

Community Engagement in the CDEM context

Civil Defence Emergency Management BEST PRACTICE GUIDE [BPG 4/10]



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Best Practice Guideline for Civil Defence Emergency Management Sector [BPG 4/10]

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Authority

This guideline has been issued by the Director of Civil Defence Emergency Management pursuant to s9(3) of the Civil Defence Emergency Management (CDEM) Act 2002. It provides assistance to CDEM Groups in the development of community engagement programmes.

The Ministry of Civil Defence & Emergency Management (MCDEM) consulted with CDEM Groups in producing this guideline.

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Foreword

The ability of a community to cope with an emergency is based to a large extent on the measures it takes before the emergency occurs be they in risk reduction and mitigation or readiness and planning. However, getting communities to participate in actions that enhance preparedness and create resilience to disasters has proven to be a significant challenge to the civil defence emergency management sector.



Engaging the community, so that it becomes an integral part of civil defence emergency management, is an essential part of generating resilience. An engaged community will participate actively in managing its risks and creating a community that has the capacity to manage a crisis when it occurs. The engaged community will be prepared and better able to absorb the effects of a disaster, reducing the impact and aiding recovery.

This guideline has been published in accordance with my responsibility under section 9(3) of the Civil Defence Emergency Management Act to assist the 16 regional CDEM Groups, their member territorial authorities and our partner agencies to work with communities to develop greater levels of resilience. It provides a guide of the best practice to the process through which communities can be engaged and be involved in civil defence emergency management in their area. It is not a prescriptive document but it shows the process that should be used and indicates important considerations that need to be taken into account. It assumes that those leading the engagement process have the appropriate character and competencies required to lead and facilitate the engagement.

This guideline and its process are suitable to use across the diverse range of communities that exist in New Zealand. Communities are the focus of our efforts in all aspects of civil defence emergency management and creating effective and enduring partnerships between civil defence authorities and the community can contribute to higher levels of resilience and better results for communities.

A handwritten signature in black ink, appearing to read 'John Hamilton', with a long horizontal stroke extending to the right.

John Hamilton

Director of Civil Defence Emergency Management

Executive summary

The intention of this best practice guideline is to provide a practical planning process for developing a community engagement programme. The guideline has been written for the civil defence emergency management sector (CDEM) to assist with resilience building in communities. The guideline should be taken as a best practice “roadmap” for engaging communities of place and communities of interest.

This guideline is divided into seven parts;

Prepare for engagement is a three-step process designed to get to know the community better. Step one is to profile the community. Step two focuses on identifying a community of interest or place to engage and step three discusses establishing strong partnerships to develop an engagement programme.

Planning for engagement considers the actions to take when building and designing an engagement programme with members of the community.

Levels of engagement introduces the idea that different engagement activities achieve different outcomes. The *IAP2 Spectrum of Public Participation* is used as a model to conceptualise this.

Tools to engage gives a small sample of the types of tools that can be used to engage communities for CDEM purposes.

Outcomes and measuring success gives guidance on how to review an engagement programme. The checklists included provide a fast and inexpensive way to achieve this.

Final tips include a small selection of the many other things that it’s useful to know about engagement.

Resources identifies websites that may be useful when planning to engage a community.

Introduction

Purpose of this guideline

This best practice guideline has been developed for members of the civil defence emergency management (CDEM) sector who wish to engage communities to develop greater resilience. It can be used by civil defence emergency management officers and volunteers at all levels.

This guideline is a practical framework for developing an engagement programme in partnership with community members. The document focuses on the planning process and a number of templates have been included to facilitate this. The framework is generic enough to be used when planning engagement with any community.

How to use this guideline

This guideline has been written so that wherever possible information is not duplicated. In order to achieve this other documents have been referenced throughout. Paragraph titles (to the left of the text, as below) provide a key to the content of the paragraph, for quick referencing and ease of reading.

Quick reference icons are used throughout the document and are explained below:



This icon represents advice that could be useful when developing an engagement programme.



This icon represents an activity, checklist or template that can assist with planning an engagement programme.



This icon represents further reading and points the readers to another document for more information.

What is engagement?

Introduction

Engagement is a process where people come together to participate in decision making on an issue that affects them and their community.

Engagement can be thought of as two-way communication, or an ongoing conversation between groups of stakeholders. The engagement 'conversation' can happen at a number of different levels, depending on the objectives of the engagement. Basic information sharing can be considered to be the lowest level of engagement as it requires the least amount of commitment from all parties. The highest level of engagement is a situation where final decision-making power is placed with the community. In terms of outcomes, high level engagement is the most effective because each party works in partnership with each other, but it is the hardest to achieve due to the time and effort required.¹

Because engagement is a process, it is appropriate to talk about an engagement programme that is made up of a number of different activities. Each activity will serve a different purpose depending on its timing in the programme. For example, at the beginning of any CDEM engagement, getting people interested in the topic will be a major focus and it will be necessary to generate as much interest as possible. As the programme develops, key people will become more engaged in the process while others will play a less active role.

CDEM objectives for community engagement

Community engagement plays a crucial role in creating a resilient New Zealand. Engagement builds resilience by achieving the following objectives:

- Raising awareness of risks and emergency management concerns with the community
- Improving coping strategies when a disaster happens
- Developing collective and self-efficacy
- Building trust between the community and the CDEM sector, and
- Empowering the community to manage its risk.



Further information on indicators of Community resilience can be found in Building Community Resilience to Disasters: A reference document for the emergency management sector.

What does an engaged community look like?

There is no blueprint for what an engaged community looks like. The case studies in this section are good examples of how engagement can build resilience through developing the objectives listed on the previous page. Achieving these objectives can be considered indicators of increased resilience.

