Wellington Region Emergency Management Office

Community Resilience Strategy

Building Capacity - Increasing Connectedness - Fostering Cooperation

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Community Resilience Strategy

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It is not the strongest of the species that survives, nor the most intelligent that survives. It is the one that is most adaptable to change.

Charles Darwin, 1859

Executive Summary

Resilient communities are well prepared and have high levels of social capital to address the challenges of an emergency event. The Wellington Region Emergency Management Office (WREMO) is dedicated to enhancing resilience in communities so they are ready and capable to prepare for, respond to and recover from an emergency event. This Community Resilience Strategy outlines how WREMO will enhance societal resilience by empowering and connecting communities.

The purpose of this Strategy is to define the philosophy and framework for community engagement; to develop a strategic set of objectives to enhance resilience (build capacity, increase connectedness and foster cooperation); and outline the guiding principles and tools that enable WREMO to operationalise the abstract concept of resilience. The Strategy caters for diverse communities with various interests, resources, needs and levels of engagement. WREMO sets clear goals through this Strategy, and aims to encourage the wider discussion of Community-Driven Emergency Management throughout the sector.

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Introduction

Strategy Overview

This document outlines the approach for the Community Resilience Team (CRT), as well as the wider WREMO team, to enhance societal resilience by empowering and connecting communities. It is broadly divided into three key strategic objectives which are - build capacity, increase connectedness and foster cooperation. These objectives, guiding principles for engagement and the tools are described in detail.

The overarching aim of the CRT is to facilitate the ownership of preparedness and increase social capital amongst the region's stakeholders. A core principle of this Strategy is the idea that individuals, organisations and communities have varying levels of interests, resources, needs and organisational capacity. Consequently, they will engage with Emergency Management in ways that are appropriate for them. There is no single pathway or solution that leads to enhanced resilience. Therefore, to produce positive resilience outcomes, the CRT must take a multifaceted and collaborative approach through actively engaging with communities, supporting local ideas and existing structures, and facilitating various opportunities that lead to increased connectedness and preparedness.

Understanding and supporting the ideas of the region's communities is one of the guiding principles of the CRT. Once a community's interests are understood, a diverse set of tools, services and networks are drawn upon to build capacity, increase connectedness and foster cooperation. This Strategy emphasises the development of an appropriate preparedness solution for each stakeholder based on their interest and level of engagement; it is a multifaceted approach to build adaptive capacity and create and/or strengthen relationships.

Specifically, the CRT will facilitate outcomes that directly build capacity and foster cooperation that lead to improved preparedness while supporting non-emergency related community activities that increase connectedness.

This Strategy intends to harness the benefits of existing tools and research whilst exploring new opportunities and models. The CRT will be the primary facilitator in areas directly related to emergency preparedness and act as networker to provide opportunities that lead to more connected communities.

In practice, this becomes a Communicate & Collaborate model of Emergency Management, which complements the traditional Command & Control model. While the Control model offers a structured, top-down approach required for an emergency response, the Collaborate model gives special importance to the role of the community in disaster preparedness,

Throughout this document contextual information is provided in green that supplies the reader with some background to the development of this Strategy.

response, and recovery. It emphasises a mindset of how to engage communities as well as provides principles, tools, and practices that facilitate positive preparedness outcomes.

Wellington Region Emergency Management Office

In July 2012, the nine councils of the Wellington Region amalgamated their respective Civil Defence Emergency Management functions.   The resulting organisation, WREMO (Wellington Region Emergency Management Office) is a semi-autonomous "networked enabled" organisation characterised by a small core of staff leveraging off both the efforts of others, plus the benefits of modern technology.

WREMO is divided into three functional areas – Community Resilience, Operational Readiness and Business & Development. Although it is imperative WREMO and its stakeholders maintain an appropriate level of operational readiness for an emergency event, the majority of time is realised in a state of non-emergency. The structuring of the new organisation therefore recognises this as an opportunity to put the majority of its effort and resources into working with different communities to enhance resilience by improving their ability to anticipate risks, limit the impacts of those risks, and then bounce back rapidly from an emergency event.

This new structure for Emergency Management also represents an opportunity to deliver more from existing resources by taking a coordinated, integrated, holistic and functional approach to the design and delivery of CDEM services. Relationships are being built and/or improved, inter and intra council, with the community, and also with traditional emergency service partners. The resulting concept of operation and structure, represents a paradigm shift with councils giving up direct control of their CDEM staff in return for an enhanced service across the region.

