

# **Building a Movement: Community Development and Community Resilience in Response to Extreme Events**

End of Project Report

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**Authors:**

Dr Sandra Engstrom

Dr Paul J Docherty

Dr Tony Robertson

**Affiliation:**

University of Stirling



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# Executive Summary

## Project overview

This project aimed to develop understanding of the current enactment of community resilience in Scotland through gathering multi-generational, multi-event scenario perspectives and combining these with insight from communities, the voluntary sector and statutory organisations. This was explored through collaborative discussion, knowledge sharing and key interviews. Through building a narrative of these experiences we contribute to a greater understanding of community resilience and form the foundations for sustainable, positive changes in people's lives and communities.

## Methods used

Specifically the project involved two workshops, supported by briefing papers and dissemination activities, and empirical research in the form of qualitative interviews. The workshop sampling technique was a mix of purposively sampling with some communities that we knew have had to show resilience in the light of extreme events, and an open invite to interested parties made through collaborators. Workshop 1 focused on defining what is community resilience in the face of extreme events, with workshop 2 focusing on better understanding how we improve connections between academics, policy-makers and community groups interested in community resilience to extreme events. After the workshops we arranged for interviews to be conducted with twelve participants from the workshops spanning policy, voluntary organisations, local government and academia. Perspectives on the development of community resilience to extreme events were explored through a series of semi-structured interviews. The questions prompted responses on the initiation of community resilience and its subsequent development, with or without any instigating extreme event, and sought to uncover where agency for that development lay and what resources were required to enable it to take place.

## Key findings

At **workshop 1** a number of extreme events were identified, including pandemics, collapses in biodiversity, mega events and economic events. However, it was 'flooding/major weather events' and 'Brexit/willed or political events' that received the most backing as the core extreme events Scotland is currently facing. In terms of identifying the key elements of community resilience, participants were most engaged with discussions around 'experience and shared memory'. Participants identified that we already have research evidence and/or local knowledge of the importance of shared identities of value and power and how people have attachments to places as 'their' community), with communal spaces and symbols an

important feature. However, we know less about the differences between urban and rural resilience, the dynamics of establishing a shared narrative and the temporality of resilience (and the need to research this over the long-term). Best practice was deemed to involve clear future plans for communities, with the creation and celebration of shared identities. There is a need to learn from failure and to communicate this knowledge for future generations. Thinking more widely about community resilience, in the final open-floor session of the workshop, participants identified the need for longitudinal evidence and research and a recognition that there is a temporal ebb and flow to community resilience. Also, extreme events are constantly happening and while there is considerable knowledge that comes together in events like this, so many people are doing similar work and not linking/sharing and this knowledge is potentially being lost.

At **workshop 2**, discussions developed on the final point from workshop 1 in trying to better forge links between policy and communities in particular. It was discussed that to improve links between communities and policy we need: resources (money, time people) over the long-term; two-way communication (listening to what both communities and policy/statutory bodies need); building trust; identifying who are the relevant people and groups across the various groups involved; valuing, hearing and learning from community knowledge and past experience; and understanding the 'why' change is needed as well as the 'what' change is needed. Participants then identified that: long-term planning and support mechanisms; strategies for prevention form a range of threats; real local democracy; co-production of solutions; and credible communication strategies were all currently missing and hampering improved links between communities and policy. To tackle this, it was felt that we should have: communication strategies in the 'community'; more funding for community groups and initiatives; strategies for balancing interest of small community groups and large corporations; recognising possible antagonistic relationship between community and authorities (e.g. police); access to support services e.g. crèches to allow volunteering; mapping of what is happening in terms of community and responsive services; local emergency planning officer/response teams to coordinate the information-sharing with communities pre-event and help with response efforts; remove the jargon; policy templates (no point in reinventing the wheel), but need to regularly updated; presence of community resilience groups and emergency response teams at community events so local people know who to contact with questions/concerns; and local emergency planning officers who are in touch with local issues/concerns. Appropriate academic research that will actually help communities, that is community-led and fully participatory, was deemed to be key in helping bridge some of these gaps, alongside communal spaces that are available when needed and not deemed surplus to requirements if not in use 24/7.

Preliminary analysis of the **interviews** indicated a consistent understanding of the duality of such development of community resilience, requiring both local/informal activity and national/strategic structures. Almost all participants, whether representing communities, voluntary organisations, national organisations or government agencies, highlighted the need for neutral, accessible spaces within community settings, and for people within those communities to have the individual resources of time and energy to meet informally to consider and address issues at a local level. These centres of resilience are seen as important anchors for local intelligence, identifying local needs and resources, and also as the connecting points between the strategic plans devised at regional or national level and the communities, thereby allowing effective delivery of training and resources.

### **Strengths and Limitations of this study**

There were a number of strengths contained within this project. To begin with there were a number of unique interactions inspired by a combination of people, time and topics being discussed. For many this was the first time they had been in the same room together with people from either a different field or different type of work. Having two full day workshops dedicated to holding the conversations was important in order to allow for the depth of conversation and variety of topics being discussed. This leads on to another key strength which was due to the diversity of attendees, as well as the structured facilitation by SNIFFER, all voices and perspectives were heard both as individuals and as collective sub groups that were formed. Finally there was the strength in having a variety of methods for data collection, analysis and dissemination.

Like any project, there were also a number of limitations to the project that need to be taken into consideration. First there is the matter of the sample of participants primarily being from Scotland, with a few participants from England. That being said, it is important to know about local and national strategies and aspects of community resilience to extreme events in order to be relevant to the Scottish context. Due to the timing and small scale nature of the project, there was a limited capacity of only 50 participants per workshop and 12 interviews. However, these smaller numbers also allowed for more in-depth discussions between participants and allowed for greater networking opportunities. Participants were also limited to the researchers' connections and networks and it is likely that there were a number of people that would have provided important contributions that were missing from the room. Finally, the concepts of 'community', 'resilience', 'extreme events' and 'movement building' are all quite broad on their own, let alone when they are combined together. There is likely

the possibility that people's understanding of these concepts was wide and in future it will be important to be more specific when thinking about next steps.

## Recommendations

We have four key recommendations for those interested in working with communities to support community resilience, especially in regards to extreme events such as climate change. Overall, for effective community resilience to take place, formal and informal development and processes need to occur. Informal development can include things such as ensuring local community events are supported, these events could also include elements of activism and promote a sense of ownership. Formal development requires clear roles, plans and communication strategies are in place as well as training and equipment. It was clear from the interviews that commitment from the community and the local authority to work together towards a common goal is crucial. Our four recommendations are:

- 1) **Ensure there is physical space for community groups to share their experiences, memories and knowledge.** There is need for the creation, or maintenance, of sustainable community centres that can be used to hold meetings, events and provide space where the community can develop their identity. These spaces do not have to be built from the ground up, but instead can be repurposed buildings or can be created by partnering with local businesses that are interested in utilising their existing space in creative ways. These spaces can be subsidised by the local authority but the community needs to have autonomy and ownership as to how the location is used.
  
- 2) **Continue to utilise, support and promote local community knowledge.** Each community has different needs, resources and experiences and we need to encourage and nurture relationships between researchers, policy makers and communities in order to identify what these are and how they can be best utilised to build resilient communities. Helping communities identify their shared identity and collective narratives is key to fostering long-term, sustainable resilience. This can be facilitated through the co-production of knowledge exchange workshops, or citizen hearings, with local community members, policy makers (such as has been demonstrated in this project) and co-production of research that includes community and policy stakeholders from the start. It is essential to hear the lived-experience of community members and for researchers and policy-makers to value this kind of evidence and incorporate it into research and policy.

- 3) **All community projects must have an element of co-production** in them from the beginning which will include local community members, policy makers and other key individuals or organisations that are identified as important to the community. For example, the discussions that were held in workshop two were a rich example of the importance of knowledge exchange and co-production between groups. The success of this project and the case studies we heard from would not have been possible without this diversity and engagement of community members from the beginning, working in collaboration with a variety of stakeholders and partners from local and/or national government and researchers.
- 4) **Better communication and partnership.** If there are local and regional resilience partnerships in place, ensure that local communities are aware of who are in these partnerships, what their role is and how to contact them. Partnerships should also be actively engaging in supporting the development of social capital and community resilience before an extreme event takes place. There is a need for improved working, communication and collaboration between formal resilience groups linked to local authorities and Scottish Government with those more informal community networks which may often develop organically, particularly after extreme events. For example, this links to Recommendation One that ensures that is continued and sustainable availability of physical space for communities to use formally and informally.