Wellington

The Wellington Emergency Management Office (WEMO) engaged their volunteers in day two of Exercise Phoenix.² Volunteers participated in reconnaissance, communication and welfare registration activities in eight different community-based centres across the city. Reconnaissance teams were asked to locate and relay key information back to the Centre, which was then compiled into a sitrep and radioed back to WEMO. Welfare arrangements in the centres were also tested with the unexpected arrival of groups of actors posing as families and individuals in need of welfare assistance. Resilience

1 Twyford et al., 2006, *Beyond Public Meetings: Connecting Community Engagement with Decision Making*

2 Exercise Phoenix is the annual exercise held by the Wellington Group, based on an earthquake scenario

What is engagement?

within the volunteer groups was built up through a greater awareness of what was required to set up and run a community-based CDEM centre. Coping strategies were also developed as volunteers tested their plans, identified areas that didn't work, and resolved these using the experience gained from the exercise. Collective and self-efficacy was developed through practising and mastering the welfare and communication functions in the community-based CDEM centre. At the institutional level, resilience was built as WEMO earned the trust of the volunteers as they worked together. WEMO also empowered the volunteers by inviting them to play an active role in Exercise Phoenix.

Ruakaka

Ruakaka CDEM volunteers and the Whangarei District Council EMO have been working with the community to develop a community-based evacuation plan for the Ruakaka area. A series of workshops have been held over an 18 month period with representatives from the education, business and emergency services sectors. The final workshop was held with these sector groups soon after the 2009 Tsunami events, when awareness of the Tsunami risk was at the forefront of people's minds. Coping strategies in the wider community were improved through developing individual and collective evacuation plans for the Ruakaka community. During the final workshop the three different sectors worked together to share information about evacuation planning and to solve problems together, and through this process raised their collective and self-efficacy. The facilitation and guidance provided by the EMO was essential to this process as it built trust between the community and the District Council. The community has been empowered to act on its own behalf through the endorsement of the community's leadership by the District Council.

Taupo Bay

Taupo Bay residents identified that there is a significant tsunami risk to their community and with a large influx of holiday makers over the summer period their community would be even more vulnerable. With the support of their local EMO, volunteers from Taupo Bay developed a community response plan. This plan included hazard information, contact information and evacuation information. The volunteers decided an important part of their planning process was to raise the awareness of the hazard within the community, and especially for the significant population of seasonal visitors that come every summer. One awareness-raising action was to produce a one-page summary of the community response plan, which was displayed in each household in the bay. The community developed its coping strategies through articulating roles for volunteers in an emergency and when the community response plan was activated collective efficacy and self-efficacy was built as people learnt and mastered their roles. Trust and empowerment have been facilitated by the EMO who through regular, ongoing engagement, has supported and resourced the community to develop their response plan.

Section 1: Prepare for engagement

Introduction

This section outlines the three steps to take before attempting to engage members of the community. It is essential to take these steps before developing an engagement programme. Doing so will ensure that any engagement with the community is more effective in achieving its outcomes and will maximise the use of limited resources and time.

Three steps

The purpose of the three steps is to gain better understanding of the community through establishing relationships with key community members. This knowledge can then be used to develop an appropriate engagement programme. These three steps are:

Step 1. Know the community

Step 2. Identify a community of interest to engage

Step 3. Develop an engagement programme in partnership with community leaders

They are represented graphically below:



Fig. 1: Planning community engagement

Step 1: Know the community, know what's happening in it

Each community is unique

New Zealand communities are diverse; each has its own unique set of characteristics whether it is rural Southland or urban Auckland. Because of this diversity, the vulnerability and resilience in the community will be particular to that community.

When engaging a community it is essential to have a good understanding of the community. The first step to engagement develops knowledge about the local community, who lives there, what is happening in it and what is important to that group of people.

With this knowledge it is possible to identify the most appropriate methods of engaging people and to develop an effective engagement programme in partnership with community members.

Defining community

Traditionally, communities have been thought of in the context of their physical setting, where a person's place of residence, place of work, worship and schooling were all within walking distance of each other. Today that pattern has changed significantly. People have become more mobile and many now live in the suburbs and commute into town for work. This has also changed the way we socialise, as individuals travel further to join in social activities. The result is that people are more loosely associated with a number of different social networks.

A definition of community is;

"a social, religious, occupational, or other group sharing common characteristics or interests and perceived or perceiving itself as distinct in some respect from the larger society within which it exists"³

When thinking about engagement it is useful to look at communities as two distinct types:

- communities of place, and
- communities of interest.

Communities of place

Communities, especially in the CDEM context are often taken to mean communities of place. That is, a group of people whose commonality is defined by the location they live in. A person's place of residence is not only where they spend most of their time, but people have strong emotional and financial attachments associated with 'home'. As location determines the types of hazards people and their property are exposed to, communities of place play an important part in developing people's resilience.

Communities of interest

A great number of communities are defined not by physical location, but by interest or belief. Communities of interest form around religious and ethnic groupings, sports clubs, hobbies and increasingly, online networks. The workplace can also form a community of interest. Each community of interest has characteristics that makes it distinct from the wider community and therefore distinguishes it as a separate group. There may also be vulnerabilities or resilience associated with a community of interest. These characteristics will influence the way a community can be engaged.

Step 1: Know the community, know what's happening in it

A community of communities

Using the concepts of communities of place and communities of interest it is possible to divide a larger community up into its smaller components. Identifying the communities of interest that exist around hobbies, sports clubs, ethnicity or religion allows for a much more detailed understanding of the community to be developed. This includes the identification of vulnerable groups in the community, and the nature of their vulnerability.

