



# COMMUNITY RESPONSE PLANNING

A qualitative study of two Community Response  
Planning Processes Undertaken by the  
Wellington Region Emergency Management  
Office

Prepared by:

[Kate Daellenbach](#), Senior Lecturer in  
Marketing, Victoria University of  
Wellington

[Ciahn Dalglish Waugh](#), as part of the  
Summer Scholar Programme funded by  
Victoria University of Wellington

[Karen Smith](#), Associate Professor of  
Tourism, Victoria University of  
Wellington

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## Introduction & research purpose

Disasters can occur at any time as a result of human, technological or natural causes (McFarlane and Norris, 2006) and have the ability to disrupt the structure of community life and put strain on social systems (Aldrich and Meyer, 2015, Fritz, 1961). The consequence of disasters concerns populations around the world, as do efforts to mitigate harmful consequences. Here, we are concerned with the human impact of a disaster. This is consistent with the World Health Organisation's definition of a disaster, which, while potentially being caused by a natural event (such as a hurricane, flood or earthquake) it is ultimately the human response to a natural event which defines a disaster (World Health Organization, 2014). To help individuals recover, we turn attention to the ability of communities to recover. In this, researchers and practitioners promote the importance of developing greater community resilience, in order to reduce the long term harmful effects of a disaster. The definition of community resilience which we adopt is that of the Community and Regional Resilience Institute (and also adopted by the Wellington Region Emergency Management Office):

*Community resilience is the capability to anticipate risk, limit impact, and bounce back rapidly through survival, adaptability, evolution, and growth in the face of turbulent change* (Community and Regional Resilience Institute, 2014).

Developing community resilience as a pre-disaster mitigation approach has been suggested in various studies to positively influence the recovery process. Community resilience relies heavily on the development and strengthening of social infrastructure and social capital (Aldrich and Meyer, 2015). Thus, a resilient community is a connected community with a plan for disaster preparation and response (Norris et al., 2008).

This report considers the Community Driven Response Plan (CDRP's) process, undertaken by the Wellington Region Emergency Management Office (WREMO), with an eye to improving community resilience. WREMO was formed in response to a national level Act, and the real threat of disaster for Wellington, New Zealand. WREMO is funded by contributions from neighbouring cities and districts, and operates a number of programmes oriented to emergency preparedness, response and recovery (Wellington Region Civil Defence Emergency Management, 2013). As detailed in their Community Resilience Strategy (Wellington Region Emergency Management Office, 2012), WREMO aim to "*enhance societal resilience by empowering and connecting communities*" and focus on three key objectives: "*build capacity, increase connectedness and foster cooperation*" (Wellington Region Emergency Management Office, 2012). As the Manager Community Resilience noted, the emphasis required a different approach,

*You can't just rock into a community and be 'You guys are going to get prepared and this is how you're going to do it.' We have no stick. . . When we're out there working communities, we have nothing but carrot so we have to really have an entirely different methodology in the way that we engage with our community.*

An element of this strategy, is the development of Community Response Plans (CDRPs). While many regions facilitate community plans, this programme is one of only a few efforts worldwide in the emergency management field which specifically seeks to enhance resilience through community-level ownership, empowerment and social capital, known to be crucial in disaster response and recovery (Aldrich, 2012).

This report reflects an examination of the planning processes associated with the CDRPs, with particular attention to why and how individual community “leaders” do or do not participate. We employ the Motivation Opportunity Ability framework considered useful with social and health related marketing (Rothschild, 1999), along with relevant literature concerning volunteering and community resilience. Ultimately, the purpose is *to gain a better understanding of the perspectives and impressions of the process leaders, community champions, and community stakeholders in regard to their motivations, opportunity and ability to participate in the community response planning process, along with the barriers faced.*

To do this, two case study communities were selected, and interviews were conducted and analysed with WREMO staff, and community participants. This report serves as an initial feedback primarily to WREMO. Limitations to this study included the focus on two communities as case studies, the data begin from Wellington only, and the inability to interview a range of non-participants in the planning processes. While several methods were utilized to engage with non-participants including email, phone and in person, they were either unwilling or unable to participate in an interview and therefore the non-participant segment has limited representation.

## Background literature informing the study

### Community resilience and social capital

McFarlane and Norris (2006) defined disaster as “a potentially traumatic event that is collectively experienced, has an acute onset, and is time delimited.” A range of disasters could be included in this definition, from floods and earthquakes to nuclear and mass violence attacks. In the last five years New Zealanders have experienced multiple disasters, primarily in the form of earthquakes; within these experiences the importance of community has become apparent.

Community comprises natural, social, economic and built environments that influence one another in multifaceted and complex ways (Norris et al., 2008). Community resilience

describes the collective ability of a geographically defined community to deal with adversity following shock or trauma. A more resilient community is able to maintain or sustain daily structure and community health efficiently through the co-operation of networks (Aldrich and Meyer, 2015, Sherrieb et al., 2010, Norris et al., 2008). The development of a resilient community is a process by which networks of capacities are connected; it refers to both the adaptive capabilities of the community, as well as the individuals involved (Norris et al., 2008). Once established, the individual and community social networks provide access to essential resources in disaster situations including, but not limited to, financial resources, information, aid, psychological support and emotional support (Aldrich and Meyer, 2015). Discussions surrounding this concept of community resilience often emphasize that the “whole is more than the sum of its parts”; i.e. that a group of resilient individuals does not automatically equate to a resilient community (Norris et al., 2008). Resilience requires communities to utilize networks within the community to develop or improve their adaptive capacities and enhance social capital (Norris et al., 2008).

The above discussion has noted the importance of building social capital within communities, in order to aid them in disaster/emergency response and recovery. Social capital is defined by WREMO as “networks together with the shared norms, values and understandings that facilitate co-operations within or among groups” (Wellington Region Emergency Management Office, 2012). The World Bank elaborates on this definition:

*Social capital refers to the institutions, relationships, and norms that shape the quality and quantity of a society's social interactions. Increasing evidence shows that social cohesion is critical for societies to prosper economically and for development to be sustainable. Social capital is not just the sum of the institutions which underpin a society – it is the glue that holds them together. (The World Bank, 2015)*

The World Bank goes on to distinguish between horizontal associations between people and/or associations, helping to reinforce shared norms and a common purpose (sometimes referred to as bonding social capital), and vertical associations that connect social divides (or bridging ties). Further similar distinctions are made by others, with bonding social capital explained as the ties within a homogeneous group (or inter-group), while bridging ties are between heterogeneous groups (or intra-group) (Putnam, 2001). Specifically in the context of disasters, Aldrich (2012) similarly supports the importance of social capital and adds to this linking social capital, which involves the ties upwards to a source of power, such as a government organization.

### **Motivation, Opportunity and Ability**

In this study, we are informed by and draw on the Motivation, Opportunity, Ability (MOA) framework was originally presented by MacInnis, Moorman and Jaworski (1991), to reflect on consumers’ motivations, opportunity and ability to process advertising. In 1999 Rothschild proposed this model be applied to health and social issues. He theorized that

understanding individual motivations, opportunities and abilities towards some positive social or health behavior would both assist in better understanding the targeted consumers, but would also direct whether efforts should be best applied via marketing, education and/or law. MOA has since been applied in many contexts, including that of volunteering noted above (for other examples also see Binney et al., 2006, Binney et al., 2003, Dann, 2007).

## Volunteering

As this study considers the involvement of individuals as volunteers in community planning processes, we also turn to selected volunteer-related literature. Research has revealed that the extent of an individual's social capital and degree of their community integration is connected to the probability of a person volunteering, with a lack of community connections and social capital being barriers to volunteering (Sundeen et al., 2007). Additional research regarding volunteer participation, and drawing on Rothschild's Motivation, Opportunity, Ability framework (Rothschild, 1999), found that motivation, opportunity and ability all strongly influence volunteer participation (Emens et al., 2014). This research determined that of the three categories, the perception of having an opportunity to volunteer was the strongest influencer. This suggests that organisations require systems that make participation easier by reducing perceived barriers. More specifically, being asked to volunteer is the strongest influencer of engagement, supporting the significance of social networks and personal requests (Sundeen et al., 2007). Nonetheless, other factors also need to be considered including the fact that people cannot volunteer unless they have resources available to facilitate their ability (Sundeen et al., 2007).