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## Introduction

This project aimed to develop understanding of the current enactment of community resilience in Scotland through gathering multi-generational, multi-event scenario perspectives and combining these with insights from communities, the voluntary sector and statutory organisations. This was explored through collaborative discussion, knowledge sharing and key interviews. Through building a narrative of these experiences we wanted to contribute to a greater understanding of community resilience and form the foundations for sustainable, positive changes in people's lives and communities.

The project created opportunities to explore the ways communities and individuals, both locally and internationally, are impacted by and react to extreme events. These aimed to identify existing policy, practice, legal and conceptual systems/frameworks that engage and work with communities to promote resilience. More specifically, the project's aims and objectives were as follows:

### ***Aims***

- Identify models of good practice in community resilience to extreme events that can inform approaches across policy, practice and research
- Develop a network of expertise that links Scotland into international developments and good practice

### ***Objectives***

- Engage in knowledge exchange between national/international experts from across disciplines and sectors, who have been involved/interested in working with communities in the context of resilience, community development and responses to extreme events
- Provide scenarios from around the globe of community resilience practice to help us better understand how community resilience works, in what contexts and to encourage further community resilience good practice in the face of extreme events
- Facilitate two workshops and a public event, and generate three briefing papers that will be combined with a web/social media presence and email network to generate a new network of collaborators

## Context

During times of uncertainty the concept of resilience offers promise in preparing individuals and communities for challenges, both expected and unexpected, while providing the foundations for developing more radical changes to improve people's lives. This project explored the readiness of communities, governments, academics and partner agencies at national and international levels to support and promote community resilience within the context of extreme events, as defined by the community members themselves.

Community resilience has many definitions and will mean different things in different contexts (Wilding, 2011). Cinderby et al (2014) suggest it is "the ability of people living together to cope with economic, social and environmental problems. Ideally this would move beyond merely coping, towards communities becoming stronger and more adaptable over time". Patel et al's (2016) systematic literature review of 80 published works suggests that there are some core elements to community resilience, independent of one definition, that include: local knowledge; community networks and relationships; communication; health; governance and leadership; resources; economic investment; preparedness; and mental outlook. This complex interplay of inputs will obviously lead to a variety of outcomes, often context specific, that make evaluating community resilience via individual communities, publications or projects difficult. Therefore, there is a need to consolidate what we know, identify the key themes that make communities more resilient and transfer these lessons to other communities to build stronger networks (Kapilashrami et al., 2015; Belford et al., 2017).

Resilience and community resilience are increasingly used terms in research, policy and practice that is involved with understanding and preparing communities for the wide range of social, political, economic, climatic, technological and cultural challenges they are currently facing and will likely face in the near future (Chandra et al, 2011). In Scotland, the Community Empowerment (Scotland) Act 2015 aims to give community bodies greater ownership or control of land and buildings, and to strengthen their voices in decisions relating to public services, and has been a key policy drive from the Scottish Government. It builds upon the Land Reform (Scotland) Act 2003 by extending the Community Right to Buy to include urban as well as rural communities, and by giving Scottish Ministers new powers to compel owners of land deemed "abandoned" or "neglected" to sell this land to interested community groups. Meanwhile, the Scottish Government's Resilient Communities Strategic Framework and Delivery Plan for 2017 – 2021 is an initiative aiming to create "communities that are inclusive, empowered, resilient and safe". Among its strategic aims are to empower

communities to address any resilience issues that affect them, enabling them to take measures to “prevent, prepare for, respond to and recover from emergencies, in a way that complements the work of the emergency responders”. In 2013, the Scottish Government began the process of redeveloping the eight existing Strategic Coordinating Groups to three Regional Resilience Partnerships supported by Local Resilience Partnerships. These Partnerships, and the Scottish Government’s resilience work, are overseen and supported by Ready Scotland, and the Resilience Division in particular. Across the wider UK landscape, Glasgow (along with Belfast, Bristol, Manchester and London) is also currently one of the 100 Resilient Cities initiative, set up by the Rockefeller Foundation to support cities around the world to become more resilient to the physical, social and economic challenges that are a growing part of the 21st century (see <https://www.100resilientcities.org/>). Given the challenges of climate change, Brexit, austerity etc., Scotland is experiencing and will experience hazards and risks that push communities to the limit, with resilience and the ability to adapt key elements which will determine how our society reacts and develops.

In this context, the ‘Extreme Events in Science and Society’ research programme (<https://extremeevents.stir.ac.uk/>) came into being. The programme is one of twelve overarching research programmes at the University of Stirling, bringing together researchers from across the University to conduct interdisciplinary research. Extreme events can range from bereavement to flooding; disease to social unrest. We research how societies and ecosystems might better respond to extreme events and prepare for the unexpected. We seek to enhance resilience at all levels, from societal to individual, and thereby influence policy. By enhancing resilience, those affected by extreme events are better able to cope; communities are given a voice; and risk and vulnerability on local, national and global scales are reduced.

## **Methods**

The project involved two workshops, supported by briefing papers and dissemination activities, and empirical research in the form of qualitative interviews.

### ***Workshops***

The workshop sampling technique was a mix of purposively sampling with some communities that we knew have had to show resilience in the light of extreme events, and an

open invite to interested parties made through collaborators. The workshops were facilitated by SNIFFER, whom are experienced in brokering knowledge between community groups with an overarching service to “bring people and ideas together to create a sustainable and resilient society”. SNIFFER have expertise in inclusive facilitation and building collaborative approaches and partnerships for action that were incredibly beneficial for the calibre of discussions that were held at both of the workshops.

At each workshop participants were instructed that comments and discussion outcomes would be recorded and used for publications after the event, although these would not be attributed to any individual/organisation. We proposed an opt-out ethical consent process which was approved by the University of Stirling General University Ethics Panel (Ref: GUEP585). Facilitator summary notes and participant post-it notes and flip-chart recordings were retained and recoded after the workshops to identify the common themes that ran through the discussions. These themes were then reviewed for any overlapping themes or themes in need of refinement. Themes were then scrutinised, refined, and discussed by all research team members until agreement was reached on the final themes. These themes helped inform the topic guides for the interviews.

## ***Interviews***

Ethical permission was received from the University of Stirling General University Ethics Panel (Ref: GUEP626). The empirical research was conducted through interviews which were conducted with 12 participants that had been purposefully sampled from the attendees of the two workshops. Participants were contacted through email and telephone from contact information that was provided through the workshop registration process. Participants had granted permission to use this contact information for future use when registering for the workshops. There were representatives from policy, voluntary organisations, local government and academia. The questions that were asked of the interviewees were informed by the discussions and themes of the workshops. The interviews were recorded and transcribed verbatim and the analysis involved a structured thematic analysis to code, classify and organise interview content into key themes utilising Nvivo software.

## Results

### Workshop 1

The first workshop was intended to set the stage for the project and be an introduction to the main themes and concepts that the project team wanted discussion on. Prior to the workshop, a briefing paper (Appendix 1) was sent to the participants, with the aim of introducing the research team, the idea of the project and a selection of the concepts we wanted the participants to reflect on. The aim of the first workshop was to have discussions on the concepts of “community”, “resilience”, “community resilience” and “extreme events”. We know that these terms are often contested and are defined in a number of different ways and it was important for the researchers to be able to ascertain and gain insight as to what the definitions may be in local Scottish contexts.

After the initial introductions and ice breakers, the group was asked to discuss and create a list of what important extreme events were for Scotland. The list below was constructed and the events are in no particular order.