Profiling the community

Before attempting to engage a community it is important to build up as much knowledge about the community as possible. The first step is to identify what is already known about the community. Information used in writing CDEM Group and other related plans will be useful as a starting point for identifying knowledge held by the CDEM office. Build on this information by working with staff to brainstorm what else is known about the local community. The questions in Activity A have been provided to guide the brainstorm process.

To develop the profile further, it will be necessary to do more investigation. A great deal of information about the community won't be published, but will be held by people who live and work in the community. Talking to these people can be an invaluable source of information. Finally, formal sources of information such as statistics can be useful. Utilise records from both local and central government.

Activity A: Profile the community

Introduction

This activity is designed to act as a guide to develop a community profile. Try to develop the profile with as much detail as possible; as the more detailed the community profile, the more useful it will be when attempting to engage the community. Record the information for future use.



1. IDENTIFY

CDEM plans, such as the Group Plan, which contain information about the community. From these sources record the information that is relevant for the community profile. It is important to understand what collective knowledge is held by the emergency management office and then identify gaps in knowledge about the community for further investigation.

2. BRAINSTORM

What is known about the community by people in the local CDEM Office?

- How many people live in the community?
- State the percentage of the community that commute in and out of the area during the week.
- State the percentage of the community that commute in and out of the area on the weekend or for holidays.
- Describe the age and sex distribution of people in the community.
- Describe the ethnic makeup of the community.
- What percentage of people are unemployed, full time or part time workers, shift workers, semi retired and school aged?
- How many and what type of schools are in the area (preschool/primary/ high school/tertiary)? How many students attend each one?
- List community facilities (library, swimming pool, community centre, health centre etc.). Identify the community groups using facility.
- List the formalised groups in the community – Marae, churches, sports clubs, hobby clubs, etc.
- List local community groups. Describe their purpose and numbers of members.
- List the type of business and industry located in the community. Who owns them and how many people do they employ?

3. CONNECT

No one person or group will know everything about community, so it is essential to ask people to share their knowledge. Use the networks that exist between CDEM and other staff within the council, and with other agencies such as the Ministry of Social Development (MSD), NZ Fire Service, and NZ Police. Also identify community representatives who are willing to share their knowledge. Identifying people who work in different sectors is important to ensure that different perspectives on the community are recognised and recorded.

4. IDENTIFY GAPS

Further information, such as statistics, will help add detail to the profile. This website has statistical information for all Territorial Authorities in New Zealand.

www.communityoutcomes.govt.nz/web/coutcomes.nsf/unid/CFIN-7FG72P?openDocument

Other sources of information might be helpful, such as historical or council records, newspapers, and deprivation maps.

Step 2: Identify a community to engage

Introduction

The second step to engagement is choosing a group to engage with. The community profile developed in the first step will provide most of the information needed to identify a group to engage, but further information may be needed from other agencies working in the community.

Engage an existing community of interest or place

Working with existing community groups is the most efficient way to link into a community as they have established relationships, networks and communication channels. They will also have leaders, a structure and particular interests that can be utilised when working towards engagement.

Some examples of existing community groups are:

- Iwi and marae
- Neighbourhood Support and residents associations
- Church or religious groups
- Schools and preschools
- Refugees and migrants, and
- Disability support and advocacy organisations
- Service clubs e.g. Lions, Rotary etc.

Nature of vulnerability

One of the factors in determining how important it is to engage with a community may be its vulnerability. For example a small coastal community may be vulnerable because it can easily become physically isolated and may have a significant tsunami risk. The community will need to be self-sufficient in the event of a disaster, so it is important to engage them to increase their resilience to this type of event. Other communities may not be physically isolated in an emergency, but socially isolated due to factors such as a lack of English, or restricted mobility. The nature of a group's vulnerability will play a big part in the way they can and should be engaged in CDEM and in determining solutions to their vulnerability.

Utilise existing relationships

When identifying a community group to work with, existing relationships with other agencies are important. Council colleagues, police, iwi and other community-based workers will all have established relationships with members of the community and good advice on how and who to approach to initiate engagement in CDEM. There may also be opportunities to approach the community in partnership with these organisations.

Many territorial authorities are networked into community-based programmes via the work of staff in other departments. These initiatives are worth connecting to because trusted relationships have already been established between the council and community and further engagement initiatives can capitalise on this goodwill. The community profiling process will identify these programmes and contacts.

Timing

Communities of interest and place will have their own priorities and concerns which will impact on the success or otherwise of an engagement activity. Being familiar with current events and programmes in the community will help identify barriers and opportunities for engagement. Events such as the local school fair might provide the perfect opportunity to start an engagement programme if people can register their interest in CDEM. Controversy around a new development could act as a barrier to engagement with CDEM if community members are involved with the issue.

Activity B: Identify a community to engage



1. IDENTIFY VULNERABLE GROUPS

- Which groups are the most vulnerable in the community?
- Identify why these groups are vulnerable.

Think about groups that may be physically or socially isolated from the majority of the community.

2. BRAINSTORM EXISTING RELATIONSHIPS

Which agencies or people in your area have established relationships with these groups?

Identify the relationships you currently have with people in organisations that work directly with a community of interest or community of place.

3. CONNECT WITH CONTACTS

When talking to these contacts, ask them:

- Which groups do they think would be good to engage?
- Do they know of any reason why it might be a bad idea to engage any of these vulnerable groups?
- Would they be willing to facilitate an introduction?

4. TIMING

Identify any conflicting activities or events involving these groups that may impact on the success of an engagement programme.

These activities or events could be either opportunities or constraints.

Step 3: Partner with community leaders to develop an engagement programme

Introduction

Before an engagement programme can be developed, relationships with the leaders of a community need to be established. Contacts through the council or other organisations can be invaluable in facilitating introductions to community leaders.