## Understanding the Community Driven Response Planning Process

As noted, given the need for more networked communities in the interest of emergency response and resilience, the Wellington Region Emergency Management Office set out to develop Community Driven Response Plans (CDRP's). CDRP's are described both as a "plan" and a "process":

*Community Response Plans cover large geographical areas and bring together high level stakeholders and community leaders to define roles and responsibilities ahead of an emergency. Individuals will be able to plug into this high-level community plan and organize a hyper-local response through the "Connected and Prepared Neighbours Toolkit" [another document created by WREMO]. Advisors work with community leaders, to enhance social capital, create a sense of community ownership of the individual community plans, which are determined by geographical boundaries. (Wellington Region Emergency Management Office, 2012)*



The process around these plans involves inviting community leaders to reflect on the potential impact of disaster in their area along with potential processes and resources, ultimately culminating in a plan. In many ways, the CDRPs could be seen as a tool to help address the need for resource allocation in the community to minimise the impact of such an emergency (Baker, 2009, Baker et al., 2007). The process to develop the plans was drafted by WREMO as a flexible guideline allowing advisors to respond to individual needs in the community. At the time of this study, the process could be summarized as follows:

- 1) A geographic area is determined by WREMO, wherein previously named communities may be joined with others into one “community”/region deemed useful and manageable for the process.
- 2) A WREMO Advisor, assigned to that region, contacts identified community leaders to encourage their participation in the process. These leaders hold some formal role in the community (eg. a member of a resident’s association, a business owner, school principals or local medical practitioners).
- 3) Once a group of individuals is identified, they are invited to the first of five meetings. The time and place of all meetings is negotiated with the group.
- 4) During this first meeting, the advisors help the participants make connections, getting to know one another, and establishing social ties. At the same meeting, the usefulness and purpose of the CDRP is discussed.
- 5) The next four meetings progress through the plan, with the ultimate outcome being a CDRP document, signed by the group members, council representatives and the WREMO advisor.
- 6) The final meeting is oriented around taking action – developing specific activities to be done which would help build resilience in the community against disaster.

## Stage one: Manager and Advisor Interviews

In the initial phase of this study, research involved semi-structured interviews with the Community Resilience Manager at WREMO, and four of the advisors, in the Community Resilience Team. With the exception of the Manager, all interviews were conducted on a confidential basis. Interviews lasted between 45 minutes and 1.5 hours, with questions focusing on the experience and reflections the advisor had of CDRP processes they had been involved with. All interviews were recorded, transcribed and reviewed by the participant for accuracy. If the participant wanted to make any changes, these were possible prior to the analysis. The transcripts were then imported into NVIVO for qualitative data analysis. Findings were reviewed by all researchers involved, with agreed upon themes also being

discussed with the participants. The following are main themes which have emerged to data mainly from the analysis of the manager and advisors.

### Communities vary

A key finding that will be returned to, is that communities vary. Some of the points of variation noted were as follows:

- **Variation between Thorndon and Northland/etc.** More Thorndon communities with greater resources (supermarkets, businesses, services, etc.) respond differently than more Northland/etc. communities. More Thorndon communities may initially feel that the larger businesses will provide and will take on more responsibility. Smaller Northland/etc. areas may distribute the help they can give more widely.
- **Variation in organisation and resources of residents.** Communities vary in the extent of their initial organisation. Some have active community boards, with leaders specifically assigned the task and/or leaders who take a professional, organised approach; these people seem well equipped to take the lead and be a champion on a CDRP. Other communities have fewer resources, with leaders who are already stretched with tasks and responsibilities.
- **Variation in the Advisor-participant relationships.** CRT members also vary in their relationships with their communities. While all are making connections, and building relationships, some are more long-standing within the community they work with than others, and some CRT members just know more people and know more about their communities than others.
- **Variation in defining the community of concern.** Communities also vary in the way they define themselves - and this may be in contrast to how WREMO has set out the community plan "boundaries." There is a strong element for some people of belonging to a particular community. They may therefore want their *own* plan - they may not want to be a part of another community's plan. Forcing involvement may not work to any one's advantage.

### Whose responsibility is this anyway?

- Advisors note that a key challenge and key step in the process is convincing participants that someone else will **not** provide. Advisors feel that individuals in the communities have the perception that the civil defence centre will hold supplies and resources that the community needs. Consistent in the comments was the point that many participants had to change this expectation before they could move along in the process.
- Also related to this point is that in the view of the Advisors, some individuals in the community seem to feel that WREMO is abdicating the responsibility which they should take, as a "civil defence" role. They note that there is at times some tension concerning the role of the advisor and of WREMO in the community's response to disasters.

### Managing roles: Doing, helping or facilitating?

- All Advisors saw their role is one of *facilitator*. They want and need the community to own the process. It is important that the process and the plan be that of the community - not a "WREMO plan." Initial response on the facilitation in communities (at the sessions themselves) has been positive in their view.
- However, it is also clear that the advisors understand that communities vary in their expectations and needs. They perceived that some communities and community leaders seem to be more organised and have resources from the outset, while others need more assistance. Most communities appear to benefit from hands-on assistance and guidance - the extent of that assistance seems to vary and is a judgement which the advisor makes.

### Place could be contentious

- In some communities the place where meetings were to be held (and who was to book them) seemed to be a potential point of conflict and/or disagreement. It was reported that some communities felt that WREMO should host or at least organise a place within their own community. This could go back to the variation in the "personality" of the community group, the expectations of WREMO doing/helping/facilitating. Advisors managed this by working towards greater ownership. In other words, in some communities they needed more support initially, but once the participants found their feet and felt more comfortable with the process, they were willing to do more.

### It's not about the plan - it's the process

- There is agreement among the advisors and the WREMO manager, that this exercise is about the process and creating relationships and networks (thus greater social capital in the community).
- At the same time, advisors agree that some sort of plan needs to be developed - there needs to be an outcome and a document which those involved can look to and can see was accomplished.
- Managing this balance is a significant part of the process. However, to ensure that the process gets the time needed, and that connections are made, the process may need more flexibility. Time needs to be taken to allow community members to meet one another, to socialise, to interact.
- In the community interviews there is agreement that developing a plan is a good idea and there seems to be support for having more flexibility in getting to the plan. Some communities are ready earlier than others. Some may take longer.

## People are busy

- Time and again, advisors noted that people - especially business leaders - are very busy. Asking for a commitment of 4-5 evenings/sessions is a big commitment, and may be simply too much. Bringing in something new - eg. A new project or a new topic - in the last session was not always seen as a positive initiative. Again, the mood is judged by the advisor and needs to be.
- Advisors felt that integrating social elements, fun (while at the same time relevant) activities and hands-on scenarios seem to work well. Funds for some tea/coffee biscuits, while seeming to be something the community could provide, seem to help support social activity, and may be something of a small symbolic gesture of support from WREMO which would help the process.
- Another suggestion raised by some advisors was to introduce more flexibility in the process. For example, some community plans may be arrived at via a smaller core group, with specifically identified business leaders brought in for a shorter purposeful session which specifically relates to them.

## It is no small job

- The job of facilitating community response plans is a large task for the advisors, and holds the potential to be overwhelming in terms of time as well as emotions. Advisors are making cold calls, asking people to give up their own time, to potentially help save a community. Some advisors may even be feeling the weight of this responsibility on their own shoulders. No one wants the responsibility of a community on their shoulders. It's a tough ask.

While the above interviews formed the basis of our understanding, it was clearly necessary to conduct interviews with community participants. The following elaborates on this research and the findings.

## Stage two: Participant Interviews in two community cases

With knowledge of the CDRP process, input from the Manager and Advisors at WREMO, and the purpose of our research overall, a range of participants in the community response planning process were interviewed. The following elaborates on this phase of the research.