1. <b>Fire</b> at Ocado (500m exclusion), St Andrews University fire	9. <b>Pandemic</b>	bypass / M6 lanes
2. Clutha Helicopter <b>Crash</b>	10. Beast from the East / 2010 winter... preparation for <b>snow</b>	17. <b>Terror attack</b>
3. <b>Suicide</b> event in public space	11. <b>Depopulation</b> in small communities / islands	18. Localised <b>power outage</b>
4. <b>Flooding</b> – Aberdeenshire – Storm Frank	12. <b>Cyber threats</b>	19. <b>Zoonotic diseases</b>
5. <b>Landslide</b> – Rest and be thankful	13. Sport <b>mega-events</b> – displacing people from homes	20. <b>Brexit</b>
6. <b>Independence movement</b> in Scotland	14. Changes to <b>welfare system</b> – sanctions	21. <b>Water shortage</b> – private supplies
7. <b>Closure</b> of big employer – Honda factory	15. <b>Race related violence</b>	22. Piper-alpha – offshore platform fire
8. <b>Black out</b> power	16. <b>CNI</b> – opening of Aberdeen	23. Birth, bereavement, diagnosis

Small groups were then instructed to choose the most important extreme events that Scotland currently faces. This was a lively discussion however the top two responses were ‘flooding/major weather events’ and ‘Brexit/willed or political events’. Less support was given for pandemics, collapses in biodiversity, mega events and economic events as being core topics that could be focused on when thinking about extreme events in Scotland. It is

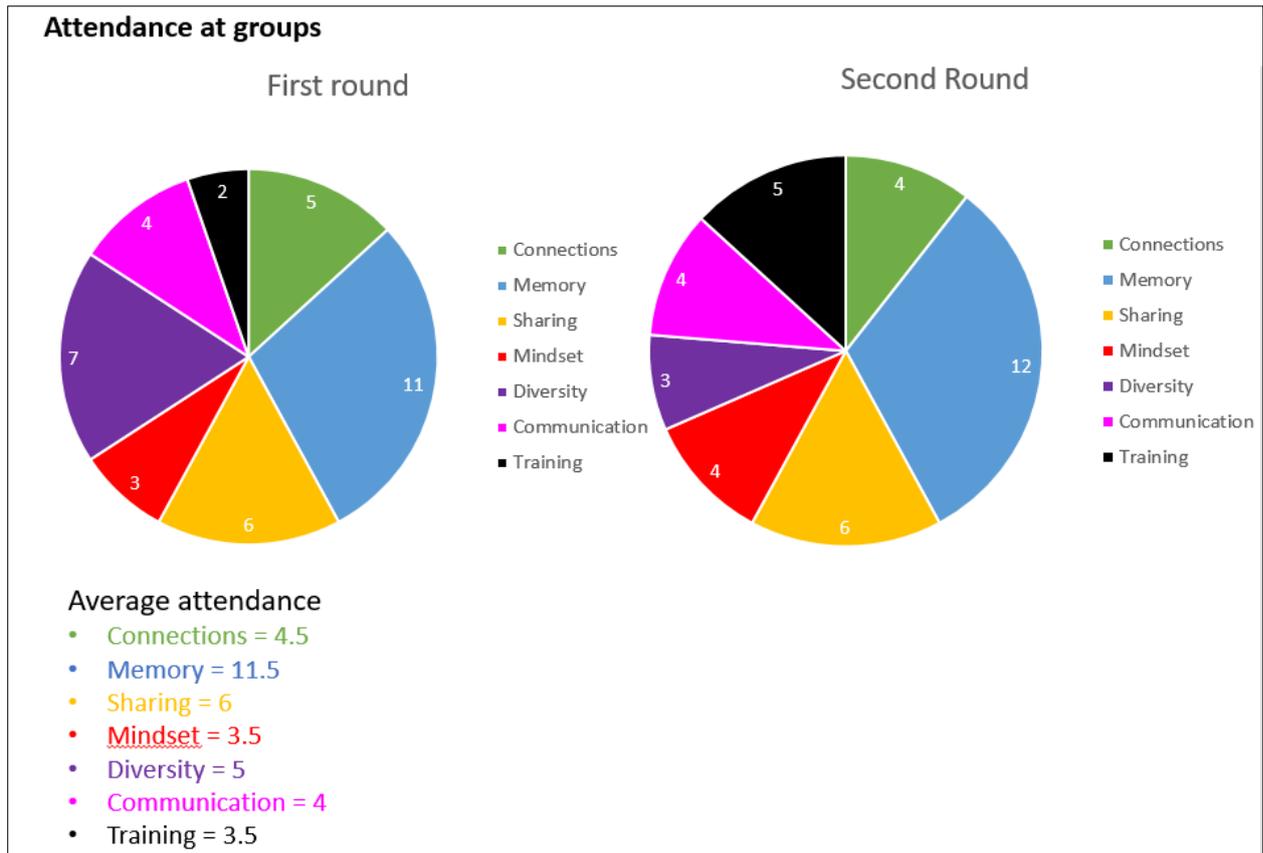
important to note that although these were identified as extreme events that Scotland is facing, they were not used to limit discussions later for the remainder of the day. Rather, we instructed the participants to keep these ‘top two’ extreme events in mind when discussing community resilience later in the day, but that we wanted individuals to feel they could continue to make the overarching conversations more local and relevant and allow the participants a chance to reflect on an extreme event that they may personally face.

Following from the large group discussions there was a keynote presentation by Serge Marti from [LifeMosaic](#). Serge was looking at the intersection between global extreme events (climate change, ecosystem destruction, culture and language loss, etc.) and national/local extreme events (loneliness, depression, self-harm, etc.), relating these to disconnection from self, society, culture and land. He discussed examples of how to increase resilience and to tackle these issues in part by supporting the spread of community-led approaches, which allow communities to regain control over their lives, and can deliver powerful changes that ripple across society. The examples he used were primarily of working with indigenous groups and how their experiences are linked to global extreme events and are not dissimilar to local events happening in Scotland. The key learnings from this talk discussed by the larger group were the importance of taking back control of the communities that we are members of and that Scotland’s issues and extremes that communities face, while not unique, do have nuances and specifics that need to be taken into consideration.

The remainder of the first workshop involved discussions around what makes a community resilient. The group was asked to reflect on the discussions throughout the day, knowledge of research, and of personal experiences with extreme events, in order to construct a list of themes that seem to be featured within resilient communities.

1. Social ties	12. Collective thinking	community members
2. Wider connections	promoting cultural change	21. Identifying local risks
3. Social connections	13. Mindset	22. Training and exercise
4. Connectivity	14. Openness to adapt	23. Dissemination of skills
5. Experience and memory	15. Integration across age, gender, culture etc.	24. Skills
6. Identity	16. Inclusivity and equity	25. Resources (people and money)
7. Attachment to place	17. Diversity – cultural and environmental	
8. Shared identity and goals	18. Communications	
9. Distributive shared leadership	19. Coordination	
10. Engagement	20. Social support – emotional and practical between	
11. Shared responsibility on macro-level		

The above list was further analysed and narrowed down into seven main themes that are featured within resilient communities. They are: Connections (social ties and connections), Memory (experience and shared memory), Sharing (leadership, engagement and shared responsibility), Mindset (mindset, collective thinking, openness to adapt and cultural change), Diversity (integration, inclusivity, equity and diversity), Communication (communications, social support and co-ordination) and Training (training and exercises, and identifying local needs). Participants were then asked to move to a table that corresponded to each theme and have a focused discussion with three specific questions in mind. Discussions around ‘Memory’ and ‘Sharing’ were the most popular across two rounds of discussion, where participants could stay at their table or move to another discussion topic.



In relation to each theme, the participants were asked to discuss: What do we know/what do we not know? What is the evidence? What is best practice? As to be expected, there were a variety of responses spread throughout the seven themes that will be involved in further analysis and research and are too detailed to present here. As an example though, in 'Memory' participants identified that we already have research evidence and/or local knowledge of the importance of shared identities of value and power and how people often have attachments to places in particular. This made communal spaces and symbols of community of particular importance. However, we know less about the differences between urban and rural resilience, the dynamics of establishing a shared narrative and the temporality of resilience (and the need to research this over the long-term). Best practice was deemed to involve clear future plans for communities, with the creation and celebration of shared identities. There is a need to learn from failure and to communicate this knowledge for future generations.