The organisational structure of WREMO, with a significant investment of resource aimed at building community resilience, is unique in the emergency management sector. Because the scope of resilience is so vast, WREMO has focused on the areas that it can and should influence – community preparedness, with a strong emphasis on the social capital dimension. This Strategy is an early attempt at developing a systematic approach in order to achieve holistic and integrated outcomes that ensure best value within the community

Purpose

The purpose of this Strategy is to operationalise resilience by:

- defining a philosophy and framework for enhancing community resilience for WREMO
- developing a strategic set of objectives to enhance community resilience
  - o build capacity
  - o increase connectedness
  - o foster cooperation
- establishing a set of tools and guiding principles to enhance community resilience
- creating a set of resilience indicators to establish a baseline for measuring the effectiveness of policies and programmes
- ensuring that projects undertaken by the CRT take into account the desired outcomes of WREMO's Annual Plan
- foster stronger relationships between Emergency Management practioners and researchers

Scope

This Community Resilience Strategy applies to the Wellington Region Emergency Management Office. It focuses primarily on societal resilience as it applies to disaster risk reduction. This Strategy will guide the CRT through 2014 at which point it will be reviewed and adjusted, if required.

Benefits

Benefits to having a defined Community Resilience Strategy include:

- guiding WREMO to develop policies and programmes that lead to enhanced resilience throughout the region
- clarifying the role of the CRT and the scope of its responsibilities
- offering opportunities for communities to influence emergency related outcomes
- enabling WREMO and communities to build and/or strengthen relationships with a goal of working together to achieve mutually desired outcomes
- committing WREMO to be open and accountable in its actions
- providing WREMO a set of resilience indicators to inform future policies and programmes
- laying the groundwork for an efficient and effective recovery and renewal of the region after an emergency event

Guiding Principles

This Community Resilience Strategy is underpinned by the following principles:

Listen first – Understand and abide by the interests and needs of stakeholders before offering options that can enhance resilience.

Support local solutions – Communities generate innovative ideas to challenges. WREMO will encourage and support local solutions.

Encourage ownership – Facilitate activities that enhance resilience, but will not supplant the actions or responsibility of the stakeholder. Individuals, organisations and communities must be responsible for their own preparedness.

Pursue purposeful outcomes – Each engagement will have a clear purpose and measurable outcome. WREMO will make a point of valuing the time and energy of individuals who make an effort to get themselves or their community better connected and prepared.

Focus on the end-user – Preparedness solutions will be easy to adopt and use by the community. Messaging will be delivered to convey positive outcome expectancies.

Be informed by evidence – WREMO will draw upon current good practices in Community Development and Emergency Management and incorporate them into the way it operates.

Innovate – Think differently and try new ideas to enhance resilience when ideas are well reasoned, planned and meet the needs of the community.

Engage proactively – Seek out community leaders and actively follow up on inquiries and opportunities to engage.

Be inclusive – Find input from a cross section of the community during the engagement process and ensure people affected by outcomes have the opportunity to participate in the decision-making process.

Be transparent – Act as honest brokers with communities. WREMO's actions and intentions will be transparent.

Be hospitable – Provide a friendly and welcoming environment when people come together. Appropriate food and beverages will be provided.

Foster relationships – Collaborate with community and organisational leaders that lead to trusting and honest partnerships.

Act ethically – Act in a manner that reflects WREMO's values and is in line with the Greater Wellington Regional Council's Code of Conduct.

How WREMO engages with its various stakeholders is vital to building supportive and honest partnerships with the community.

These guiding principles clarify how WREMO staff will engage with its various stakeholders and manage its relationships in a manner that builds trust and cooperation before, during and after an emergency event.

Community Resilience

Defining Community Resilience

There are many definitions of resilience. The meanings and focus depend largely on the audience. This Strategy views resilience, within the scope of a society, as a dynamic process owned by individuals, organisations and communities. The definition promoted by the Community and Regional Resilience Institute (CARRI) is appropriate for the context and desired outcomes of this Strategy –

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.

WREMO's Vision of a Resilient Community

WREMO's vision statement is consistent with CARRI's definition –

A Resilient Community, Ready and Capable

One of the first actions in the formation of the CRT under the new WREMO structure was to expand and put context around the organisation's vision. Using an Appreciative Inquiry model, the CRT identified the attributes of a resilient community in an ideal state. These attributes are written in the present tense and serve as guidepost for the CRT's policies and programmes.

Attributes of a resilient community:

1. Our communities are connected

2. Our individuals and existing social structures are engaged and empowered

3. Our communities have clear channels of communication to link into resources

4. Our communities have realistic expectations of the levels of support available during an event

5. Our private, public and community sectors are prepared to respond to an emergency and return to business quickly

6. Our local councils own and understand their role in emergency management

7. Our communities reduce the impacts of hazards across the region

8. Our communities have strong and honest partnerships throughout the region

The communities of the Wellington region will be resilient if these attributes are present.