### Identification of case studies

This research set out to identify themes which may help in better understanding the perspectives and impressions of the community participants in regard to their motivations, opportunity and ability to participate in the community response planning process. It is not intended that this study's findings are generalisable to a population as a whole, but the findings will illuminate perspectives which hopefully will assist WREMO and other similar organisations in their efforts, and which may later be tested in a more quantitative fashion.

Working with this purpose in mind, we sought to identify two case studies which would provide two examples of similar processes, but may also yield variations in processes. The selection of case studies (i.e. two CDRPs) was done in conjunction with WREMO. We sought communities both within the Wellington region, who had recently completed (or were very close to completion of) a CDRP process. We also sought variation in one community being more centrally located to the central business district, having more resources available to them (such as grocery stores), and the other being more suburban. We note that the term “community” will be used largely to reflect the grouping of communities which was necessary to develop the plan.

The two communities selected are Thorndon/Pipitea and Northland/Creswick Valley/Wilton/Wadestown. Both of these communities (i.e. community groupings) are affluent, with many participants being professionals or retired professionals who had prior experience with meetings and how they operate. Both communities also have high student populations, being located near to the University, but neither community engaged with students in their CDRP. This could be due to students living a transient lifestyle, however, it was recognized by participants in the study that engaging students or younger working professionals could have been beneficial.

## **Participants and Interviews**

The selection of interview participants originally aimed to focus on representatives of businesses or services in the area. However, it became apparent early in the research that residents made up a significant proportion of the participants in the CDRP process. Therefore it was determined that the research would focus on the participants as belonging mainly to their “home” community rather than the working community. Additionally, originally the research intended to study the perspectives of the champions (key participants), participants, partial participants and non-participants. However, non-participants were extremely difficult to find and were generally unwilling or unable to participate; the non-participant segment is thus not equally represented in this study.

Once participants at varying levels (high to low levels of participation) were identified, they were contacted by the researcher and interviews were conducted. Confidentiality was offered but many were happy to have their interviews conducted on a non-confidential basis. A qualitative semi-structured interview method was employed in order to gain a deeper understanding and insight into the lived experiences, mindset, and perspectives of participants (Creswell, 2007, Patton, 2002). Questions were designed with emphasis on motivations, opportunities and sense of ability surrounding the community response planning process, but were also open enough to allow for additional perspectives and insights.

Interviews were conducted in a natural environment of the participant’s choice and lasted between half an hour and one and a half hours. All interviews were audio recorded, transcribed verbatim, and sent to the participants to be confirmed if requested. Participants

were provided two weeks to add or modify interview information, if desired. Interview transcripts were then analysed using NVIVO in order to find trends and insights both within and between the communities studied. See Appendix B for the interview guide. A list of all participants is in Table 1.

*Table 1 Research Interview Participants*

<b>Name</b>	<b>Community</b>	<b>Participation</b>	<b>Primary Representation</b>	<b>Status</b>
Richard Murcott	Thorndon	Champion	Resident Association	Non-confidential
Angelina Kirk	Northland	Champion	Service	Non- confidential
Elaine Gilfeather	Thorndon	Participant	Resident	Non- confidential
David Mullin	Thorndon	Participant	Service	Non-confidential
Howard Markland	Northland	Participant	Service	Non-confidential
Carol Weston	Thorndon	Participant	Service	Non-confidential
Gunther Wild	Northland	Participant	Service	Non-confidential
John Browning	Wadestown	Participant	Resident Association	Non- confidential
Jeremy Edwards	Northland	Participant	Service	Non-confidential
David Middleton	Thorndon	Participant	Resident	Non-confidential
Rachel Anderson-Smith	Creswick Valley	Participant	Resident Association	Non-confidential
Ashley Drake	Thorndon	Participant	Business	Non-confidential
Jenny Rains	WCC	Non-participant	Community Welfare	Non-confidential
Participant A	Thorndon	Non-participant	--	Confidential
Participant B	Relates to both communities	Partial-participant	--	Confidential

## Summary of Community Groups

### Thorndon/ Pipitea

Thorndon/ Pipitea is a suburb located on the city fringe. In 2013, according to the New Zealand census, Thorndon/ Pipitea had a residential population of 4,125 (Statistics New Zealand, 2013). However, Thorndon/ Pipitea has both a large working and education population meaning the number of people affected by a disaster would considerably increase if it occurred in business hours during the week. Furthermore, it is a fault rupture hazard area with both a fault line and the motorway running through the middle of it. This is of great concern to many Thorndon and Pipitea residents because the community could easily be divided in the case of a disaster.

Thorndon CDRP champion, Richard Murcott, member of the Thorndon Residents Association, first started undertaking negotiations around the process in 2012, as of date the plan is yet to be signed off but the process has been completed. They are just awaiting final touches to the document. The Thorndon CDRPP was made up of five meetings and concluded with a sixth meeting conducted as a café style community meeting with the purpose of engaging the wider community. The café style community meeting was funded by the Wellington City Council, this was due to it being added on stakeholder request and not part of the WREMO outcome plan. Thorndon engaged approximately 60 additional community members in the process and document by providing opportunity through the final community meeting. The community meeting created a wider awareness of the CDRP, which the Thorndon/ Pipitea stakeholders felt was a necessity.

### Northland/ Creswick Valley/ Wilton/ Wadestown

Northland/ Creswick Valley/ Wilton/ Wadestown are northern Wellington suburbs located in a valley and hills. The location of the different suburbs has been of concern to some stakeholder in the CDRPP because they felt the suburbs could face different issues in the event of a disaster based on their geographical setting. According to the 2013 census, the combined population of these suburbs is 9,006 (New Zealand Statistics, 2013). They are highly resident based with the presence of local business and a range of schools.

Angelina Kirk, Northland Memorial Community Centre Coordinator, championed the CDRPP. Angelina started trying to get the process underway in 2012; the document was concluded and signed off in 2014. Northland followed the same WREMO meeting procedure as Thorndon. They differed in that their stakeholders were made up largely of representatives that came from the different suburbs to the meetings and then they took the attained information back to their individual suburbs. This was done primarily through resident associations and community groups.

Maps showing the locations of these suburbs can be referred to in Appendix B.

## THEMES

While the communities are individually unique, there were multiple themes that emerged across the communities and participants.

### Overall Impression

The overall impression of the CDRPs was positive amongst participants with all considering it to be a worthwhile exercise and experience. The WREMO advisors were highly regarded and were considered to have done a great job with the resources they had available to them. There was consensus that the process was a step towards creating community resilience, especially as new connections had been made amongst those involved; those connections had created more community resilience. We examine the themes below in terms of the initial Motivation, Opportunity, Ability framework (Rothschild, 1999).

## Motivations and Barriers to Participation

Rothschild (1999) argued that an individual's motivation is strongly influenced by self-interest and that motivation to behave, or in this instance participate in the planning process, will be stronger when an individual perceives that their self-interest will be satisfied as an outcome.