Stage three in the steps to engagement is the most crucial, as community leaders will be looking for CDEM representatives to demonstrate that the efforts of community members will result in positive change for the community.

Build strong relationships

Engagement, in the CDEM context, is about building trusted relationships between the community and local government. This is the most difficult and time-consuming part of engagement, but also the most important. Expect this process to take a couple of months. Community leaders need to trust that CDEM representatives will support the work of the community and not dictate solutions for their issues. If communities don't trust that this will happen, they may choose to disengage with the CDEM sector.

Work in partnership with community leaders

Working in partnership with community leaders to develop the message and strategy for an engagement programme is integral to the success of the programme. Partnership is important because leaders hold invaluable knowledge about effective methods of communication within their communities. They will also know what messages will resonate with community members. Tailoring the CDEM message to suit community concerns will be the hook that engages people in CDEM, for example a school community's primary concern will be ensuring the safety of their children, or in a pandemic a faith community may have concerns about meeting to worship.

Who is a community leader?

Leaders may be people who have an official position within the community, such as the chair of the local business association, the pastor of a church or the principal at the local school. However leaders may be a little harder to identify as they may simply be the "doers" in the community and have the ability to create the momentum needed for engagement activities. The best person to establish a partnership with will only be identified after getting to know the community well.

Creating momentum

Enthusiasm for CDEM will take time to build, but once it does it can snowball quickly. It is important for the CDEM representative to build momentum in a way so that the community leaders drive the engagement programme, rather than the CDEM representative doing most of the work. This can be a difficult balance to reach, and is why it is important to formalise the engagement programme.

Approaching the community of interest or place



Keep in mind the following;

- Be acquainted with the customs of the community and the expectations on visitors to the community.
- The CDEM representative has the role of facilitator in this process. Any activity needs to be owned by the community.
- Focusing on positive actions that can be taken to increase resilience is generally more productive than focusing on the negative.

Section 2: Planning an engagement programme

Introduction

The focus of section one was creating relationships with the leaders of a community to create a good foundation for engagement. Once this foundation has been built, planning an engagement programme can begin.

Why a programme?

An engagement programme is the plan of activities or events that involves the community in the engagement process. An engaged community takes time and momentum to achieve, hence the need for a comprehensive programme rather than a one-off activity. Each activity within the programme should build on the last, but each may have different objectives.

Designing a successful engagement programme requires CDEM staff and community leaders to work together to plan the detail of the programme. This is to promote buy-in from the community and to ensure the programme is targeted appropriately. A number of tasks will need to be completed in developing the programme, but flexibility will be needed when implementing it.

Knowledge of CDEM

When working in partnership with community leaders and other community-based workers (if appropriate) the first step in developing an engagement programme is to identify the current levels of knowledge of CDEM held by the community. This exercise will give an indication of the starting point for the engagement programme and what types of objectives the programme should aim to achieve. Knowledge gained from the “Prepare for engagement” process will be important in informing planning at the development stage of the programme.

Setting the goals and objectives of the engagement programme

The goal of an engagement programme should be to increase the resilience of a community; the objectives of the programme frame how this will be done. If a community of interest is new to the country and has very low levels of awareness the main objective of the engagement may be to increase peoples awareness and understanding of the hazards they face. If people have a good understanding of these hazards the objective could be to develop community-based plans.

The defined goals and objectives of an engagement programme will also determine the way a programme is evaluated and it's worth keeping this in mind when developing them.

Develop an action plan

The action plan is the “who, what, when, where and how” of the programme. It should detail each activity, and its aims and objectives. A timeline of the activities, expectations and responsibilities for different parts of the programme should also be an aspect of the action plan. When working with communities, clarity on people's roles and the expectations is essential. Resources needed for the programme, both financial and time-related, will also need to be thought out and specified. When planning an engagement programme, a community will be concerned about the demands placed on its members in the execution of the programme. The action plan will need to address these concerns for the programme to succeed.

Timelines and flexibility

While the action and activity plans will need to be as detailed and specific as possible, the nature of working with community groups is that the unexpected will happen and a great deal of flexibility is needed. Expect the plan and the timeline to change. A useful practice to help stop the programme from becoming derailed is to evaluate each activity after its completion and plan for the next with the community, so that the community continues to buy into the engagement process.

Planning an engagement programme

Developing performance indicators

Indicators give some sense of the change that has taken place over the course of the engagement programme; they need to be measurable and attainable so that when the engagement programme is evaluated the progress of the programme can be assessed. Performance indicators specify a level at which the objectives of the programme have been achieved, for example an objective of the engagement programme might be to increase the community's knowledge of what to do in an earthquake. The corresponding indicator could be the percentage increase of the community who knew what to do after the engagement activity.

Indicators can be quantitative in nature (e.g. 60% of the community had input into the community plan) and they can also be qualitative (e.g. the community perceived the information from the focus group was helpful). In the community setting, a mixture of both quantitative and qualitative indicators is appropriate, as community perception of the engagement programme is a central measure of success.

Evaluation of the programme

Every engagement programme should have easily measurable outcomes. The easiest way to measure change is by using indicators. However, part of the assessment will be a description of what happened, when it happened and who was involved.



Section Five of this document has evaluation checklists to assist with the assessment of the engagement programme.