Social Capital and Community Resilience

"The community as a whole will benefit by the cooperation of all its parts, while the individual will find in his associations the advantages of the help, the sympathy, and the fellowship of his neighbours"

L. J. Hanifan, 1916

The term *Social Capital* was first introduced nearly 100 years ago by L.J. Hanifan who stressed that community involvement was a critical component for successful schools.

Despite Hanifan's prescient observation of the role human connections play in the formation of a healthy community, the importance of social capital has only recently been recognised by practioners within the Emergency Management sector.

It is widely acknowledged that high levels of social capital increase the resilience of a community during and after an emergency event. Relationships and connections with others facilitate access to resources, information and help communities resolve collective problems more easily. Defining social capital can been difficult and depends somewhat on the professional or academic field to which it is applied. For the purpose of this Strategy, WREMO favours the definition put forth by the Organisation for Economic Co-operation and Development (OECD), where social capital is defined as "*networks together with the shared norms, values and understandings that facilitate co-operations within or among groups*".

A high level of social capital is one of the most important components to building resilient communities. This Strategy places particular emphasis on promoting opportunities to strengthen relationships with communities of similar and dissimilar interests. In research literature, this is referred to as social capital that "bridges" relationships based on some commonality and "links" relationships based on disparate interests. The CRT will look for opportunities to create and/or strengthen relationships that are non-existent or barely existent throughout communities of place and interest.

Role of the Community Resilience Team

The CRT comprises seven full-time-equivalent (FTE) staff. Each FTE has ownership of defined geographic areas based on population throughout the region and will work in cooperation with cross-geographic networks. This represents a stakeholder population of approximately 75,000 per FTE. For example, with a population base of 190,000 Wellington City is allotted 2.4 FTEs.

The Community Resilience Team will integrate into the communities of their defined geographical areas and develop relationships with many in their area. Their primary role is to facilitate activities that improve emergency preparedness. This can be accomplished directly through the strategic objectives of *building capacity* and *fostering cooperation*. Examples could include the facilitation of community response planning, assisting small businesses with continuity plans, educating the public or promoting training community leaders as CDEM Volunteers.

A secondary role for the team is to increase community connectedness. The strategic objective of *increasing connectedness* is indirectly related to emergency preparedness because evidence supports that strong, connected community respond and recover better during times of stress. When these opportunities arise, the CRT member will act as a nexus to bridge and link stakeholders to the driver of that opportunity. For example, forming Neighbourhood Support Groups, enabling communities to connect via Facebook or providing ideas to help a organise street BBQs can help increase social capital.

By forming good relationships across stakeholder groups, the team member will become the go-to-person in their geographical area for emergency related issues. For opportunities to create stronger and more connected communities, unrelated to Emergency Management, the CRT will support the lead organiser and leverage off of existing networks rather than lead any initiatives.

Strategic Objectives

The aim of enhancing community resilience will be achieved through three strategic objectives:

1. Build capacity
2. Increase connectedness
3. Foster cooperation

Build capacity

Build capacity that will prove valuable before, during and after an emergency event.

Capacity building is the process whereby knowledge and skills are obtained and/or strengthened that aid in the preparation for, response to and recovery and renewal from an emergency event. The CRT will provide tools and facilitate activities that directly lead to increased emergency preparedness.

Increase connectedness

Increase connectedness across communities by supporting the creation and strengthening of relationships that build social capital.

Increasing connectedness is the process whereby the creation or strengthening of relationships between individuals, organisations and communities occurs. The CRT will support, but not lead, non-emergency preparedness activities that result in improved social capital.

Foster cooperation

Foster cooperation, trust, and interdependence by facilitating activities that improve emergency preparedness and social capital.

Fostering cooperation is the process whereby disparate individuals, organisations and communities come together for a common emergency preparedness purpose. The CRT will work with stakeholders to create and/or facilitate outcomes that improve social capital and aid in the preparation for, response to and recovery and renewal from an emergency event.

Community Engagement

The approach to the Tsunami Blue Line project is one such example of Community-Driven Emergency Management. The Island Bay community recognised their tsunami risk and WREMO staff worked with local residents to develop a public awareness solution based almost entirely on their ideas. The result was an effective solution that dramatically raised tsunami awareness and, anecdotally, improved general preparedness in the suburbs and across the city. This project went on to receive both the Global and Oceania awards for public awareness by the International Association for Emergency Management in 2012.