Most of the participants in the CDRPs expressed their motivations to participate as a combination of motives, particularly involving their formal role, altruism and community-mindedness, and curiosity. The multiple drivers are expressed by one participant, who participated initially as a result of his role in an infrastructure service, but also noting

*I have an interest in emergency management, an interest in planning. I am community minded, I like the community that I live in and I saw a way that I could give something back to the community. (Gunther, Northland/etc.)*

### Motive: I have a role here

Not surprisingly, role and role perception were important factors in involvement, either via the directive/indication in their responsibilities that they should be involved and/or a strong sense that it was their 'role' in the community to be involved. Jeremy, a school principal (Northland/etc.) noted:

*It was a school initiative. We were wanting to make really strong connections with our community, even more so, and this was one way that we can do that.*

John, a member of the residents association (Northland/etc.) notes his sense of duty:

*I think it was a sense of relevance, a sense of obligation if you feel like, to understand and be a part of and just to grow I suppose with the meeting, grow in terms of knowledge and to see what impact it may have on us in [my community].*

Additionally, Creswick Valley Resident Association representative (Northland/etc.) Rachel Anderson-Smith stated:

*... my role on that committee [the Residents Association] has often been around community engagement and I'm interested in emergency planning anyway so it was a good fit. So my role was developed to participate in the meetings and to contribute.*

John Browning from the Wadestown Residents Association (Northland/etc.) affirmed this

*I think it was a sense of relevance, a sense of obligation if you feel like, to understand and be a part of and just to grow I suppose with the meeting, grow in terms of knowledge and to see what impact it may have on us in Wadestown.*



### Barrier: I already have a plan

Reference to being part of the CDRP and the individual's role in the community was not, however consistent. Especially in *Thorndon*, where a number of participants did not live, but worked, there was at times the sense that this was not their role. This was the case when individuals felt that they (as in their business or service organisation) already had an emergency plan. Carol (*Thorndon*) came across this business-community divide in talking with the head of her organisation:

*... [the head of our organisation] said 'well I'm not quite sure why you are going along' and it was a bit like the business type thing. She sort of said, 'well we've got all of our ... if we are here, we've got all of our plans sorted out so I'm not sure why you feel it necessary to go but go it's absolutely fine, but if you don't go we probably won't send anybody else'*

Carol went on to suggest that other individuals may not have become involved for similar reasons. In addition, as meetings took place outside of work hours, they were perceived by local businesses/services to be more *resident* oriented, with Carol expressing *"it was quite a delimitter as to what people actually thought [the meeting process] was going to provide."* David Middleton from Thorndon reiterated that people *"do take a lot of persuading that this is a sufficiently important and urgent thing [disaster preparation and response] to actually spend some time and trouble on."*

### Barrier: This is not my community

The reference to place of residence was especially important in *Thorndon*. Acknowledged in disaster literature (Norris et al. 2008), is that individuals will have stronger ties to their place of residence - to their home. In addressing why he felt other leaders in the area did not attend, Dave (*Thorndon*) noted:

*... they're not resident, it's a transient thing. . . our people that work here are generally ... community orientated people so would be pretty involved in their local [i.e. resident] communities whether that's attending their own local response community things or other vehicles. Yeah, so I think that the reason is mainly because they are not resident here and ... It was pitched as a resident's community meeting.*

Dave's comment highlights the fact that in an emergency especially, people want to return to their home, and as noted, may not feel the CDRP was relevant to them. Participants recognized that if an emergency were to occur, individuals would want to get home. Carol (*Thorndon*) commented that in a disaster, *"people automatically think 'Home. What am I going to do? or how am I going to get home?'"* Similarly John (*Northland/etc.*) noted *"You have to make the assumption that people will come home."*

The community boundaries also relate to how each individual felt about their particular community involvement. Communities vary in regard to how they define themselves, this may not necessarily be the same as how WREMO has set out the community plan perimeters. For example, in Northland/etc. a representative from Wadestown was present. However, this person felt the plan was more for their information – they still intended to help develop specific initiatives for Wadestown in particular. Forcing involvement within a particular community geographical boundary is not necessarily advantageous because while involvement might be present, connection and cohesion will not necessarily be long standing.

#### Motive: Altruism & community-mindedness

Altruism and community-mindedness was also a motivating factor for the majority of participants in both communities. Participants tended to want what is best for the community. They often volunteered for community activities, and considered community connectedness an important part of their lives. This is evident in Gunther's statement above, but also from Howard (Northland/etc.):

*I've always been relatively community minded because right back to my family background my dad was the local green grocer and so you did things for your community rather than trying to maximize your profit, and that's rubbed off on me.*

#### Motive: Curiosity

Curiosity was another common driver for participants. They tended to have some interest in civil defence, and wanted to see what the CDRP process was about. For example, David (Thorndon) states *"I put my name forward, first of all just out of curiosity more than anything to see what this initiative was."*

#### Barrier: Time

Participants also reflected on the CDRP process losing momentum, and a reduction in the motivation which contributed to individuals dropping out of the process and/or not maintaining engagement. Many participants felt that the time taken for the meetings served as a deterrent for continued involvement. It has been reported that time constraints, inadequate volunteer management, and lack of promotion around the benefits of participating are significant barriers to volunteer engagement (Sundeen, Raskoff, Garcia, 2007). Amongst the participants who attended the majority of meetings, but were unable to attend all, the biggest barrier to participation appeared to be similar to that of Ashley from New World Thorndon who had to miss a meeting due to *"other commitments whether it be business or family."* This was echoed by Mark from Northland who stipulated the meetings

he was unable to attend were due to *“other community commitments mainly and work commitments.”*

Many felt meetings could have been done in a tighter time frame to keep it moving and to keep interest high. Jeremy Edwards, Principal of Northland School stated, *“In terms of the process, we did seem to go to a lot of meetings and I did wonder whether that process could be speeded up at all.”* Echoed by Rachel Anderson-Smith, Creswick Valley Resident Association representative, *“I think it was just the time and duration of them [the meetings], if it had been half the time I think potentially the plan could have been completed quicker and people may not have been as tired.”*

The participants were hesitant about providing thoughts on why other members of the community chose not to participate in the CDRP, however there were participants that assumed people *“might not have felt comfortable in the situation [it being a public forum and thus expected to participate] or felt that they didn’t have anything to offer.”* Other assumptions made by participants were around perceived time constraints, and priority of prior commitments.

Interviews with the Manager and Advisors at WREMO suggested that they are tuned in to the multiple motivations and barriers, aware of interest and curiosity, and a sense of altruism, as well as the demands on time. They structure their planning initially based on this role, encouraging leaders in the community to participate, and to suggest others. As one advisor explained,

*[WREMO has] a list of people so we sat down and talked to champions. We said, ‘These are the kinds of groups that we want to try and get involved. The schools, community groups, if there’s Lions Groups or Rotary Groups or whoever else ... service groups. But this is your community and here is your chance to get out there and find out who’s out there and get them involved, and that’s not a set list.’*

The quote above notes the need to identify initial participants, but also to encourage the group to identify others that they know, thus encouraging ownership of the process, and encouraging participants to start making connections.

**Summarising Motivations and Barriers to Participation:**

- WREMO do well to identify initial champions, and then encourage these individuals to nominate other individuals, and so on in a “snowballing” fashion. This already starts to make connections, and create ownership, and encourages participation of others. This has already been incorporated into WREMO’s revised planning process.

- Challenges exist especially in more “urban” centres where the community may be a transient population who only work there and do not live in the area. There may need to be more of a business-appeal here, and reference to the business community making connections and relationships to build resilience. This would limit the extent to which individuals identify themselves as *not* a part of that community. This orientation to a “business community” may encourage businesses who “have a plan” to link with others – via emphasis on the importance of connections and relationships.

## Motivations & Barriers to Continue in the Process

While participants spoke of their initial participation, they also noted that their motivations to *continue* with the process evolved as the CDRP process continued.

### There is no white horse

A key finding here, was that participants often held a misperception of what civil defence would be capable of in an emergency. Interviews with WREMO staff noted that individuals in the community often felt that in an emergency such as an earthquake, their local civil defence centre would have everything they needed – but the reality is different. This perception is one for which WREMO is very aware, and may be a perception held in other areas. Interviews with WREMO staff noted that there is an historical perspective of civil defence: everything would be taken care of – that the state essentially would provide, and a core of “Dad’s Army” type leaders would take charge. This runs contrary to what may happen in an actual disaster, but also runs contrary to the need to develop empowered communities with connections and resources (as noted previously and as noted in the literature).

Thus, in the first of their planned meetings with communities, WREMO Advisors try to address what it would be like in the short term following an emergency. One advisor explained that in the first meeting,

*we talk about their expectations around civil defence and emergency services, and the fact that, hey listen, they aren’t an endless resource, there are a lot of limitations there and the community has actually got a lot of capacity to look after themselves to a certain extent . . . We live in this kind of environment where everyone thinks they can dial [emergency services] and they’re going to get that level of service even during a significant emergency. I think the reality of that is definitely coming home to a lot of people now.*

Angelina (Champion in *Northland/etc.*) notes that this perspective was new to many participants:

*There was a whole lot of surprise that someone on a white horse wasn't going to ride in and save us, and that the community was going to have to be responsible for themselves and come up with their own solutions. That was a shock for lots of people.*

In other words, motivations to stay engaged in the process often came from an awareness acquired via the process: the realization that there were false expectations regarding the availability of emergency services and resources, and the realization of the benefits of being involved in and contributing to the CDRP. WREMO's focus on addressing this early on in the process, in an important step in encouraging motivation and continued participation.

