of armed conflict. It also aims to support people in the area of property protection in the event of crises, natural disasters and damage.

The center for knowledge and competence in crisis planning is the Higher Institute for Emergency Planning, which supports public administration, the private and public sectors as well as the military sector.

Military assistance in the event of an emergency may be granted at the request of the competent regional authorities, based on the consent of the head of the province (the equivalent of the voivode in Poland).

In a situation where international assistance is being considered, the Minister of National Defence is part of the decision-making structure and provides support for such missions, consistent with international guidelines and practices.

5. CONCLUSIONS

Analysis of domestic and foreign solutions in the field of civil planning shows the unification of general approaches in crisis management and functioning differs in the countries examined, as a result of historical experiences, stage of development and cultural conditions. Common features include applying a model approach to crisis management, consisting of phases: prevention, preparation, response and reconstruction; abandoning military planning for a universal approach; supporting the cooperation of armed forces with public administration and emergency services; using the same tools and techniques in planning, such as risk analysis, safety nets, etc. The integration of approaches undoubtedly results from closer international cooperation, exchange of experience and knowledge transfer. The differences result not only from the diverse nature of each country, its history, position and economic potential, but also the nature and specificity of threats. The analysis conducted aimed to find patterns and practices of civil planning and organizational solutions relating to public administration applied in selected foreign countries that could also be applied in Poland. To select the countries in which good practice was identified, the Hofstede model was used, describing the dimensions of cultural conditions, and the inspiration was research carried out as part of the ANVIL project. It was assumed that solutions existing in the selected countries, being close to Poland in terms of culture, in the dimension of individualism and collectivism (IDV), short and long-term orientation (LTO) and avoiding uncertainty index (UAI), would be transferable and with greater chance of successful adaptation. The selected countries were Finland, Austria, Czech Republic,

Norway and Belgium. The main practices that have been highlighted include agreeing on business continuity plans with private entities, placing emphasis on prevention and cooperation with non-governmental organizations, and creating strong competence centers. The above-mentioned practices indicate the areas of improvement for civil planning procedures in Poland.

The Norwegian concept of total defence and the importance of civil defence as a paramilitary formation managed by the minister responsible for internal affairs is interesting.

The civil defence formations and the significant role of the army are characteristic of Scandinavian countries. However, one must take into account the natural conditions of these countries, such as large territories and low population density, as in Finland. On the other hand, cultural compatibility with Finland indicates that Finnish solutions should be analyzed in detail.

In selecting and recommending solutions, we have become aware that more extensive studies are necessary.

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