Multifaceted Approach

Communities are not made of static or linear sets of relationships; they are interconnected through various pathways. Individuals and organisations connect with one another through interlinked channels at multiple times and for various reasons. Some relationships are formed and maintained based on physical location (schools, neighbours and places of worship), while others centre on shared interests (work, recreation and cultural identity). The CRT aims to recognize overlaps between these relationships to create more linkages and increase social capital while improving emergency preparedness.

Communities have different interests and will own their preparedness with different levels of enthusiasm. This Strategy offers multiple pathways for people to connect with one another and improve their adaptive capacity based on their interests. Philosophically, this approach aims to make emergency preparedness easy to adopt; the "It's Easy" brand is central to WREMO's preparedness marketing which emphasises easy adoption of preparedness in the home, community and workplace. The primary purpose of the CRT is to improve emergency preparedness using good community development practices. The Team's activities do not supplant those led by other organisations involved in community well-being.

By focusing on building capacity, increasing connectedness and fostering cooperation, WREMO aims to empower communities to support one another in ways that are appropriate for them. Additionally, this approach better allows for the unpredictability and improvisation that occurs during and after an emergency event. It supports the latent power of interconnected individuals, organisations and communities to self-organise and address their own issues.

Finally, this Strategy takes the opportunity to introduce a fresh approach to building resilient communities that is based on good community development principles - *Community-Driven Emergency Management*. This term better reflects a philosophy that emphasises an engaged community that owns its resilience and an Emergency Management sector that collaborates with and supports its communities to create positive preparedness outcomes for everyone. In practice, this is a Communicate & Collaborate model for resilience and compliments the Command & Control model for response.
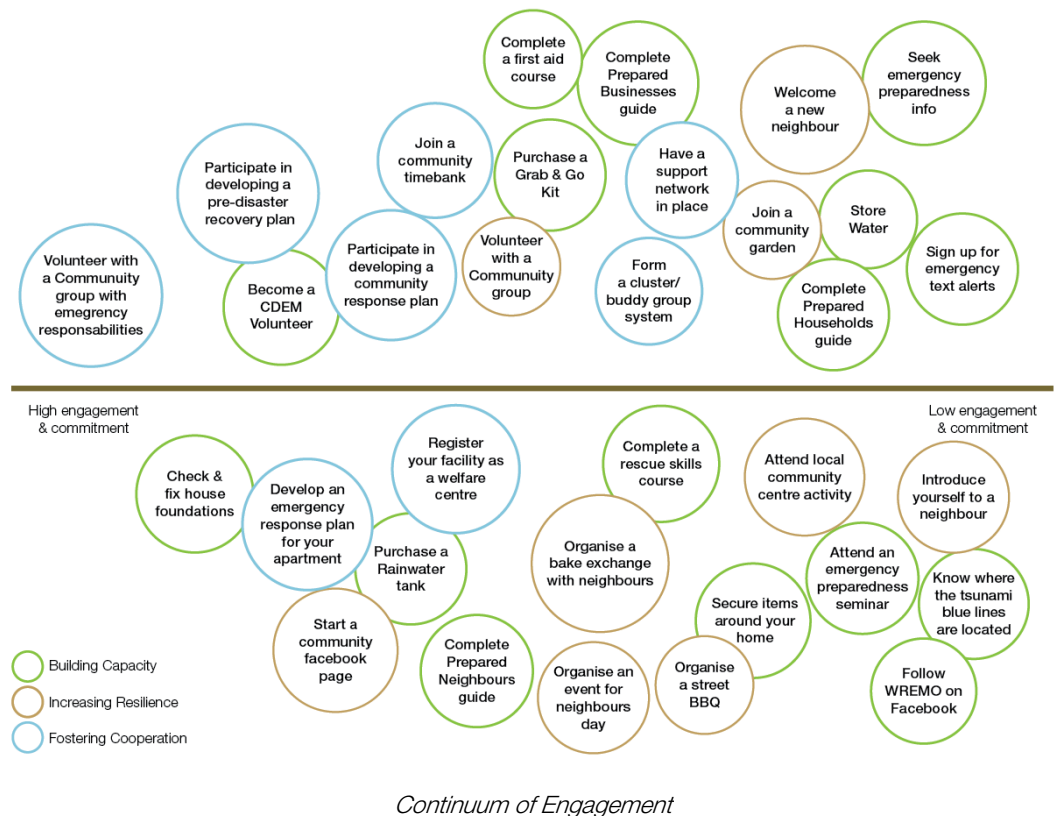
Continuum of Engagement

Individuals and organisations have competing priorities for their time and energy. In most cases, emergency preparedness does not rank highly on their list.