### Where is Civil Defence?

A related theme that arose early in the meetings, and was felt to potentially deter individuals from participation initially, and may hinder ongoing participation, was the confusion and tension around "Civil Defence." In 2009 the organisation of civil defence in the area was re-structured. WREMO itself was formed in 2012, and now works to co-ordinate emergency services for nine of the councils in the Wellington region. WREMO has a number of volunteers and trains volunteers in civil defence. However, there were also civil defence volunteers and a civil defence structure from before the formation of WREMO. There appeared to be a disconnect between volunteers prior to the restructure, volunteers after, and the CDRPs.

This disconnect was purposeful by WREMO, in trying to address the need to develop the empowered, connected and resilient communities needed to face disaster. At the same time, the impact was still noted, and the restructure may have had a more long-term effect that was perhaps realised. Angelina, Champion in Northland/etc. stated this clearly:

*There was a lot of community hurt about how ... the restructure went about because they kind of changed locks or peoples' Civil Defence cupboards and kind of went over the top of already established community groups.*

*... It was crazy. Instead of just incorporating what was there and being respectful of what people had been doing for years and years and years, they just said 'well this is the new thing that's happening and yeah we will let you know if we need you'.*

Many interview participants commented on the confusion and uncertainty between the role of Civil Defence Volunteers, WREMO, the CDRP participants and Wellington City Council, and how they relate to and support one another.

*I don't know how much the Civil Defence volunteers now know about the community response and how much the community response know about the proper Civil Defence. I just don't get the feeling that they are really talking to each other. (Elaine, Thorndon)*

*I think [the WREMO facilitator] talked about them [Civil Defence volunteers] but they weren't at the thing as far as we were aware and they were almost...it was like some secret force that is embedded in the community that is going to rise up and run the place. It was a bit bizarre really. I don't know how they expect to do that because I mean the community were asking questions throughout the process about what resources are there for us to draw on and stuff and um, yeah WREMO was a bit cagey about that really about these people who are embedded in the community and what they are going to do and what resources are there and all the rest of it.*

*(Gunther, Northland/etc.)*

Illustrative of this confusion, Elaine described a particular situation. Having completed the Civil Defence training, she had been sent to a school to open it up for a Civil Defence project. Unfortunately, all of the locks had been changed and no codes were provided.

*I once volunteered to go and open up a Civil Defence Centre, it was a Saturday morning, ended up in [a Kelburn primary school], the codes were the wrong codes to actually get in the building. It was just chaos. I mean it's just basic stuff that... you need the code to actually get into the building on a Saturday morning, all the emails were wrong and it just seemed so badly organised and at that time I thought... I probably rolled my eyes and thought 'oh that's probably more effort than its worth' but yeah hopefully that has been sorted out now.*

Elaine was not on her own in her experience; there were also second-hand stories that revealed similar experiences in other communities.

One participant, who was not on their own in their view, stated

*I think [the WREMO facilitator] talked about them [Civil Defence volunteers] but they weren't at the thing as far as we were aware and they were almost...it was like some secret force that is embedded in the community that is going to rise up and run the place.*

Again, this separation from past civil defence structures and processes was purposeful. WREMO needed to create a different set of perspectives on a community's ability to respond and recover. At the same time these quotes suggest some hurt and confusion, which may hinder processes along the way.

**Summarising Motivations and Barriers to Continue Participation:**

- The need to change perceptions around civil defence, and create realistic expectations is very clear. WREMO do well to address this early on.

- Realistic expectations are also about eliminating past perceptions of civil defence. While the need to distance new efforts from old mindsets is important, some bridging efforts may be needed. For example, addressing why things have changed and/or personally meeting with past volunteers (who are inclined towards the 'Dad's Army' model) to bring them alongside may yield positive results.

## Creating Opportunity

It was argued by Rothschild (1999) that lack of opportunity involves a situation in which even if an individual wants to act they are unable to do so as a result of not having "environmental mechanisms" available to facilitate it. Research has found that opportunity is a fundamental influencing factor in determining whether an individual decides to participate in a voluntary procedure (Emens, et al., 2014). Therefore having the opportunity available to participants is vital for engagement. WREMOs facilitation of the CDRP process provides invited participants with the opportunity to undertake and contribute towards a community disaster response plan. In addition, WREMO's process also creates opportunity for their more primary objective: to create resilient communities (empowered communities who are connected and who take ownership of this process). Thus, WREMO is essentially providing this opportunity. The motivations above suggest that many realise this, appreciate and avail themselves of this opportunity. However, many may not fully realise the more primary objective of being a connected, empowered community.

To consider this we look at two sub-themes that emerged from the interviews, both of which actually support WREMO's primary objective, but which are not phrased in a consistent light by participants.

### Opportunity, but high-level plan too high

Some participants felt that the plan was less of a plan and more of a "situation report." In short, they felt that the final document was perhaps too high-level. For example Elaine expressed that the plan felt like

*a list of stuff to consider rather than actual things that we have discussed with business owners or emergency 'look if something happened, what can you give us?' ... [I would have liked to] actually get an agreement in place, something like that so you've actually got an understanding that if something happens these people will rock up and do things straight away as well ... so I think there is the next step that needs to happen.*

This was further emphasised by Angelina:

*... there actually needed to be more tangible, like more practical help. I think that people would have been a lot more keen to stay involved if we were saying things like 'we want to get more people first aided' and they said 'right, well let's have a course on this weekend'.*

While these comments were expressed with some frustration, the drive to do more, to get more involved is, as noted, something that WREMO had intended and had hoped for. This suggests that perhaps more emphasis could be made on connectedness as a means towards resilience (vs. the 'plan') with the community participants.

### Opportunity, but need to bring in the community

In Thorndon in particular, the participants felt they could not sign off on the plan, as not enough of the community had been involved. They suggested that a wider community meeting be held in a café-style format. This was supported by WREMO, with positive results, as Richard notes:

*[we] organized a public meeting and advertised it and ... we exceeded 60 people coming to that meeting ... So these were the people out there in the community seriously concerned to have, to learn more, understand a little bit more about resilience, civil defence, what to do, what's going on, curious for whatever reason and I thought that was a pretty damn good illustration that we are on to something.*

David Middleton of Thorndon reinforced this by stating

*I think it is important to involve the community somehow, now whether you are a world café format type community, or whether you have a barbeque, or whether you do something else is up to the community I think, whatever appeals, whatever works for them.*

Returning to WREMO's initial goals of building capacity, increasing connectedness and fostering cooperation, the above sub-themes expressed desires to move forward. Thorndon's specific initiative to involve more of the community was exactly what WREMO had hoped for. While the plan was in process, greater ownership had been taken, and the community was starting to develop its own capacity, connections and cooperative initiatives. In essence, the individuals initially targeted as the participants in the process, were now taking the role of leaders and connectors.

WREMO has further emphasised the need to connect with communities through their revised planning process which incorporates ongoing communication and community connections, as well as the more recently developed guides for civil defence centres. These are tools which the community will use, following the initial "plan."

However, this analysis along with the advisor and manager interviews also suggests that

- participants need to know that "the plan" is not the most important element;



- different communities may want to proceed in different ways as they seek community involvement;
- other small suggestions of projects which will help them to communicate with their community may be beneficial (for example, a template for small leaflets could be created to communicate key messages to the community, and distributed via the local grocery store or dairy). This could give participants a sense of doing something tangible for the wider community, encouraging ownership and engagement.

**Summarising Opportunity:**

- WREMO’s CDRP processes provide the opportunity to develop a plan, but more importantly provide the opportunity to make connections and relationships, to develop empowered communities with positive social capital.
- Participants may not always realise the above. They may need reminding that an important part of the process is developing connections. At the same time they are likely to want to achieve tangible, measureable “successes”, and WREMO’s ability to facilitate this, without huge demands on their staff, is likely to yield positive results.