The final component of the day involved discussions on: what the knowledge and evidence gaps are around community resilience to extreme events; what connections are needed to be built; who is missing from these conversations that we need to include in the work as well

as the project itself (and in order to inform our aims for workshop 2); and what are examples of good practice. There were a number of gaps identified in terms of public awareness and relating community resilience to specific populations such as children or people living with a disability. The core of resilience lies in shared identity, but we do not fully understand what these shared characteristics are. It is not a 'yes/no' if something works, rather there is fluctuation and a range of impacts, especially after events. Longitudinal evidence and research is needed and a recognition that there is a temporal ebb and flow to community resilience. Also, extreme events are constantly happening and while there is considerable knowledge that comes together in events like this, so many people are doing similar work and not linking/sharing and this knowledge is potentially being lost. There was an awareness that connections need to be maintained and nurtured in order for communities to thrive with some good examples of communities that are taking the necessary steps to be resilient that were invited to the second workshop. Participants identified that we were missing people in the room, including funders, community council reps, private sector, people who manage critical infrastructure and those most exposed/vulnerable to extreme events. For workshop 2 we identified and invited a number of participants to try and bridge these gaps.

## ***Workshop 2***

The second workshop was designed to build upon the conversations begun in Workshop 1 and to explore experiences of community resilience and insight gained from case studies. Through this collective process the aim was to enrich our understanding of the issues, concerns, limits and potential of community resilience to extreme events. The main focus was on current best practice in community resilience and practical steps for building a network and community of our own around community resilience to extreme events. This involved seeking out and inviting representatives from community groups around Scotland that demonstrated aspects of community resilience that were discussed in the first workshop. We heard from these community groups about their experiences of building community resilience and heard from those working in government and the statutory sector about linking grassroots approaches to current and emerging policies and programmes. Speakers included Kerry Jardine and Ralph Throp from the Resilience Division (Scottish Government), Hugh Deeming from the [Emergency Planning College](#), and community case studies including [Sustaining Dunbar](#), [The Garioch Partnership](#), [the Isle of Bute Resilience Team](#), [Braemar Care](#) and [Eden Project Communities](#).

A second briefing paper was produced (Appendix 2) that summarised the discussions and learnings from the first workshop and introduced each of the case studies that would be presenting in the second half of the day. This was shared with all participants for workshop 2, as well as the wider mailing list including those who had attended workshop 1. A number of participants that attended the second workshop, such as members of the community groups, were not present at the first workshop and it was important to ensure they were aware of the content of previous discussions that were likely to inform, and be linked back to, discussions within the second workshop.

Introductions and ice breakers were followed by a presentation by Kerry Jardine and Ralph Throp from the Resilience Division team at the Scottish Government. Kerry went into great detail about the process of responding to extreme events in Scotland by using the specific example of the extreme weather event “Beast from the East” in 2018. Ralph continued on with a focus on the strategic plan and the National Performance Framework.

Following on from the presentation, a large group discussion was held in order to engage with the topic of improving links between communities and policy. The key discussion questions were: What is important? What is missing? What practical steps are needed? Who needs to be involved?

*What is important for improving links between communities and policy?*

Resources (money, time people) over the long-term; two-way communication (listening to what both communities and policy/statutory bodies need); building trust; identifying who are the relevant people and groups across the various groups involved; valuing, hearing and learning from community knowledge and past experience; and understanding the ‘why’ change is needed as well as the ‘what’ change is needed.

*What is missing for improving links between communities and policy?*

Long-term planning and support mechanisms; strategies for prevention form a range of threats; real local democracy; co-production of solutions; and credible communication strategies.

*What practical steps are needed for improving links between communities and policy?*

Communication strategies in the ‘community’; more funding for community groups and initiatives; strategies for balancing interest of small community groups and large corporations; recognising possible antagonistic relationship between community and authorities

(e.g. police); access to support services e.g. crèches to allow volunteering; mapping of what is happening in terms of community and responsive services; local emergency planning officer/response teams to coordinate the information-sharing with communities pre-event and help with response efforts; remove the jargon; policy templates (no point in reinventing the wheel), but need to regularly updated; presence of community resilience groups and emergency response teams at community events so local people know who to contact with questions/concerns; and local emergency planning officers who are in touch with local issues/concerns.

*Who needs to be involved for improving links between communities and policy?*

Trusted organisations; businesses invested in the area; people not engaged with community groups or organisations on a regular basis; those most impacted; anchor organisations; first responders; key link people between different organisation levels; young people; the entire community/

Dr. Hugh Deeming was the key note presenter for the second workshop with a focus on how research can support communities and policy environments. Dr. Deeming has extensive experience working with communities after significant events and was able to use the examples of the 2007 Hull Floods, the 2005 and 2009 Cumbria Floods and the Manchester Arena Attack. This presentation provided significant points to reflect on in terms of dispelling post-disaster myths that people panic, looting is prevalent, anti-social behaviour prevails and role abandonment is common. Communities and members of the public are more likely to behave proactively and prosocially to assist one another, with a tendency for lower incidences of anti-social behaviour. While role conflict is common, role abandonment is rare. Social capital was highlighted as a key element in response, however it does offer challenges to building resilience. Namely, that communities consist of multiple and complex networks, with the risk of exclusion for some people and a potential over-reliance on a small number of vocal or charismatic people. In addition, how people experience an event can be different depending on scale, with individual experiences much stronger than community and national experiences. Finally the importance of learning as a part of a community of practice was highlighted. If we do not learn from events then we can continue to make the same mistakes, with 'new' thinking often key to creating novel solutions.

The main focus for the workshop 2 was the presentations and discussions by the invited community groups. Each of the community groups presented on their work and links to community resilience and we then held a World Café session where participants were given the chance to visit up to three of the case study groups. We asked the groups to discuss

what they felt has worked well and what could work well in the future, using the expert knowledge of those from each case study with input from these 'external' sources.

In terms of what works well, innovative and flexible solutions that can meet multiple needs were key, combined with identifying the different needs and challenges before, during and after events. It is important to agree clear definitions of roles and activities, often with a formal resilience plan in place, and to create an action plan. While large-scale projects can work and are often needed, one 'small' idea/change can bring about much bigger impacts.

Looking to the future, our participant and case studies felt that it was important to learn from failures and mistakes. Sharing the successes and failures with other communities was a key catalyst for creating positive change. There remain challenges around long-term and suitable funding, and the need for projects to be community-led or at least co-designed.

To end the workshop we had an open-floor discussion around what we have learned about community resilience and building bridges between research, communities and policy. The group agreed that everyone's 'normal' role and professional roles overlap when it comes to Communities and this was something we needed to acknowledge, celebrate and utilise. Many in the room were heartened by the energy trying to link policy, research and community and it was reassuring that others feel this. However, people need more chances to come together after these events as this energy can dissipate. Small, local projects are deemed to be the most powerful, especially compared to faceless organisations 'parachuting in' to communities with grand ideas. Simple changes like providing a 'coffee room' in communities, somewhere where people can come together to chat, was needed. The faceless reassessment on use of these kinds of space/resource can be dangerous i.e. people not using it so get rid of it – needs to be there and available when the time comes). Finally, it was felt that we need research that will actually help communities, with research that is community-led and fully participatory the best way forward.

The findings of both workshops are being fed into a research paper on 'The Theory and Practice of Community Resilience to Extreme Events' which we will submit in early 2020.

## ***Interviews***

As previously stated, interviews were conducted with twelve participants from the workshops spanning policy, voluntary organisations, local government and academia. Perspectives on

the development of community resilience to extreme events were explored through a series of semi-structured interviews. The questions prompted responses on the initiation of community resilience and its subsequent development, with or without any instigating extreme event, and sought to uncover where agency for that development lay and what resources were required to enable it to take place.

Preliminary analysis of the interviews indicate a consistent understanding of the duality of such development of community resilience, requiring both local/informal activity and national/strategic structures. Almost all participants, whether representing communities, voluntary organisations, national organisations or government agencies, highlighted the need for neutral, accessible spaces within community settings, and for people within those communities to have the individual resources of time and energy to meet informally to consider and address issues at a local level. These centres of resilience are seen as important anchors for local intelligence, identifying local needs and resources, and also as the connecting points between the strategic plans devised at regional or national level and the communities, thereby allowing effective delivery of training and resources.