This Strategy offers a wide range of tools, ideas and networks to assist individuals, organisations and communities to connect with each other and own their preparedness in ways that are appropriate for their level of interest. By facilitating a range of opportunities, some of which are entirely driven by the community, the CRT can connect with diverse interests and build resilience with different groups at different levels. Further, by empowering individuals and organisations to decide how they will improve their resilience, greater ownership of the activity is engendered. To achieve this, the CRT will leverage off existing networks as well as make new connections across the region.

Consequently, this approach does not aim for total preparedness by the public. It allows, and supports, small steps toward preparedness. As people become increasingly connected and prepared, they can access many other opportunities to link into their community and enhance their resilience.   It is similar to many marketing strategies that offer a diverse range of products, which cater for different interests and budgets.

For example, some people will have a natural affinity towards preparedness, and will engage in activities that require significant time or money, such as joining a response team or investing in strengthening their home. Others, arguably the majority, will have minimal interest in preparedness. Liking a Facebook page, signing up for an Emergency Text Alert or simply knowing a Tsunami Safe Zone because a person walks over a blue line each day, might be the highest level of engagement a person is willing to have. WREMO must have a way to engage all of these stakeholders. This concept is represented below as WREMO's Continuum of Engagement.

Continuum of Engagement

Community Resilience Tools

This section outlines the principal tools used by the Community Resilience Team. The different tools account for varying interests and levels of engagement guided by the Continuum of Engagement outlined above. Each tool is categorised into one of the three strategic objectives. The tools have natural crossovers with the other objectives and will contribute to the other outcomes. A short description and desired outcome of each tool is provided.

The CDEM Volunteer training is centred on creating CDEM relationships throughout the community as well as building response capacity. The goal is to create a large number of capable CDEM champions across the region that WREMO can leverage off of in many ways.

Build Capacity

CRT tools that contribute to building capacity:

CDEM Volunteer Training – The individuals that reside within a community are the best resource for Emergency Management. By acting as WREMO's 'Partners in Preparedness', CDEM Volunteers promote resilience through their networks and play an important role before, during and after an emergency.

Training provides CDEM knowledge and skills to a wide range of individuals and organisations across communities of place and interest. This builds stronger relationships with community leaders and organisations. During an emergency, Volunteers are trained to act as facilitative leaders in their own community and/or provide valuable surge capacity for CDEM by plugging into the official response.

Preparedness Enablers – Cost is a barrier for many people to get prepared. The CRT seeks out partnerships with the private sector to facilitate the availability of affordable and quality products that improve preparedness. Examples include the Grab&Go Emergency Kits, 200L Home Rainwater Tank and 10L water bottles at prices up to a 1/3 of retail. Making costly preparedness items affordable and easy to adopt enables greater self-reliance.

Public Education – Understanding hazards, risks and easy mitigation strategies is an important part of preparedness. The CRT promotes the use of WREMO's "It's Easy" preparedness guides for households, neighbours and businesses. For large groups, free presentations are arranged. Presentations are tailored to meet the interests and needs of the audience and emphasise ways that improve outcome expectancies. Public education activities model an active learning format through inquiry-based learning which leads to increased engagement and adoption of actions.
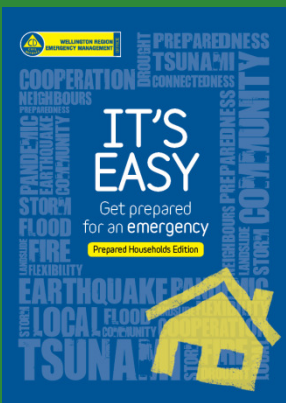
It's Easy: Prepared Businesses – Small to medium sized businesses (SMEs) constitute more than 80% of the economy. Most SMEs have limited time and/or money to develop a robust Business Continuity Plan (BCP). The Easy BCP is written in laymen's terms and guides SMEs through the basics of business continuity without any specialist assistance and allows the user to save their guide in the cloud and on their mobile device. Making it easy for SMEs to prepare increases the probability that the region's economy can recover, and even thrive, after an emergency event.

Emergency Skills Training – Experience shows that in an emergency, the public will provide lifesaving assistance to others without the support of emergency services. The CRT will promote free classes, *Emergency Skills Training (How Not to Get Killed While Helping in a Disaster)*, offered by local Response Teams that teach basic emergency skills such as assessing scene safety, basic first aid and safely moving an injured person while preventing self-injury. This training will increase knowledge of what to do and how to act safely when assisting others during an emergency.