**Ability**

The third element of Rothschild’s (Rothschild, 1999) MOA model is also of relevance here - ability. Ability encompasses the skills or proficiencies – the self-efficacy -- the individuals have in regard to the behaviour (Rothschild, 1999). At the community level, these individuals were creating a plan for the community; at an individual level they may have questioned their own individual ability to achieve this. Findings here suggested that WREMO had a higher level of confidence in community ability than communities initially had in themselves. Here, we refer to the “community ability” as the combined effort of the individuals. On the one hand, WREMO purposefully identified community leaders, and felt assured that the task could be accomplished. They emphasised their role as one of facilitation rather than doing or directing:

*I’m primarily a facilitator that tries to develop these plans within communities. Obviously it’s about galvanising key people within the community so to bring them together (WREMO Advisor 1)*

*I really emphasize that I’m facilitating it to happen. As much as we can, the answers are coming from the community, the drive, the passion. I’m just trying to facilitate, bringing that passion out, finding the emphasis, the things that interest people. (WREMO Advisor 2)*

The above quotes acknowledge the essential nature of the community involvement – the ideas and input need to come from the community. It highlights the necessary confidence that WREMO has, that in bringing these people together, they can accomplish this goal.

While in many respects the above was true, the participants were not always so confident in their own abilities. This gap led to the participants often feeling there was not sufficient support in place.

*It's a great process but we need more buy in from [WREMO] i.e. the ones who want this to happen, who are driving the process, so that we can do a better job because we can do the best we can, but we could do a much better job if we had x, y, and z. We did not have a big wish list, but the dialogue wasn't there. (Howard, Northland/etc.)*

Sometimes this support referred to more guidance, at other times referring to funds for cups of tea or snacks. Elaine (Thorndon), felt that greater support initially would allow the groups to continue on their own later on:

*possibly a better way would have been to have that stronger guidance up front and then once the community is sorted to let go rather than from the start saying 'ok it's up to you, this is what we can do for you' and take a very hands off approach and letting the community do it.*

Communities within themselves also had varying sense of abilities and resources. Angelina Kirk, Northland champion, expressed the perceived difference between their resource ability and other communities (such as an urban community with more resources) when stating,

*We kind of had a lot of community groups [rather than businesses]. I think that it would have worked different for them [Thorndon] in some ways, mainly because they probably would have had a little bit more resources or whatever to say 'this is what we are going to do' and do it, whereas here was all about people.*

At times, the sense of ability was hindered a perception of little flexibility. While WREMO took a relatively flexible approach, they still wanted to achieve certain goals by the end. At times, the participants saw this as a lack of flexibility. For example, Dave Mullin, a Thorndon participant stated

*I think there needs to be more flexibility and at times you kind of heard ... the [emergency] response office say 'well it's a community thing and it's about community responses' but then in terms of the process of the five meetings, they had certain things that they needed to achieve, which didn't necessarily give them flexibility.*

This is a double-edged sword – where to encourage the ownership and empowerment, WREMO needs to move the process forwards. At the same time they want the community to take the lead. WREMO recognizes the need for flexibility, and the importance of

responding to individual community needs. Their revised process incorporates this perspective as well. However, it still may be that some feel it is not flexible enough.

Overall however, while initially community sense of ability was moderately low, the process and acquired knowledge appeared to improve their sense of ability. This supports WREMO's goal of encouraging community ownership around their own ability to become a connected, empowered community, but also to become a community which is better able to respond and recover from disaster. Richard noted:

*I've got the impression that we've only just started this conversation, we've got a draft Community Response Plan, we've had a community meeting, we've got a relatively small number of people that went along to participate in that exercise, this was only about a month ago, this is early days. Right now, we are certainly a hell of a lot better off today if we had a big emergency tonight, we are a hell of a lot better off than we would be this time last year. Right away there are some tens of people, scattered across this suburb, who know a little bit more. . . We've at least taken the first step towards growing some resilience, and the other important thing is, there are a few more connections that have been made.*

This quote reflects a perspective that WREMO is hoping for.

**Summarising Ability:**

- Many individuals may not feel that they have the ability to achieve a CDRP. Even as a group they may not feel empowered at the beginning, to reach the end point.
- WREMO's process, to engage, and to facilitate the plans, to support the participants in the process improves this sense of ability. It may take time, and small gestures of support, such as the provision of a place for the first meeting (which is a recent initiative already taking place in the process), or adjustments to the process as the community needs, will go a long way.

Table 2 provides a synopsis of the above discussion, as it relates to motivations, opportunities and ability to become involved in the process, to stay involved in the process, as well as to become a more resilient community via the process.

Returning to Rothschild's (1999) framework, the MOA combination may be viewed as resulting in eight "segments" or groups of individuals, who share common characteristics in terms of motivation, opportunity and ability. Table 3 provides a potential description of each of these eight segments, based on the insights into the processes examined. This Table is one perspective. Staff more closely involved in these processes may well be able to identify groups of individuals in more detail. The point of the exercise however, is to better

understand how various individuals may approach a request to be involved, and then to respond by adjusting the means by which we seek their participation.

*Table 2: A Synopsis of Motivations, Opportunity & Ability in the Community Response Planning Process*

<p><b>Motivations</b></p> <p><b><i>What motivates people to engage?</i></b></p> <ul style="list-style-type: none"> <li>- Curiosity about the process and disaster preparation</li> <li>- The formal role they hold in the community.</li> <li>- An altruistic desire to benefit the community,</li> <li>- Multiple ties to the community (eg through work and residence)</li> <li>- Interest in emergency response.</li> <li>- Sees the community group as ‘their community’</li> </ul> <p><b><i>What motivates people to continue in the process?</i></b></p> <ul style="list-style-type: none"> <li>- Interactivity in the meetings.</li> <li>- Awareness of (1) false expectations regarding the availability of emergency services and (2) the benefits of being a connected community.</li> <li>- More flexibility in the approach to the process overall, responding to individual community needs.</li> </ul> <p><b><i>What are the motivation-related barriers to engaging?</i></b></p> <ul style="list-style-type: none"> <li>- The belief that their own business emergency plan is sufficient.</li> <li>- A lack of understanding about what is involved in the CDRP process</li> <li>- A perception that the CDRP was primarily resident-based vs business (and they are business / do not live there)</li> <li>- The time required to be invested in the meetings.</li> <li>- The tension regarding the restructure, WREMO and civil defence.</li> <li>- A desire to have a separate plan for their more specific/smaller community.</li> </ul> <p><b><i>What are the motivation-related barriers to continuing engagement?</i></b></p> <ul style="list-style-type: none"> <li>- Plan being too high-level – not enough action oriented specific agreements.</li> </ul>
<p><b>Opportunity</b></p> <p><b><i>What are the issues related to the opportunity to engage in the process?</i></b></p> <ul style="list-style-type: none"> <li>- The CDRP process provides opportunity to (1) create a CDRP, and (2) become more connected – generating positive social capital.</li> <li>- However, individuals may focus on the plan, and then want more tangible actions by which they can generate community-wide preparedness.</li> <li>- Individuals may not fully realise the benefit if simply being more connected as a community.</li> </ul>
<p><b>Ability</b></p> <p><b><i>What are the issues related to participants believing they have the ability to engage in the process?</i></b></p> <ul style="list-style-type: none"> <li>- When they are already involved and engaged in the community, they feel they have the ability to be a part of the process.</li> <li>- Beyond time, at the outset, some participants may not feel they have the ability to create a “resilient community.” They need support, patience, small gestures, as they move along in the process. The process appeared to enable the sense of ability and encouraged ownership in the community group.</li> </ul>

Table 3: A perspective on the segments of (potential) participants, in terms of the motivation, opportunity and ability to engage in the CDRP process