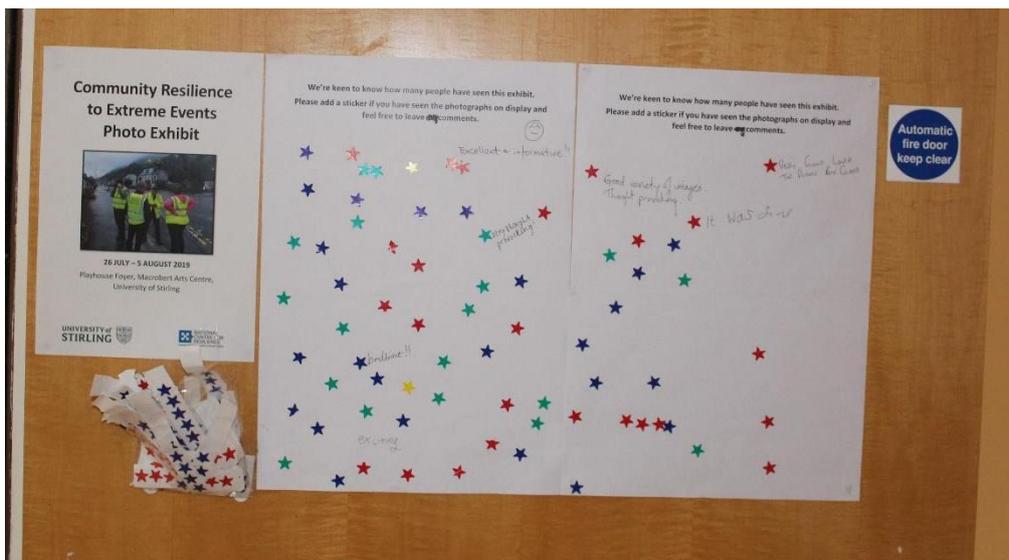
We are currently finalising our analysis of the qualitative interviews, which will form the basis of a research paper on 'Stakeholder Perspectives of Community Resilience to Extreme Events' which we will submit in mid-2020.

### ***Photo Exhibit***

As part of the project we asked for workshop participants and the wider public to submit photographs we could display that represented 'community resilience' and/or 'extreme events'. The aim of this exhibit was to highlight some of the extreme events our communities face, and how these communities come together to support each other. Much of this work is not photographed and often goes on in the background, so we were thrilled to get a glimpse of what happens when resilient communities respond to extreme circumstances. All photographs were used under Creative Commons Non Commercial (BY-NC 4.0) license.



In total 47 photographs were submitted and 19 selected for the exhibit by the project team, with the exhibit displayed for 10 days in the Macrobert Arts Centre at the University of Stirling. We launched the exhibit with a drinks reception where all workshop participants, photographers and our wider mailing list were incited to attend. Twenty-five people attended the launch event and at least 70 people saw the exhibit while it was displayed, captured using a poster/sticker feedback system (see image below). From October 2019 the exhibit will be displayed in the University of Stirling Library as part of the University of Stirling's Art Collection and their new 'Environmental Art' theme. This opportunity arose from positive feedback and a recommendation from the Macrobert Arts Centre staff to the Art Collection.



You can see all the photographs in the exhibit booklet on the Extreme Events webpage (and Appendix 3), with an updated booklet for the second exhibit due in October 2019 when the exhibit is displayed again: <https://extremeevents.stir.ac.uk/projects/building-a-movement-community-development-and-community-resilience-in-response-to-extreme-events/exhibit/>

### ***Walking Diaries***

As part of the project we also shared 'walking diaries' with five participants after workshop 2. The aim here was to enable the participants to record evidence of building resilience in their own communities, with extracts then displayed at the photo exhibit to further strengthen the voice we wanted to give to the participants and the associated community groups. However, we only received one completed diary back from the participants so did not display these at the event.

### ***Project website and Slack site***

As part of the project we created a website to house updates and outputs:

<https://extremeevents.stir.ac.uk/projects/building-a-movement-community-development-and-community-resilience-in-response-to-extreme-events/>

We also created a Slack site to allow participants and those interested in community resilience to network online after the project end date. Slack is an online collaboration hub where networks/teams/communities can work together in areas of interest. The website/app allows all users to interact and post/share relevant news, funding, event etc. items with the group and for people to interact without a gatekeeper (e.g. with an email list that only the holders of those emails can interact with). Hopefully this use of Slack can create new connections and discussions and allow people to interact in a more democratic way. Currently there are 23 people using this Slack site and new users can join [here](#).

## **Strengths and Limitations of this study**

There were a number of strengths contained within this project. To begin with there were a number of unique interactions inspired by a combination of people, time and topics being discussed. For many this was the first time they had been in the same room together with

people from either a different field or different type of work. Having two full day workshops dedicated to holding the conversations was important in order to allow for the depth of conversation and variety of topics being discussed. This leads on to another key strength which was due to the diversity of attendees, as well as the structured facilitation by SNIFFER, all voices and perspectives were heard both as individuals and as collective sub groups that were formed. Finally there was the strength in having a variety of methods for data collection, analysis and dissemination. Ensuring that there was this variety allowed for different perspectives and voices to be included, for a more holistic view of community resilience to be gathered and for the information to be circulated to a variety of audiences in order to reach maximum impact.

Like any project however, there were also a number of limitations to the project that need to be taken into consideration. First there is the matter of the sample of participants primarily being from Scotland, with a few participants from England. That being said, it is important to know about local and national strategies and aspects of community resilience to extreme events in order to be relevant to the Scottish context. Bringing in international components can be incorporated into future events. Due to the timing and small scale nature of the project, there was a limited capacity of only 50 participants per workshop and 12 interviews. However, these smaller numbers also allowed for more in depth discussions between participants and allowed for greater networking opportunities. Leading on from that though is the aspect that the participants were limited to the researchers connections and networks and it is likely that there were a number of people that would have provided important contributions that were missing from the room. Finally, there is the matter that the concepts of 'community', 'resilience', 'extreme events' and 'movement building' are all quite broad on their own, let alone when they are combined together. As such, there is likely the possibility that people's understanding of these concepts was wide and in future it will be important to be more specific when thinking about next steps.

## **Recommendations**

We have four key recommendations for those interested in working with communities to support community resilience, especially in regards to extreme events such as climate change. Overall, for effective community resilience to take place, formal and informal development and processes need to occur. Informal development can include things such as ensuring local community events are supported, these events could also include elements of activism and promote a sense of ownership. Formal development requires clear roles, plans and communication strategies are in place as well as training and equipment. It was clear

from the interviews that commitment from the community and the local authority to work together towards a common goal is crucial. Our four recommendations are:

- 1) **Ensure there is physical space for community groups to share their experiences, memories and knowledge.** There is need for the creation, or maintenance, of sustainable community centres that can be used to hold meetings, events and provide space where the community can develop their identity. These spaces do not have to be built from the ground up, but instead can be repurposed buildings or can be created by partnering with local businesses that are interested in utilising their existing space in creative ways. These spaces can be subsidised by the local authority but the community needs to have autonomy and ownership as to how the location is used.
  
- 2) **Continue to utilise, support and promote local community knowledge.** Each community has different needs, resources and experiences and we need to encourage and nurture relationships between researchers, policy makers and communities in order to identify what these are and how they can be best utilised to build resilient communities. Helping communities identify their shared identity and collective narratives is key to fostering long-term, sustainable resilience. This can be facilitated through the co-production of knowledge exchange workshops, or citizen hearings, with local community members, policy makers (such as has been demonstrated in this project) and co-production of research that includes community and policy stakeholders from the start. It is essential to hear the lived-experience of community members and for researchers and policy-makers to value this kind of evidence and incorporate it into research and policy.
  
- 3) **All community projects must have an element of co-production** in them from the beginning which will include local community members, policy makers and other key individuals or organisations that are identified as important to the community. For example, the discussions that were held in workshop two were a rich example of the importance of knowledge exchange and co-production between groups. The success of this project and the case studies we heard from would not have been possible without this diversity and engagement of community members from the beginning, working in collaboration with a variety of stakeholders and partners from local and/or national government and researchers.

- 4) **Better communication and partnership.** If there are local and regional resilience partnerships in place, ensure that local communities are aware of who are in these partnerships, what their role is and how to contact them. Partnerships should also be actively engaging in supporting the development of social capital and community resilience before an extreme event takes place. There is a need for improved working, communication and collaboration between formal resilience groups linked to local authorities and Scottish Government with those more informal community networks which may often develop organically, particularly after extreme events. For example, this links to Recommendation One that ensures that is continued and sustainable availability of physical space for communities to use formally and informally.