Template A: Engagement action plan

Name of engagement programme		
Community participating in engagement		
Aim of programme		
Resilience-building focus		
Key objectives		
Desired outcomes		
Activity Schedule		
Activity	Responsibility	Timeline
Programme Evaluation		



Further information on indicators of Community resilience can be found in Building Community Resilience to Disasters: A reference document for the emergency management sector

Template B: Engagement activity planning

Overview		
Name of the activity:		
Name of community:		
State the purpose for the activity:		
Level of engagement*:		
Results		
State the desired outcomes and outputs from the activity		
Outcomes		
Outputs		
Tasking		
Actions to be taken	Responsibility	Timeline
Resources and budget required		
Item	Cost	
	\$	
	\$	
	\$	
	\$	
	\$	
	\$	
	\$	
	\$	
Total budget	\$	
How will this activity be evaluated?		

*See page 19 for a description of the Levels of Engagement

Section 3: Levels of engagement

Overview

Introduction

An engagement programme will be made up of a series of activities aimed first at getting people interested and involved, and then motivated to take action. A key part of developing an engagement programme is identifying which engagement activities to employ at what times. In the initial stages of engagement the focus will be on involving as many people as possible and creating momentum for the project. Activities appropriate at this early stage in the process will be those that can accommodate a large number of people while demanding little effort or commitment from them.

As people become more engaged, their needs change and so should the engagement methods. More engaged community members will have more commitment to the process, so they will need more detailed information and the chance to have their say. Activities at this later stage in the engagement process will need to accommodate fewer people, in settings that allow for discussion and debate. The engagement activity template (Template B) will assist with the planning of individual engagement activities as a part of a wider engagement programme.

The IAP2 Spectrum of Public Participation

Community engagement occurs along a spectrum, from the community being provided with information of interest to being fully engaged and an integral part of the decision-making process. As a general rule the more engaged a person or community is the more effective the programme becomes. The disadvantage of this is that greater engagement requires a greater investment of time and resources. The IAP2 Spectrum of Public Participation describes these different levels of engagement and their characteristics as illustrated in Fig.2 below.



Fig.2: Levels of Engagement

The IAP2 spectrum of public participation

Introduction

The International Association for Public Participation (IAP2) advocates for best practice in “public participation” (also known as community engagement). IAP2 develops technical assistance and training to support their advocacy for best practice public participation. One of the tools IAP2 has developed is the Spectrum of Public Participation.

The Spectrum is used to describe how different types of engagement have a greater or lesser impact on the community.

Inform

Low level engagement starts with activities that aim to inform the public of issues and provide suggested solutions for the issue. This is often done through mass media campaigns, websites and information meetings. The Get Ready, Get Thru campaign is a good example of engagement at this level as it aims to reach as many people as possible and increase their awareness about the need to prepare for a disaster.

Consult

Increasing the level of engagement results in a consultative form of engagement, where information is provided to people and they are given the chance to comment and give feedback. This input is acknowledged and incorporated where appropriate, but at this level there is no promise of including this feedback in the final decision. Surveys, focus groups and consultation meetings are examples of activities that engage people at this level.

Involve

Involving people in the decision-making process represents a deeper level of engagement where there is an ongoing level of commitment by all parties to the process. At this level fewer people will participate than the informing or consultative levels of engagement as it isn't realistic or necessary to have mass participation to achieve outcomes. Ideally people involved at this level will represent their wider community and will be disseminating information back into their networks. Workshops are one way of engaging at this level.

Collaborate

Collaborative engagement is about two parties coming together as equals and working in partnership towards a desired outcome. At this level people are involved with identifying possible solutions to an issue, not solely picking their preferred solution. This level of engagement recognises that people in the community have the expertise and knowledge to be able to solve complex issues affecting them. Advisory committees are an example of engagement at this level.

Empower

The highest level of community engagement is where people are managing their own issues, and the ultimate decisions are made by the people themselves. Empowerment requires a community which has a deep understanding of the issues, and a local government which is prepared to accept the community's decision and implement it. It takes time for this level of engagement to develop, but can be effective when it does.



For more information on the IAP2 Spectrum of Public Participation visit www.iap2.org/

The IAP2 spectrum of public participation

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public participation goal	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives, opportunities and/or solutions	To obtain feedback on analysis, alternatives and/or decisions	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution	To place final decision making power in the hands of the public
Promise to the public	We will keep you informed	We will keep you informed, listen to and acknowledge concerns, and provide feedback on how public input influenced the decision	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for direct advice and innovation in formulating solutions, and we will incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide
Examples of methods	Media stories Education campaigns Websites Information meetings	Exhibition of plans Focus groups Surveys Consultative meetings	Workshops Planning forums	Citizen advisory Committees Joint projects	Management committees Referenda

Section 4: Tools to engage

Overview

Introduction

This section contains a number of tools that can be used to engage community members. It is a small selection of methods that have been used to engage communities in the New Zealand CDEM context. Each tool is arranged according to the IAP2 Spectrum of Engagement. Each section has a description of the tool, its advantages and disadvantages and tips for planning a successful engagement activity.

Further resources

There are hundreds of different methods that can be used to engage communities, and new methods are being developed all the time. A comprehensive list of tools to engage communities *The Engagement Toolkit* written by the Department of Sustainability and Environment, Victoria, Australia is a good resource;



www.dse.vic.gov.au/dse/wcmn203.nsf/Home+Page/8A461F99E54B17EBCA2570340016F3A9?open

Newspaper articles/column and websites

Level of engagement	IAP2 Spectrum of Public Participation = INFORM
Description	A one-off newspaper article or a regular column in the local paper can be a time-effective way of broadcasting your message to a large number of people. If you plan an event or exercise make sure to contact the local paper to report on it. If you have well-developed writing skills, think about contributing articles or comment to the paper yourself.
Article as an engagement technique	A newspaper article is a low level engagement technique that aims to provide members of the public with information.
Advantages	Advantages for using newspaper articles as an engagement technique include: <ul style="list-style-type: none">• Newspapers reach a large number of people, and require little input or feedback from the community.• Getting an article in the paper can be achieved with relatively little effort.
Disadvantages	Disadvantages of using newspaper articles as an engagement technique include: <ul style="list-style-type: none">• There is no guarantee that people will read the information in the article.• Editors reserve the right to edit text, and will do so.
Things to remember	When using newspaper articles as an engagement technique it is important to consider the following points: <ul style="list-style-type: none">• Make your article relevant to the community by tapping into the current events that are of interest to the local community.• Use a headliner as an attraction to the article.