Tsunami Blue Lines – Much of the Wellington region is at risk of tsunami. The CRT will assist councils to implement Tsunami Blue Lines in coastal areas so that the maximum run-up height of a local tsunami is clearly marked. The lines raise awareness of tsunami and act as a clear evacuation point after a large earthquake as well as a embed tsunami evacuation knowledge within the community consciousness.

Emergency Text Alerts – Alerting the public about a Civil Defence emergency is always a challenge. WREMO provides a free Emergency Text Alert service that is easy to sign up to and can provide a quick heads up to individuals. Signing up for this service adds one more possible channel of communication to an individual or organisation during an emergency.

Community-Driven Opportunities to Build Capacity – Many communities do not feel they have sufficient sense of agency to affect outcomes in their lives. The CRT will support community-driven projects within the scope of this Strategy that increase a community's adaptive capacity to thrive before, during and after an emergency event. In many cases, this will result in a greater sense of ownership by the community and engender local leadership.

Ten per cent of the CRT's time is dedicated to supporting non-emergency management related activities.

Facebook/WREMOnz

Twitter @WREMOinfo

Increase Connectedness

CRT tools that contribute to increasing connectedness:

Networker & Connector – There are thousands of government, non-government and community organisations performing valuable services throughout the region. The vast majority of these organisations have no defined emergency management function. The CRT will act as a nexus to connect emergency and non-emergency related individuals and organisations to one another. Examples include supporting groups such as Neighbourhood Support, Green Streets, faith-based organisations, Lions and Rotary Clubs, Menz Sheds, community gardens and Time Banks. Connected communities of place and interest lead to higher levels of social capital.

Community Events – Community events bring people together for a common purpose. The CRT promotes community-driven events and projects that directly or indirectly lead to increased social capital and resilience. Examples could include street BBQs, Neighbour's Day, graffiti clean-ups, school galas, neighbourhood festivals. Supporting local events that bring people together result in an increase in social capital.

Social Media – Increasingly, social media and other new technologies provide an efficient and effective way to communicate during an emergency event. The CRT also embraces social media as a way to build strong and connected communities by promoting community events and organisations unrelated to Emergency Management.

Community-Driven Opportunities for Connectedness – Many individuals, organisations and communities are not well connected to one another or feel ownership in their neighbourhood. The CRT will support community-driven projects and ideas that increase connectedness, social capital and nurture a sense of place and mutual reciprocity. In many cases, this approach will result in a greater sense of ownership by the community and engender local leadership.

Resilience and Crisis Mapping – Online maps allow for visual representations of resources and relationships in a community before, during and after an emergency event. By creating an online tool, driven by the public, communities can map out a range of resources and events that can be used by a wider audience, including the Emergency Management sector.

Foster Cooperation

CRT tools that contribute to fostering cooperation:

Community-Driven Response Plans – Ideally, communities should be able to sustain themselves without the assistance of emergency services for the first few days after a disaster. Community Response Plans help achieve this by bringing together high level stakeholders and community leaders from a defined large urban area to define roles and responsibilities ahead of an emergency. A SWOT Analysis is completed by the participants and actions to mitigate risks are planned by the community and a Memorandum of Understanding between the community and the local council is signed that highlights how each partner will support the other.

Pre-Disaster Recovery Plans (PDRP) – As a continuation of the Response Plans above, WREMO will facilitate the creation of PDRP's from both a Community-Driven perspective and a formal government-led one to enable a more effective and efficient recovery. A set of goals will be developed to guide recovery that addresses a community's medium-to-long-term vision of recovery. Additionally, a defined pathway to speed recovery for the private and public sectors, housing, historic and cultural resources, lifelines, natural environment, and the social and psychological wellbeing of individuals and organisations will be developed alongside a range of partners from the stakeholder list in this Strategy.

It's Easy: Prepared Neighbours – Neighbours are most peoples' best resource in an emergency, yet few people know more than the first name of those living next door and almost certainly have not planned how they might look after one another in an emergency event. The guide provides a series of prompts for 10-15 neighbours to meet each other, self-organise, record each other's details and prepare for an emergency response at the street level using local social and physical resources. The guide acts as a catalyst for people to connect with each other and prepare for an emergency event on their street with the social and physical resources they have available.

Supporting Social Agencies with Vulnerable Communities – People whose day-to-day living is supported by external organisations are at greater risk during an emergency event. The CRT works with NGOs, community-based and health sector organisations to ensure social agencies have processes in place to collaborate and connect with their clients. Completing the CRT's Social Agency guide will improve cooperation among these stakeholders and ensure better preparedness for vulnerable communities and the organisations that support them.