	Motivated		Not Motivated	
	Perceive the opportunity	Do not perceive they have the opportunity	Perceive the opportunity	Do not perceive they have the opportunity
<b>Perceive they have ability</b>	<p>Invited, have the time available to participate, interested in the topic. Make the most of the opportunity and help in any way that they can. <i>It is these individuals that have participated in the CDRP to date and therefore the ongoing objective is to keep them engaged on a long-term basis.</i></p>	<p>Not been invited, so do not know about the CDRP. <i>Need to encourage participants to invite these individuals.</i> Some individuals have time constraints and therefore are unable to participate in all five meetings. <i>Could allow for limited involvement and/or parallel communications to include them in the process.</i> Some of these individuals may be past volunteers, and advocates of the “old” system. <i>If possible, it would be good to get these individuals buying into the need for more connected and empowered communities.</i></p>	<p>These individuals have the ability and opportunity but do not have the motivation to get involved. This could be due to not seeing it as their ‘role’, possessing unrealistic expectations of civil defense, and/or not seeing the benefit of the process. <i>Could address role in terms of residence or business (i.e. if business make it a ‘business community’ process, linking with residents).</i> Also need to <i>communicate realistic expectations of civil defense in an emergency and the value of a connected community.</i></p>	<p>These individuals have the ability, but are not motivated nor do they perceive they have the opportunity. <i>Motivations could be addressed as in the cell to the left. Opportunity may be addressed gently via creating a sense of curiosity around the meeting or even letterbox drops such as those done by the Creswick Valley Resident Association.</i></p>
<b>Do not perceive they have the ability</b>	<p>Motivated and see the opportunity, but do not perceive they have the ability. They may be intimidated by the size of task. These people may not see how they could help the situation or contribute. <i>It is these individuals that would need support and clear messaging to give them a sense of ability that can be developed.</i></p>	<p>Although motivated, these individuals have not been provided the opportunity to participate but even if they had they would either be intimidated by the size of the project or do not see how they could participate. <i>These individuals need clear concise messaging in order to encourage participation and develop a sense of ability.</i></p>	<p>These individuals have the opportunity to participate but do not have the motivation or sense of ability to contribute. <i>These individuals would benefit from an awareness of current community disaster response misconception along with clear concise messaging of how they could easily contribute without too much pressure.</i></p>	<p>These individuals are not motivated, do not see the opportunity and perceive they have no ability. <i>Interestingly, this group may well be involved and connected – although through initiatives not explicitly linked to emergencies – eg. encouraging general community involvement and being neighbourly. This group may move into other categories as awareness grows.</i></p>

## CONCLUSION AND RECOMMENDATIONS

### Get to know the community

- Clearly, the need to get to know and understand the community is central to the CDRP process. The community and especially business leaders could be thought of as the customers. How to appeal to them, how to keep them involved, and how to keep them motivated is key. One of the best ways to gain insight into this is to actually ask/consult and get to know those who are involved - the champions (and potentially experts in how to bring community leaders together). In addition, being present in the community, staying in regular contact, and establishing a more regular relationship with the community is an ultimately beneficial exercise.
- A suggestion is made for an altered approach for a more “urban” community (largely a population of working individuals vs residents). There may need to be more of a business-appeal here, and reference to the business community making connections and relationships to build resilience. This would limit the extent to which individuals identify themselves as *not* a part of that community. This orientation to a “business community” may encourage businesses who “have a plan” to link with others – via emphasis on the importance of connections and relationships.
- If there is tension around old mindsets of civil defence, seek to both educate as well as mend misperceptions. In other words some bridging efforts may be needed, addressing why things have changed and/or personally meeting with past volunteers to bring them alongside.

### Plan and be flexible

- Overall, the process needs to move forward, with a “plan” in mind, but also with flexibility to respond to individual community needs. The hoped-for process may need to be adjusted as (for example) more time needs to be given for individuals to connect, or more time given to understanding the *need* for a community plan.
- Advisors noted the importance of paying attention to the mood of the group, and advice of a local champion. Some groups may want to move to a wider community consultation early on, while others may not be ready.
- While the process encourages community projects, some communities may be more ready for this than others. Ideas and templates for small projects more easily rolled out could assist the end point here.
- Flexibility is also necessary in terms of the support the Advisor gives. Some communities need more help than others. Emphasis on a discussion of needs, and again a sense of being responsive and tuned-in to the community, and taking advice from a community leader/champion seems to be quite important here.

## Emphasise value in connections

- Acknowledgement and even emphasis to participants that there is accomplishment and satisfaction in just making connections is crucial. While some may want/need “a plan”, and a plan seems to be a good idea for a number of reasons, it is and should be acknowledged that the greater outcome is a new awareness of the community’s ability to respond, and along with this, the connections made.

## Make connections between communities

- Word of mouth may actually work here. In the Advisor interviews, a few staff noted that one community heard about another community’s plans, and therefore got involved. This seems to be a potentially unexplored territory. A good experience by one community – and publicity surrounding this - could well be used to encourage others communities on. Similarly one participant we interviewed noted that they would have appreciated talking with another community going through the same process - or who had gone through a similar process.

## If wanting a project done, make it easy

- In terms of “projects” at the end, it would be useful to have a standard, small “roll out” type project - for example mock-up flyers / newsletters / packages that would be easy to assemble and would be supported by WREMO (for example see Creswick Valley facebook - <https://www.facebook.com/creswickvalleyra?ref=ts&fref=ts>) - allowing the group to feel they had achieved something of use, but without the project being onerous to any one individual.

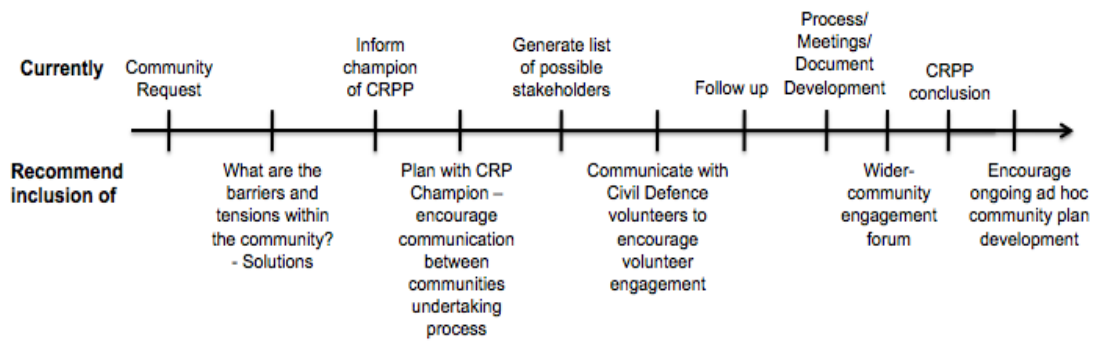
## Concluding thoughts and reflections

A series of summarising diagrams follow. These generally reflect the processes at the time of the study. However, WREMO moves quickly, is responsive and as an organization, is interested in evaluating and making changes for improvement. Not surprisingly then, WREMO has already made significant changes to the CDRP process. Nonetheless, the following figures may be useful in considering processes past and future.

Figure 1 provides a simplified diagram of how the CDRP was run during the time of this study, along with recommendations for future processes (at the time of this study).



Figure 1: Simplified Process and Recommended Inclusions



Figures 2 and 3 provide further process-oriented analyses based on the CDRP process at the time of this study. Here, multiple levels are considered. The Macro level is the government/policy level of change. Meso is the organizational/community level of change, and micro is individual behavior change.