Open days or field days

Level of engagement IAP2 Spectrum of Public Participation rating = INFORM

Description An open day is a chance for the public to view the premises of an organisation and learn about the activities that go on there. It is a chance for the organisation to promote its message and gain support from the wider community.

Open day as an engagement technique An open day is a low level engagement technique as its purpose is to inform the general public about a group's activity.

Advantages Advantages for using open days as an engagement technique include:

- Members of the community come to you.
- It's a chance to showcase what you would like to tell the community.
- With careful planning there is ample opportunity to engage people in conversation and interest them in CDEM.

Disadvantages Disadvantages of using open days as an engagement technique include:

- There is no guarantee of numbers of people who will attend.
- As the space you occupy is on show, a certain amount of attention to presentation of the premises will be needed, including making displays and removing confidential information from view.
- A large number of knowledgeable people will be needed to run the event.

Things to remember When using open days as an engagement technique it is important to consider the following points:

- Make sure the event is well-publicised in local newspapers, radio, flyers etc. Consider also sending personalised invitations.
- Timing of the event is important. Avoid clashing with other community events, but also consider tying in with others, if the fire station next door is also having an open day, this could be great timing.
- Have promotional material for visitors to take away.
- Tell stories, conduct tours, use photos, posters, speakers, and music. Make the day fun and interesting.
- Consider collecting the contact details of visitors to the open day – this may provide the basis for further engagement at a later date.

Public meeting

Level of engagement	IAP2 Spectrum of Public Participation rating = INFORM or CONSULT
Description	Public meetings are a familiar method of engaging the public where members of the public are invited to come to listen and debate an issue of public interest.
Public meeting as an engagement technique	<p>If the purpose of the public meeting is to give the community information about a topic then the level of engagement is informative.</p> <p>If the purpose of the public meeting is to obtain feedback from the community on an issue then the level of engagement is consultative.</p>
Advantages	<p>Advantages for using public meetings as an engagement technique include:</p> <ul style="list-style-type: none">• Public meetings can reach a large number of people.• Public meetings are open to everyone who has an interest in the topic to be discussed.• Public meetings are a good way to impart detailed information and get feedback.
Disadvantages	<p>Disadvantages of using public meetings as an engagement technique include:</p> <ul style="list-style-type: none">• Meetings can be waylaid by members of the public who come with an agenda of their own. To avoid this, it is important to have a competent facilitator.• Meetings can take a lot of effort to publicise, and there is no guarantee of the number of people who will attend.• Meetings can be costly to run.
Things to remember	<p>When using public meetings as an engagement technique it is important to consider the following points:</p> <ul style="list-style-type: none">• Send invitations to pivotal members of the community who you would like to attend.• Be clear and specific about the topic to be discussed.• Ensure that all advertising identifies the topic of the meeting.• Use the civil defence and other relevant logos.• Use more than one type of media to advertise.• Have it in an accessible venue and at a convenient time, with ample parking.

Focus groups

Level of engagement	IAP2 Spectrum of Public Participation rating = CONSULT
Description	Focus groups are small groups of six to eight people brought together to have an in-depth discussion and provide feedback about a particular subject. They are mainly used to gather information and opinions on a topic, but are a good way of getting people to engage more fully. The facilitator of the group will design a few questions to encourage and guide the discussion on the topic, but otherwise should let the conversation flow in order to pick up the issues that are most important to the participants. Care should be taken around sensitive or controversial subjects when inviting people to participate in a focus group.
Focus group as an engagement technique	Focus groups are consultative as they ask for feedback from community members on an issue.
Advantages	Advantages for using focus groups as an engagement technique include: <ul style="list-style-type: none">• Information shared in this process is usually of a high quality due to the low number of people and the length of time spent with participants.• Key issues, misconceptions and knowledge held by the community can be identified.
Disadvantages	The main disadvantage of using focus groups as an engagement technique is that they can take a lot of work to organise and engage only a small number of people.
Things to remember	When using focus groups as an engagement technique it is important to consider the following points: <ul style="list-style-type: none">• As you are consulting on a topic, the topic and the decision to be made needs to be communicated clearly to participants beforehand.• Ask open-ended questions – those that can't be answered with a 'yes' or a 'no'. The point of a focus group is to start the discussion in order to elicit people's attitudes on an issue.• Depending on the purpose of the group, participants may need to be selected with care.

Surveys

Level of engagement	IAP2 Spectrum of Public Participation rating = CONSULT
Description	Surveys are a means of collecting information from a selected group of people to gain a representative sample of attitudes and beliefs held in a community.
Survey as an engagement technique	Surveys are consultative because they ask people to provide information which will influence decision makers.
Advantages	Advantages for using surveys as an engagement technique include: <ul style="list-style-type: none">• Surveys are a good way of obtaining statistical data about the community.• Surveys can create an overview of the community.
Disadvantages	Disadvantages of using surveys as an engagement technique include: <ul style="list-style-type: none">• Surveys can have a low return rate – expect a return rate of about 20%.• Collecting data can be time intensive.• The information obtained in a survey needs to be extracted and analysed which can be time and resource intensive.• Some members of the community may have trouble communicating with the surveyors, or be reluctant to share personal information. This may skew the results.
Things to remember	When using surveys as an engagement technique it is important to consider the following points: <ul style="list-style-type: none">• Surveys need careful design to elicit useful information so think carefully about the information you are asking for and what it will be used for when you get the survey results back.• A small pilot run would be useful to test the survey.