Resilient Schools – Schools offer huge opportunities to enhance a community's resilience through the children, parents and staff. WREMO will make contact with every school to assist them with self-directed evacuation planning with its online "School Response Plan" tool, arrange special offers of Preparedness Enablers for parents, provide them with monthly Preparedness
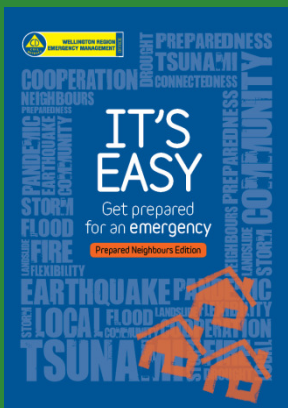
Tips for their school newsletter and support schools that double as Civil Defence Centre/Community Hubs to operate during and after a disaster.

Knowledge Generation and Transfer – The Wellington region is home to several universities, research institutes and companies that are at the global forefront of research into hazards, resilience, innovation, earthquake engineering and emergency management. The CRT will facilitate the effective transfer of this knowledge locally and promote the region as a global "International Centre of Excellence" in Disaster Risk Reduction and Community Resilience Building.

WgtnVOST – The opportunities for a more effective response using social media and crisis mapping are rapidly expanding for the Emergency Management sector. WgtnVOST comprises CDEM Volunteers and local council staff from across the region that form an international team which can provide immediate intelligence harvested from the web and social media sites to an EOC and/or the general public during an international or local emergency event. The Wellington region is able to strengthen response capacity in this field as well as act as a good neighbour and build mutually beneficial relationships on an international level.

Community Partnerships and MOUs – The CRT works with a range of stakeholders to assist with the formation of partnerships, clarify expectations and draft Memorandum of Understandings (MOU) where possible. Examples could include the identification of community buildings as potential emergency welfare centres, facilitating preapproval for small funding during a large emergency and/or implementing a community idea that could prove useful to the CDEM sector. This provides community groups a greater sense of agency to determine outcomes appropriate for them.

Community-Driven Opportunities for Cooperation – The CRT will support community-driven projects and ideas that foster cooperation and interdependence between individuals and organisations and communities. In many cases, this approach will result in a greater sense of ownership and collaboration by the community as well engender local leadership.

CDEM Volunteers assisting in the evacuation of foreign tourists
to Wellington after the Christchurch Earthquake - 23 Feb 2011

Community Stakeholders

After developing a set of attributes for an ideal state of community resilience, a philosophy and a set of tools for engagement, the CRT identified a list of stakeholders with whom it should work. This involved multiple brainstorming sessions that resulted in a robust Mind Map of individuals, organisations and groups that represent a composite of a community.

These stakeholders were then pulled together according to similar interests, contributions and needs. The higher level stakeholders were clustered and classified under one of six groups.

Although not traditionally classified as NGOs, the CRT believes the Military and Emergency Services best sit in this category based on their day-to-day preparedness activities in the community.

As referenced, WREMO recognises that people are connected through a myriad of pathways. For example, an individual might find herself interacting with one group at her work, another through recreational activities and still another through family and friends. Each of these groups has a vested interest in preparedness and a specific role to play before, during and after an emergency event. To better meet the specific needs and interests of each stakeholder group, the Community Resilience Tools will be tailored to add maximum value.

Classification of Stakeholders

The communities of the Wellington region have been classified into six broad stakeholder categories. The purpose of this classification is to group similar members of the community so that resilience tools and approaches are aligned with their probable interests and partnerships can be better leveraged.

Individuals and Community Groups
Community leaders, community groups, recreation clubs, rural communities, youth, elderly, iwi, ethnic groups, people with disabilities, etc

Education
Early childhood, primary, secondary, tertiary and researchers

Private Sector
Small-to-Medium Enterprises, corporations, tourist sector

Public Sector
Central government, local government and embassies

NGOs
Community-Based Organisations, Faith-Based Organisations, Military and Emergency Services.

Health Sector
District Health Boards, Primary Health Organisations and Regional Public Health

Interwoven Relationships and Capabilities

As referenced earlier, this Strategy recognises that societal relationships are complex systems and the preparedness interests and levels of engagement from individuals, organisations and communities vary considerably. There is no single set of preparedness competencies or relationships that lead to a resilient community. Resilience is messy and does not lend itself neatly to a singular strategic or operational approach.

As a model, this could be viewed as a web, where relationships and capabilities are interwoven; strategic objectives, stakeholders and resilience tools crossover and are interdependent upon one another. At the centre of this web is a resilient community which comprises a diverse set of relationships and capabilities.