Figure 2: Macro-meso-micro perspective (current)

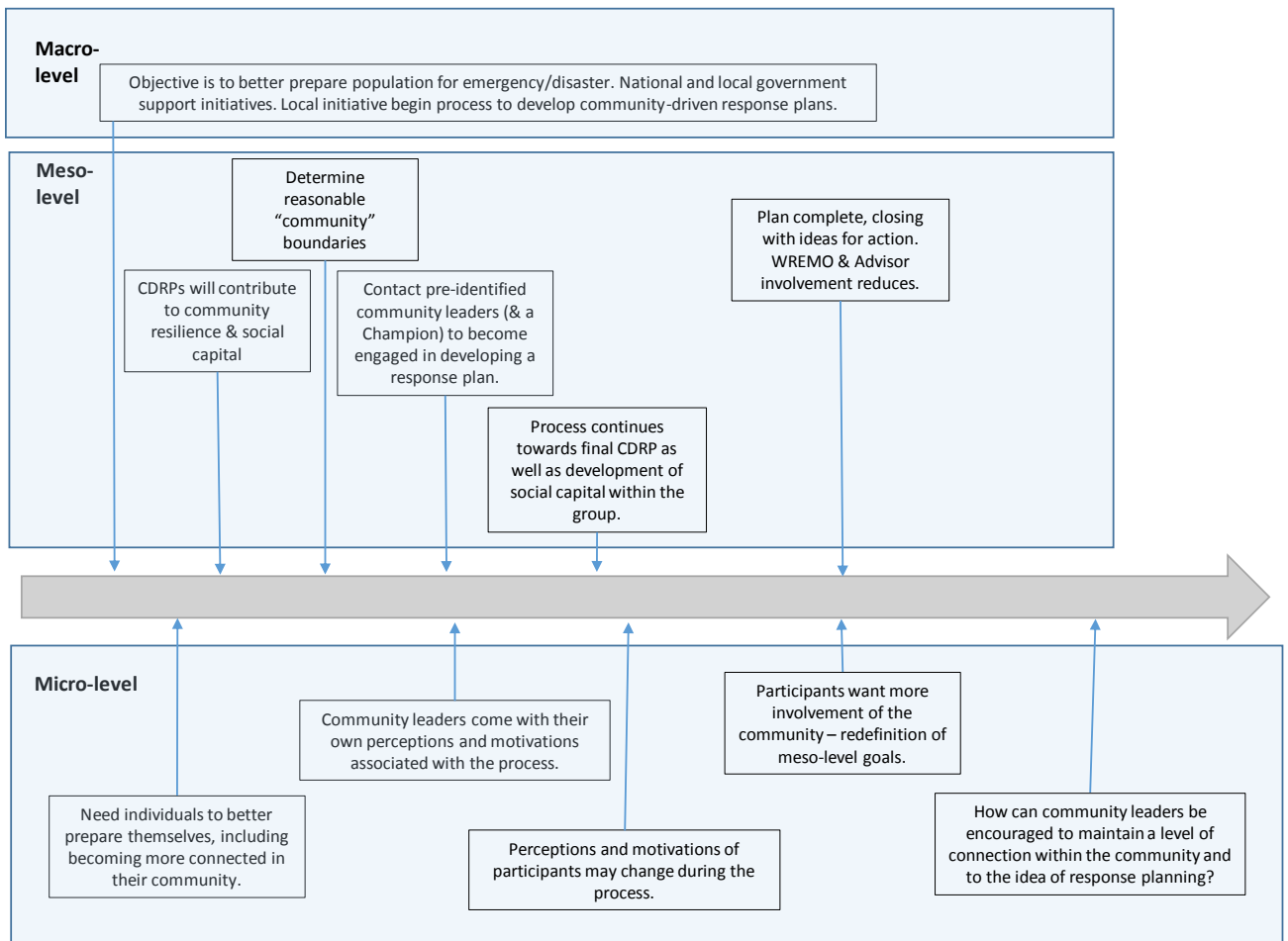
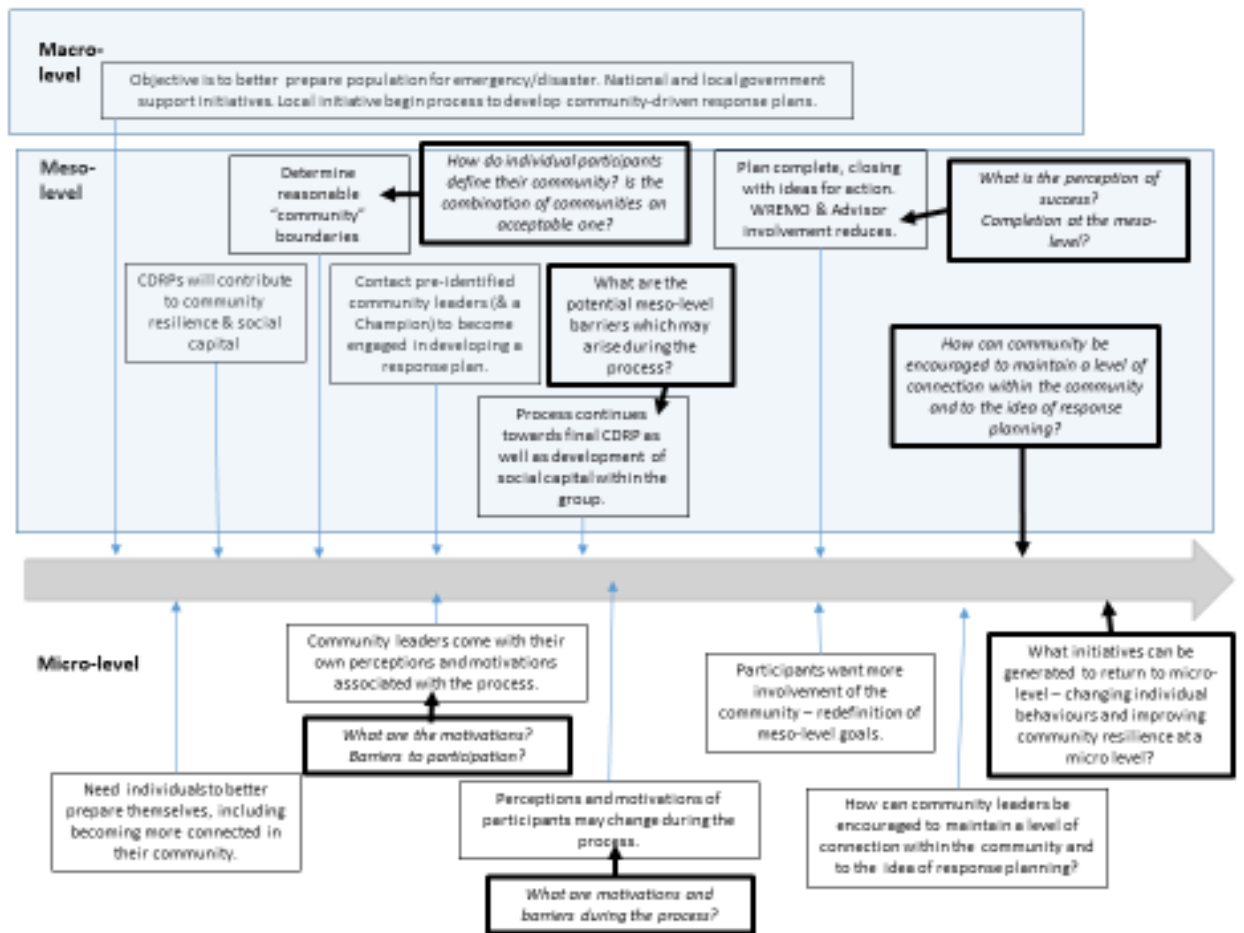


Figure 3: Macro-meso-micro – and proposed questions



## APPENDICES

### Appendix A – Indicative protocol for semi-structured interviews (Community Participants)

1. *Could you tell me about your involvement in the Community Resilience Planning process?*

*Could you think back to the initial request for your involvement. What made you decide to get involved?*

2. *Do you have any thoughts or ideas on why other people got involved?*
3. *Why do you think other community leaders decided not to get involved? Or had to drop out part-way?*
4. *From what you know of it, overall, what would you say your impression is of the initiative and the process?*
5. *Do you think others would say similar things - about what went well or not?*
6. *If another organisation, such as your's (i.e. residents assoc, business, school ....) were thinking about getting involved in a similar initiative, what would be your advice?*
7. *What is your personal view on disaster preparation and response?*
  - *do you feel as an individual, you are prepared for a disaster?*
  - *do you feel it is something that the community can assist with?*
8. *Is there anything else you would like to add?*

Appendix B – Suburb Location Map



(Source: Absolutely Positively Wellington, 2003)

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