Scenario testing

Level of engagement IAP2 Spectrum of Public Participation rating = INVOLVE

Description Scenario testing is a method that gets people to “walk through” a hypothetical situation and consider alternative actions for dealing with a set of circumstances. Using basic scenarios, such as “who will pick up the children from school if there is a major earthquake” enables members of the community to consider some of the challenges they will face as individuals in a real event. Alternatively, a scenario that focuses on how the community might manage if communications and transport were cut off for a few days will draw out the capabilities of the community as a group.

Scenario as an engagement technique Scenario planning involves people in problem solving and identifying outcomes for themselves and their communities.

Advantages Advantages for using scenario planning as an engagement technique include:

- Scenarios are ideal for CDEM as they encourage planning for a possible event in the future.
- It helps people envisage complex situations.
- It mimics the problem solving that is needed in planning for an emergency.
- A scenario can be scaled up or down in complexity, depending on the audience and purpose of the exercise.

Disadvantages Disadvantages of using scenario planning as an engagement technique include:

- Members of the public may be overwhelmed if the scenario is too complex.
- Groups involved in the scenario may be small, or already involved in CDEM.
- There may not be agreement on the outcomes identified in the scenario.

Things to remember When using scenario planning as an engagement technique it is important to consider the following points:

- Keep it simple. Scenarios used when working with public need to be much simpler than the scenario planning done within the CDEM sector. Focusing on one concept at a time is probably enough.
- Scenarios don't have to be hazard-based; the focus should be on solving problems that the community may face in an emergency.

Community inventory

Level of engagement IAP2 Spectrum of Public Participation rating = COLLABORATE

Description A community inventory is about identifying the resources in a community. This includes physical assets as well as skills, groups and networks of the people who are a part of the community. Cataloguing community assets helps identify areas of resilience and vulnerability in the community and can indicate areas for future work. It is essential to engage community members when using this tool as they will have the most thorough and up to date knowledge about resources in their area.

Community inventory as an engagement technique Community members collaborate to record their knowledge of a community's resources.

Advantages Advantages for using a community inventory as an engagement technique include:

- A community inventory focuses people on the resources in their community.
- Identifying strengths and weaknesses can promote community-led action.

Disadvantages Disadvantages of using a community inventory as an engagement technique include:

- An inventory can end up quite narrow in focus and can concentrate on physical assets rather than the full spectrum of community resources (such as people and their skills).
- A community inventory may become out-of-date quickly as people and resources move in and out of the community.

Things to remember When using a community inventory as an engagement technique it is important to consider the following points:

- No one person will have a full knowledge of a community's resources. Use this as an exercise to involve a wide spectrum of the community.
- The inventory needs to be updated on a regular basis.

Community mapping

Level of engagement	IAP2 Spectrum of Public Participation rating = COLLABORATE
Description	<p>A community map aims to create a detailed picture of the community using social and technical information to add detail to a standard map.</p> <p>The community mapping process uses a large standard map of the community as the base map and adds information to this, such as hazards, resources and social information. Information can be added straight to the map, or different layers of paper can be used to depict different types of information. Once all the information has been mapped, the combined information can be analysed.</p> <p>Community mapping can be used to create understanding of the community makeup through prompting discussion, or as a planning tool to create greater resilience. Community maps are also good to use as a display when communicating information to stakeholders.</p>
Community map as an engagement technique	Producing a community map is a collaborative process utilising knowledge from all members of the community.
Advantages	<p>Advantages for using community maps as an engagement technique include:</p> <ul style="list-style-type: none">• A map can create an in-depth picture of the community.• The information used in the community mapping process is flexible.• Community mapping can be used for many different purposes and can be modified to suit the purpose.• Any type of information can be added to the map.
Disadvantages	The main disadvantage of using community maps as an engagement technique is that there is no restriction on the amount or type of information used in the community mapping process, so the map may become unwieldy. This can be prevented through careful management of the process.
Things to remember	<p>When using community maps as an engagement technique it is important to consider the following points:</p> <ul style="list-style-type: none">• Be clear about the purpose of the community map as this will help determine the information needed to complete the map.• Groups will need to be managed so everybody can contribute.

Community-based groups

Level of engagement	IAP2 Spectrum of Public Participation rating = EMPOWER
Description	A community-based group in the CDEM context is a group of volunteers that is active in planning for a disaster, and in doing so, creating a more resilient community. A community-based group should be self-governed, and should determine their own work programmes and priorities. These groups will need continued support from the wider CDEM sector at all levels.
Community-based groups and engagement	A community-based group has control over decisions made in its community, which creates a sense of empowerment.
Advantages	Advantages for using community-based groups as an engagement technique include: <ul style="list-style-type: none">• The community owns the process, is fully active and involved, and therefore more resilient.• Community-based groups can help create strong linkages between the community and local level CDEM.
Disadvantages	The main disadvantage of using community-based groups as an engagement technique include is that they could require significant support and resources from the council.
Things to remember	When using community-based groups as an engagement technique it is important for the CDEM sector to ensure that the groups have: <ul style="list-style-type: none">• the autonomy to make their own decisions, and• the support to implement them.

Section 5: Outcomes and measuring success

Overview

Introduction

When evaluating the CDEM community engagement programme there are two types of outcomes that should be considered:

- process outcomes; and
- outputs.