Web of Community Resilience

A model for Community-Driven Emergency Management

The model below represents WREMO's systematic approach of turning resilience theory into an emergency management practice by linking households and businesses to their neighbours, then to the larger geographical community through to the official CDEM response. The foundation of resilience begins in the home and workplace where people have the greatest effect on their own lives. The majority of the tools in this Strategy are aimed at these end-users. Additional tools are also provided to help neighbours connect and prepare at the street level. The CRT primarily engages at the community level to help plan for, respond to and recover from a disaster. CDEM, which plays the smallest role across the 4Rs, actively empowers and supports all of its stakeholders throughout this process. Each level is dependent on the others around it.

Strategic Priorities

Key activities

This Strategy sets priorities that directly increase preparedness. Key activities include:

- expand the CDEM Volunteer programme
- facilitate the creation of Community Response Plans
- promote the completion of It's Easy: Prepared Households, Businesses and Neighbours
- implement the Working with Social Agencies to Support Vulnerable Communities programme
- ensure appropriate response planning is in place for primary and secondary schools
- increase the adoption of BCPs among small-to-medium sized businesses
- support the growth of Neighbourhood Support Groups and other community organisations that bring people together
- facilitate community-driven activities that build capacity, increase connectedness and foster cooperation among individuals, organisations and communities

Key Performance Indicators

A set of Key Performance Indicators (KPI) for the Community Resilience Team has been developed. The KPIs constitute two main objectives. The first is a defined set of priorities to be delivered across the Wellington Region. Under the first goal, *"Increase resilience across the Wellington Region"*, sub-priorities exist, such as the implementation of CDEM Volunteer courses, creation of Community Response Plans, implementation of the Supporting Social Agencies with Vulnerable Communities programme and improving response planning for primary and secondary schools, to name a few.

The second goal, *"Build capacity, increase connectedness and foster cooperation with community leaders and organisations across the region"* measures the amount of contacts made with unique outcomes relative to this Strategy. This flexible objective allows the CRT to pursue a range of opportunities in their defined geographical region to be decided by their stakeholders or the team member. This approach permits greater flexibility and the pursuit of different preparedness initiatives across the region's diverse communities. As WREMO is in a growth phase from a community development point of view, this objective emphasises the need to actively build relationships.

Community Resilience Plan

The details behind the strategic priorities such as how the team integrates into the community, stakeholder partnerships and specific KPIs are part of the Community Resilience Plan.

Baseline of Resilience

Within the CDEM sector, the measurement of resilience has traditionally focused on a set of criteria primarily limited to a core set of survival indicators, such as the amount of water stored, types of survival items at hand and alternative plans for meeting up with family members after an emergency event. Although appropriate for some aspects of resilience, these measurements do not adequately account for the holistic, unpredictable and messy characteristics of resilience and social capital.

By mid-2014, WREMO will develop a holistic set of measurements that account for a range of resilience indicators. A composite set of quantifiable and qualifiable measurements will be considered (health, infrastructure, economy, ecology, culture). WREMO will engage with a range of actors from other sectors with an aim to align this Strategy with wider resilience goals across other professional fields. Furthermore, indicators measuring the connectedness of individuals and the perceived levels of cooperation that exist between related and unrelated stakeholders will be incorporated. This will serve as a baseline of where the region sits in 2014 and will act as a guide for measuring WREMO's policies and programmes for the future.

Community Resilience Strategy

Wellington Region Emergency Management Office

Guiding Principles

Listen First

End-user Focused

Community Ownership

Local Solutions

Transparency

Evidence Based

Innovation

Ethics

Proactive Engagement

Relationship Building

Purposeful Outcomes

Inclusiveness

Hospitality

Community Stakeholders

Individuals & Community Groups

Education Sector

Private Sector

Public Sector

Health Sector

NGOs

The Community Resilience Team enhances resilience through ideas, tools and networks that...

Build capacity that will prove valuable before, during and after an emergency event.

Increase connectedness across the community by supporting the creation and strengthening of relationships that build social capital.

Foster cooperation, interdependence and trust to improve emergency preparedness and social capital.

Resilient Communities, Ready & Capable

Our communities are connected.

Our individuals and existing social structures are engaged and empowered.

Our communities have clear channels of communication to link into resources.

Our communities have realistic expectations of the levels of support available during an event.

Our private, public and community sectors are prepared to respond to an emergency and return to business quickly.

Our local councils own and understand their role in emergency management.

Our communities reduce the impacts of hazards across the region.

Our communities have strong and honest partnerships throughout the region.