## Conclusions/Next Steps

This project has provided much needed space and time to have rich in-depth conversations with community members, policy makers and academics that are interested in community resilience to extreme events. As is evident with just a glance at any media outlet, extreme events are becoming a regular occurrence, whether it is related to climate change, political acts or individual circumstances. As we are all members of communities, we all need to have a vested interest in how we support our communities in order to respond and react to the inevitable change and events that come with the current political and environmental contexts.

Utilising the framework of the National Centre for Resilience strategic objectives, it is believed that this project has been successful by taking action to:

### ***Support individual, organisational and community resilience across Scotland.***

The project brought together individuals from organisations and community groups across the realms of policy, practice and research in Scotland to discuss best practice and knowledge exchange in the area of community resilience. Facilitating discussions across stakeholder groups was promoted as was identifying ways to feedback the findings to the wider public. This occurred with the implementation of the photo exhibit and the public documents developed by SNIFFER. We have also created an online network for those who attended or were interested in the project through our Slack site.

***Contribute to the development of Scotland's resilience capabilities.***

By promoting discussion and collaboration across the sector, these workshops encouraged networks to develop that will assist in the development of Scotland's resilience capabilities. There was rich discussion around the definition of resilience and the different meanings it could take on in different scenarios. With this in mind, we were able to recognise the different needs of communities across Scotland, and that developing resilience capabilities needs to be contextual and fluid. These developments and interactions between groups/sectors continue through the Slack site and from connections made in person at the events.

***Improve the resilience of Scotland's critical infrastructure.***

Inclusion of government officials and public service employees in addition to the community groups and academics, ensured discussions are multi-disciplinary, cross sector and had relevance to policy as well as practice. Again, due to the wide range of participants that were present, it was important to recognise the different resilience infrastructure needs for communities across Scotland. Recognising there is not a one-size-fits-all approach will improve each community's ability to respond to extreme events in a way that is best suited for them.

***Support the development of innovative approaches to training.***

It was planned that one of the outcomes of the proposed workshops will be the development of materials that will support the dissemination of the workshop outputs and ensure that the community voice is included in the development of materials. The future creation of a framework and guidance based on the workshop and interview outputs will contribute towards future training in the field of community resilience.

***Develop new partnerships between individuals and organisations on resilience policy, research and practice.***

All participants of the workshops had an interest in resilience. Participants were from national community groups and public and private organisations across policy, practice and research. Although the core participants were from Scotland, there were international inputs into the project, specifically with the input from LifeMosaic. This project has also inspired ideas for future funding opportunities to take this methodological format to international communities and reflect on the similarities and differences between Scotland and other countries. We hope the Slack site will be a base for some of these interactions going

forward, but we are always aware that communities and connections are also built offline. One year on from the end of the project (July 2020) we plan to contact the participants of the workshops to quantitatively and qualitatively measure what connections, learning, collaborations and impacts have been made through this project. We will share these findings through the project website: <https://extremeevents.stir.ac.uk/projects/building-a-movement-community-development-and-community-resilience-in-response-to-extreme-events/>

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## Appendix 1 – Workshop 1 Briefing Paper

### Purpose of this briefing paper

This briefing paper has been produced to provide workshop participants, and those with an interest in the topic but unable to attend, with an overview of our research project. The briefing paper also serves to provide some starting points for discussion. We have written this paper with a focus on academic definitions and explorations, given our academic backgrounds, but are acutely aware that this is our biased position. Hence, we would welcome comments and discussion at the workshop and beyond about these topics and how we can make positive progress towards building community resilience to extreme events that is open and inclusive to inputs from a variety of voices. While academics can be guiltier than most for focusing on definitions and theories, we feel this is an important starting point for the network.

### Introduction to workshop and research project

In this workshop, we aim to explore current understanding of, and engagement with, community resilience in the face of extreme events. The workshop will bring together community members, resilience practitioners, policy-makers and researchers in order to begin conversations about how build a movement that develops community resilience.

This workshop is part of a research project called ‘Building a Movement: Community Development and Community Resilience in Response to Extreme Events’ that forms part of the work of the University of Stirling’s Extreme Events in Science and Society research programme, and is funded by the National Centre for Resilience. Whilst ‘community resilience’ is a topic that has been at the forefront of recent Scottish Government strategy and policy, there remains a gap in identifying what community resilience is currently enacted (particularly in Scotland), and how such experiences can be used to encourage further development of community resilience. This research project aims to address this gap. We believe creating a network of people interested in community resilience will be the first step in building and feeding into a movement(s) around creating a fairer, healthier and more ecologically sustainable Scotland.

### Research Team

- Dr Sandra Engstrom, Lecturer in Social Work, University of Stirling (<https://www.stir.ac.uk/people/257512>)
- Dr Fiona Millar, Research Development Officer, University of Stirling
- Dr Tony Robertson, Lecturer in Social Epidemiology and Public Health, University of Stirling (<https://www.stir.ac.uk/people/257342>)
- Mr Andrew Ruck, Research Assistant and PhD Student, University of Stirling

### Policy context

Community resilience is currently a topic of considerable political and policy relevance. For example, the Community Empowerment (Scotland) Act 2015 aims to give community bodies greater ownership or control of land and buildings, and to strengthen their voices in decisions relating to public services. It builds upon the Land Reform (Scotland) Act 2003 by extending the Community Right to Buy to include urban as well as rural communities, and by

giving Scottish Ministers new powers to compel owners of land deemed “abandoned” or “neglected” to sell this land to interested community groups. Meanwhile, the Scottish Government’s Resilient Communities Strategic Framework and Delivery Plan for 2017 – 2021 is an initiative aiming to create “communities that are inclusive, empowered, resilient and safe”. Among its strategic aims are to empower communities to address any resilience issues that affect them, enabling them to take measures to “prevent, prepare for, respond to and recover from emergencies, in a way that complements the work of the emergency responders”. Glasgow (along with Belfast, Bristol, Manchester and London) is also currently one of the 100 Resilient Cities initiative, set up by the Rockefeller Foundation to support cities around the world to become more resilient to the physical, social and economic challenges that are a growing part of the 21st century (see <https://www.100resilientcities.org/>).

#### Who are the Extreme Events in Science and Society group?

‘Extreme Events in Science and Society’ (<https://extremeevents.stir.ac.uk/>) is one of twelve overarching research programmes at the University of Stirling, bringing together researchers from across the University to conduct interdisciplinary research. Extreme events can range from bereavement to flooding; disease to social unrest. We research how societies and ecosystems might better respond to extreme events and prepare for the unexpected. We seek to enhance resilience at all levels, from societal to individual, and thereby influence policy. By enhancing resilience, those affected by extreme events are better able to cope; communities are given a voice; and risk and vulnerability on local, national and global scales are reduced.

#### What is the NCR?

This project is funded by the National Centre for Resilience (NCR) – a partnership organisation led by a steering group of resilience experts that aims to build Scotland’s resilience to natural hazards such as flooding and landslides (<https://www.gla.ac.uk/research/az/ncr/>). The NCR is funded by the Scottish Government and Scottish Funding Council, and hosted by the University of Glasgow. The Centre aims to improve understanding of the impact of natural hazards and provide support to responders and communities, including practical tool kits and resources for those who operate on the ground. It also aims to develop co-operation between practitioners, academia and policy-makers, in order to inform better practice in dealing with extreme events. Workshops such as this are an important means of addressing these aims.



#### What do we mean by ‘extreme events’?

Searching academic databases for the phrase ‘extreme events’ reveals that the majority of academic literature in this area focuses on weather or climatic events, and/or natural disasters such as storms, floods and earthquakes. Such events are also the primary focus of the NCR. The Extreme Events in Science and Society Research Programme, however, keeps the definition more open. For example, the term is also used in at least one article to refer to the rise of extremism in a given area (Ryan et al 2018). To us, extreme events might also include disease outbreaks, social unrest, or events leading to a serious economic downturn. Being open-minded to a wide-ranging definition of extreme events is a key

component of our programme's research and we will explore this with the group at this workshop.

### What do we mean by 'community resilience'?

Community resilience is a vast topic in academic research, with a search for the term on academic databases returning over 1.7 million results. Inevitably, across such a range of articles and academic disciplines, there are many different ways in which the term 'community resilience' is defined and understood. Even the separate words 'community' and 'resilience' are difficult to define with any precision. Below, we first explore interpretations of each of these terms with reference to literature on community resilience.