Outcomes

An outcome is a result from the process of engagement, such as the relationships established with the community, greater trust between the community and CDEM, or a stronger emergency management office due to a greater understanding of the community. Outcomes represent measurable changes that have occurred as a result of the community engagement programme.

Output

An output is a physical product of the engagement process. Outputs can include things such as community based plans, evacuation plans, community maps, or civil defence focussed community groups.

What is successful engagement?

Successful engagement needs to be defined in terms of the outcomes and outputs that result from the engagement process. Measuring these outcomes and outputs is done through the development of performance indicators in the programme planning phase. Performance indicators must be developed in partnership with community leaders. When evaluating the programme both the community leaders and the community members should have a chance to provide feedback on the engagement programme.

Evaluating the engagement programme

The purpose of evaluation is to provide information on the success of the programme. Feedback should come from all groups involved in the engagement, including the community, community leaders and the CDEM sector. The nature of the engagement programme will determine the formality of evaluation, but a short feedback form is probably sufficient for most instances.

Unidentified outcomes

Due to the nature of community-based work there will be outcomes that are not identified during the programme planning phase. Identifying these outcomes when evaluating the programme is important to inform future engagement programmes or work with the community.



Refer to evaluation checklists 1 and 2 on pages 33 and 34 for evaluation of activities and the programme.

Continuing engagement with the community

Once the engagement programme has concluded, relationships with the community will still need to be maintained, both due to the expectation of the community members, but also to maintain resilience in the community. There are two approaches to continuing this engagement. One is to formalise it by (for example) ensuring that the CDEM representative visits once a year, or agreeing in advance that partners will organise activities on a regular basis. The other approach is to keep it informal and keep in contact with the community on a regular basis. The approach to take will depend on the community and the CDEM representative.

Evaluation checklist 1: Checklist for engagement activities



PLANNING OVERVIEW

What is the name of the activity being evaluated?

What community participated in the activity?

What was the purpose of the activity? (e.g. to discuss...)

What desired outcomes and outputs were identified for this activity?

THE ACTIVITY

How many people attended the event?

Was the target audience represented at the engagement activity? (Were the people who you wanted to talk to there?)

Outline how the desired outcomes and output were met.

Outline any outcomes or outputs that resulted from the engagement, but weren't identified in the planning stages.

Did the activity work to budget?

FUTURE EXPECTATIONS

What next step has been identified from this activity for the community?

What next step has been identified from this activity for the CDEM worker?

Are there consequences to either of these next steps not being taken?

How does this activity contribute to the wider engagement programme?

Evaluation checklist 2: Evaluation of the engagement programme



PLANNING OVERVIEW

Name the community targeted in this programme.

State the defined goals and objectives for the engagement programme.

State the desired outcomes and outputs from the engagement programme.

What kind of pre-engagement indicator measurement has been taken?

Include the budget developed for the programme.

PROGRAMME OVERVIEW

What percentage of the community was involved with the programme?

Did the people targeted in the programme engage with CDEM?

What were the actual outcomes and outputs resulting from the engagement?

Do these actual outcomes and outputs meet the goals and objectives of the engagement programme?

FUTURE EXPECTATIONS

What kind of follow-up is planned after the completion of the programme?

What expectations does the community have of CDEM in the future?

What expectations does CDEM have of the community?

Have these expectations been formally communicated by the CDEM representative?

Section 6: A few final tips about engagement

Introduction

One of the biggest challenges in a community engagement programme can be getting people involved and participating. Even if people are enthusiastic about participating, getting a programme up and running will take time to achieve. Below are a few points which will assist in getting people involved.



- People become involved in something because they believe they have a part to play, can make a difference and have an interest in the topic.
- People are busy in their lives, but that doesn't mean they won't make time for extra curricular work.
- Tap into existing community groups.
- Personal contact is best; create strong relationships.

- Utilise other people's contacts (this is called the snowballing technique). People are more likely to get involved if they know others who are also involved. So challenge your peers/volunteers to bring along someone.
- Always include the CDEM logo on any advertisement or correspondence as CDEM branding needs to be strong and consistent. People need to recognise who is promoting an event and why.
- Make sure information about CDEM exists and people know where to access it, whether at the library, on the web, or the yellow pages.
- Be explicit about why people should get involved and how they can do it.

- People fear over commitment and having to let others down. This can be managed by being realistic about what is expected of them, especially the time commitment involved (as much as possible).
- Communities may need their other concerns addressed before they are willing to engage in CDEM, this is ok.
- Working with the community is about working as a facilitator to achieve positive outcomes. Lecturing people on what they should be doing, or trying to scare them into preparedness will ultimately turn them away.

Section 7: Further resources

Community engagement tools

The Effective Engagement Kit, Department of Sustainability and Environment. Victoria, Australia.

www.dse.vic.gov.au/dse/wcmn203.nsf/Home+Page/8A461F99E54B17EBCA2570340016F3A9?open

Engaging communities of interest

Refugee communities

Standards for Engagement guidelines for Central and Local Government and NGO's working with refugee background communities, Changemakers Forum.

www.goodpracticeparticipate.govt.nz/working-with-specific-groups/other-ethnic/standards-for-engagement.pdf

Pacific communities

Pacific Consultation Guidelines, Ministry of Pacific Island Affairs.

www.mpia.govt.nz/resources/pdfs/resources-pacificconsultationguidelines.pdf

Rural communities

Building Resilience in Rural Communities Toolkit, The University of Queensland and University of Southern Queensland

www.usq.edu.au/crrah/publications/2008publications/resiliencetoolkit.htm

Government-citizen engagement

Building Better Government Engagement project, Office for the Community & Voluntary Sector

www.ocvs.govt.nz/work-programme/three-key-projects/building-better-government-engagement.html

www.civildefence.govt.nz

New Zealand Government