#### Community:

While common sense definitions of community often focus purely on geographical location, an increasingly interconnected world gives rise to a number of alternative understandings of the term. Cinderby et al (2014), for example, point out that communities are increasingly virtual and physically dispersed (p.51), often consisting instead of a 'social network' that extends beyond a given geographical area (Jones et al 2010). The term community has long been used to refer to those connected by similar interests and affiliations that cut across multiple areas. For example, as Johnston et al (2000, p.101) point out, ethnic groups within the UK are often referred to as 'communities', regardless of whether or not they live in the same immediate locale.

In relation to community resilience, Ntonis et al (2018) identify three types of communities, other than those pertaining purely to geographical location:

- Communities of interest: groups within a geographical area, or across multiple areas, with similar affiliations.
- Communities of circumstance: communities that are based on people's shared experience of a common adverse incident.
- Communities of supporters: communities that are based on groups of volunteers within organizations.

Importantly, Ntonis et al (2018) point out that geographical communities tend to be the main targets of community resilience initiatives, with no specific guidelines given to the other types of communities listed above. They argue that this lack of guidelines amounts to a considerable shortcoming, since the emergence of communities of 'interest', 'circumstance' and 'supporters' is common in the aftermath of extreme events.

#### Resilience:

Following Magis (2007), Cinderby et al (2014, p.51) provide a succinct definition of resilience based on themes cutting across numerous studies: the "capability of individuals or systems (such as families, groups, and communities) to cope successfully in the face of significant adversity and risk" (see also Lyons et al., 1998). Southwick et al (2014), referring to a panel event in which various experts offered their views on the meaning of 'resilience', also point to adversity as a key theme cutting across definitions – again, this refers to the ability of both individuals and/or communities to remain positively functioning following adverse events. Importantly, then, resilience operates at different levels – including the individual and the community. Ryan et al (2018) explore the links between resilience at different levels, and find that "there is no empirical evidence to suggest that individual resilience alone predicts community resilience and in turn national resilience" (p.673). Community resilience, then,

cannot simply refer to a collection of resilient individuals, but instead encompasses more complex sets of relations cross-cutting these different levels.

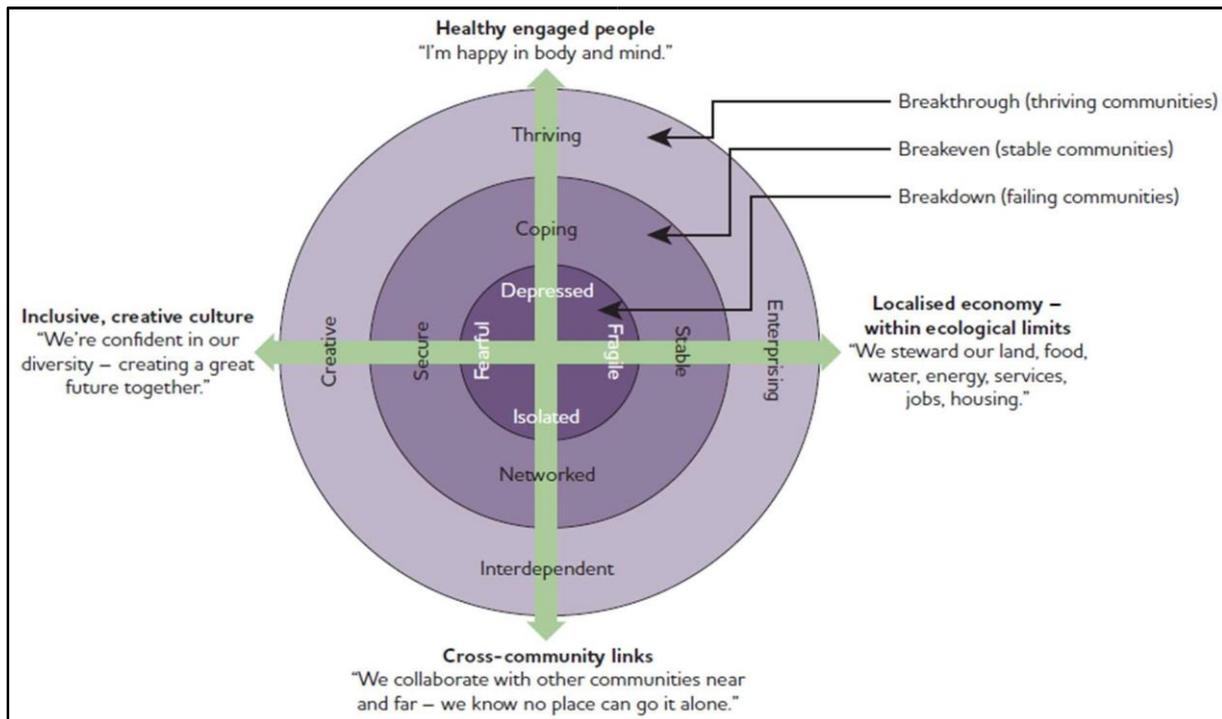
Olsson et al (2015) offer a cautionary note with regard to the use of the term 'resilience'. Resilience, they contend, is a term more associated with the natural sciences – for example, to refer to the capacity of ecosystems to respond to climate change. When used in the social sciences, however, key ideas such as agency, knowledge and power are often not taken into account, meaning that the term “can become... a depoliticizing or naturalizing scientific concept or metaphor when used by political actors” (p.9).

Community resilience:

Patel et al (2017) recently investigated the definitions of 'community resilience' in eighty relevant research papers, and found no evidence of a common, agreed definition. The term community resilience, they contend, is used and understood differently in different areas of research. Wilding (2011) found a similar lack of consensus with regard to the definition of community resilience, but argues that this could be a good thing, since it gives local people the opportunity to decide what it means in their particular context. Meanwhile, as Usher-Pines et al (2013) contend, discussions around the definition of community resilience, while important, nonetheless carry the potential to distract from the task at hand – that is, to better prepare communities to respond to and recover from extreme events.

### **Building blocks of community resilience**

In-keeping with Usher-Pines et al's (2013) contention above, academic literature has recently moved away from developing a one-size-fits-all definition of community resilience, to instead identify the common elements that make a community resilient (Kirkpatrick 2019). To this end, Patel et al (2017) identify nine core elements of community resilience that were common across the studies they reviewed: local knowledge; community networks and relationships; communication; health; governance and leadership; resources; economic investment; preparedness; and mental outlook. Wilding (2011), meanwhile, has developed a framework that proposes four key characteristics (or dimensions) of communities that are becoming more resilient. These are visualised below, and include healthy and engaged people; an inclusive culture creating a positive sense of place; a localising economy; and strong links to other places and communities.

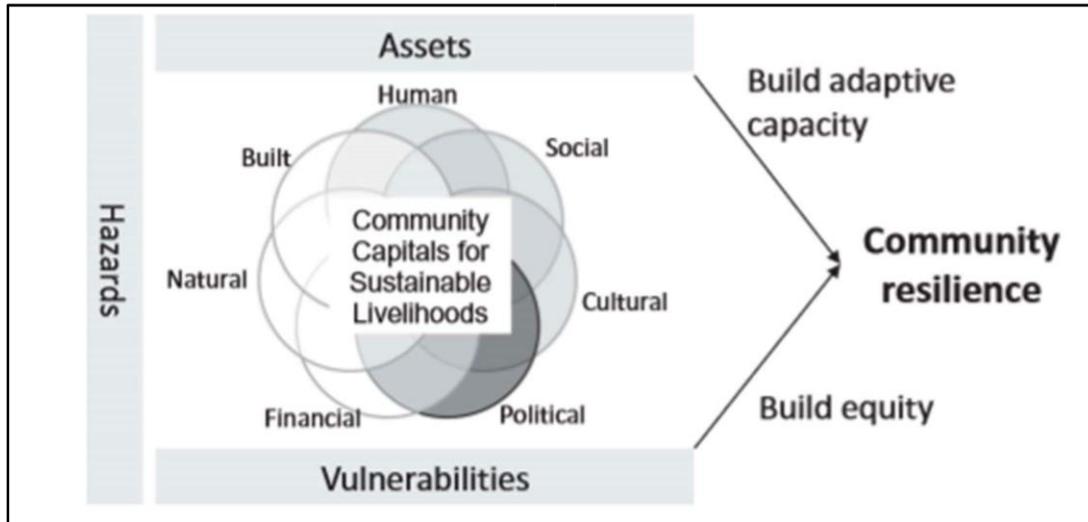


Compass visualisation of the different axes of community resilience (Cinderby et al, 2014, adapted from Wilding 2011)

Other frameworks used to identify aspects of a community's 'resilience' include the USAID resilience framework, as discussed by Haggard et al (2019). As explained by these authors, a resilient community, according to this framework, is one that can achieve as a minimum the following four outcomes in the face of ongoing "shocks and stressors" (p.1):

- Adequate nutrition
- Food security
- Economic security
- Ecological sustainability (see also Frankenberger et al 2013)

Cafer et al (2019, p.1), however, point to limitations of this framework, namely, that a focus on these four outcomes "ignores other important system-level capacities". They instead develop a formula for determining a community's level of resilience that takes into account the number of systems in a given community that are addressing resilience, the number of assets available to these systems, and the number of hazards for which community systems have prepared (pp.7/10). This "community resilience framework" is depicted below.



Cafer et al's (2019) community resilience framework

### Social capital and beyond

Researchers have also drawn upon existing social theories to try to determine the features that make 'resilient communities'. One theory used in several studies is that of 'social capital'. This idea was originally developed by French sociologist Pierre Bourdieu (e.g., 1980, 1986), and with regard to community, developed by Robert Putnam (2000) in a study of the decline of community in the USA. Social capital includes the following forms of 'capital' (Wilding 2011):

- Bonding capital: close ties between people going through similar situations, e.g. family, close friends.
- Bridging capital: looser ties to similar people – e.g., online.
- Linking capital: ability of groups to access resources from beyond their immediate community. Ensures that people with different levels of power and status meet and learn from one another.

Aldrich (2012) argues that after an extreme event, high levels of the social capital are key to a community's recovery – more important, in fact, than factors such as the community's socioeconomic status, or the amount of aid received. Poortinga (2012, p.286), meanwhile, also points to the importance of "bonding and bridging social cohesion, civic participation, heterogeneous socio-economic relationships, and political efficacy and trust" for community health.

Cinderby et al (2014) and Poortinga (2012) expand the focus on 'capitals' beyond social capital, instead pointing to five 'capitals' which have "relevance to identifying options to improve community resilience and sustainability in the face of climate change impacts" (Cinderby et al 2014, p.52). Healthy and resilient neighbourhoods, they contend, often have a balance of all of these forms of capital. It should also be noted that Cafer et al (2019), cited above, similarly point to the existence of different "capitals" when setting out their community resilience framework. These capitals are:

- human capital (e.g., 'skills and education')
- social capital (see above)
- built capital (e.g. access to amenities)

- natural capital (e.g. access to green space)
- economic capital (e.g. income, savings or government grants).

### Process or outcome?

Importantly, several researchers in this field argue that regardless of the definitions or frameworks applied in the studies cited above, community resilience ought to be seen as a process, rather than an ‘outcome’ – that is, it is never a static entity that can necessarily be ‘achieved’ (Norris et al 2008, Ntonis et al 2018). Rather, it is a continuous process of adaptation, and development/ maintenance of the key features that would mean greater resilience in the face of an extreme event.

### **Summary**

In this briefing paper, we have aimed to provide an introduction to the upcoming workshop, and its accompanying research project, ‘Building a Movement: Community Development and Community Resilience in Response to Extreme Events’. As well as outlining the recent policy context, we have introduced the debates and discussion surrounding the definition, and/or key characteristics, of community resilience. Since this is a current and emerging area of research, there is a need to further develop understanding of what makes a community resilient, how to determine a community’s level of resilience, and how to ensure that this resilience continues to be built. We are therefore aiming to build a network that brings together the key voices in this discussion. We recognise that academics are only part of this discussion, and that the voices of policy makers, resilience practitioners and community members are of equal, if not greater, importance. This workshop is a first step towards achieving this aim.

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## Appendix 2 – Workshop 2 Briefing Paper

### Purpose of this briefing paper

This briefing paper is produced to summarise the key elements which arose in Workshop 1 and to introduce Workshop 2. We hope that this will inform participation in Workshop 2 and provide context for further discussion and action. This information will also be of use to those who are not able to attend but may wish to follow the progress of the project.

Previously circulated information, including the Introduction to the project and the Briefing Paper for Workshop 1, is available on request. To read more about Workshop 1, including the slides and notes from the day, please visit our [project webpages](#).

### Introduction to Workshop 2

This workshop is designed to build upon the conversations begun in Workshop 1 and to explore experiences of community resilience and insight gained from case studies. Through this collective process we hope to enrich our understanding of the issues, concerns, limits and potential of community resilience to extreme events.

This workshop is part of a research project called ‘Building a Movement: Community Development and Community Resilience in Response to Extreme Events’ that forms part of the work of the University of Stirling’s Extreme Events in Science and Society research programme, and is funded by the National Centre for Resilience. Whilst ‘community resilience’ is a topic that has been at the forefront of recent Scottish Government strategy and policy, there remains a gap in identifying what community resilience is currently enacted (particularly in Scotland), and how such experiences can be used to encourage further development of community resilience. This research project aims to address this gap. We believe creating a network of people interested in community resilience will be the first step in building and feeding into a movement(s) around creating a fairer, healthier and more ecologically sustainable Scotland.

This free, one-day workshop will focus on current best practice in community resilience and practical steps for building a network and community of our own around community resilience to extreme events. Following on the discussions from workshop 1, we will hear from community groups about their experiences of building community resilience and will hear from those working in government and the statutory sector about how we link grassroots approaches to current and emerging policies and programmes. Confirmed speakers include Kerry Jardine and Ralph Thrope from the Resilience Division, Scottish Government, Hugh Deeming from the [Emergency Planning College](#), and community case studies including [Sustaining Dunbar](#), [The Garioch Partnership](#), [the Isle of Bute Resilience Team](#), [Braemar Care](#) and [Eden Project Communities](#) (see end of document for biographies of each of our case studies).

**Aims of the day:**

- Showcasing examples of on-the-ground work
- Improving understanding between communities, community organisations, policy-makers, practitioners, policy-makers and researchers
- Increasing the likelihood of future connections between these groups

Refreshments and tea/coffee will be provided during the day.

Please join in the conversation and keep it going using hashtags linked to our workshops and projects: #CR2EE, #StirExtreme

**Timetable:**

09:30: Arrival (with tea/coffee)

10:00: Welcome and intro activities

10:30 - 11:00: Community resilience policy landscape - Resilience Division, Scottish Government

11:00 - 12:00: Improving the links between communities and policy

12:00: Lunch & Networking Opportunity - served in the Uist room

12:45: Keynote - How research can help link community groups and policy

13:45: Case Study Discussion Groups: showcasing current practice (plus coffee!)

15:30: What we've learnt and next steps

16:00: Close

Travel bursaries are available for those working/volunteering for charities, community groups, on low incomes, unemployed or students. Please contact Fiona Millar ([fiona.millar1@stir.ac.uk](mailto:fiona.millar1@stir.ac.uk)) in advance of the workshop if you would like more information and to request one.

This workshop is the second in the series, following our [first workshop in February 2019 which started the process of building a network](#). A public event will also take place in July 2019 at the University and similarly a further invite will be shared nearer the time.

**Research Team**

- Dr Sandra Engstrom, Lecturer in Social Work, University of Stirling <https://www.stir.ac.uk/people/257512>
- Dr Fiona Millar, Research Development Officer, University of Stirling
- Dr Tony Robertson, Lecturer in Social Epidemiology and Public Health, University of Stirling <https://www.stir.ac.uk/people/257342>
- Dr Paul J Docherty, Research Assistant, University of Stirling

### Notes from Workshop 1

In our first workshop we engaged in group discussion around the following prompts in relation to community resilience to extreme events:

Q1 What are the knowledge / evidence gaps?

Q2 Building a Movement vs Building a Network

Q3 Who is missing?

Q4 Are there exemplars of good practice/greater insight from communities?

In response to each of these questions there were a number of areas highlighted by the discussion groups. These are summarised below.

#### **Q1 What are the knowledge / evidence gaps?**

Responses to this question fell generally into two categories: information and the processes around dissemination and application of that information. Issues highlighted included:

1. **Lack of Public awareness** of what information is available, how to access this information, and what the relevance of this information is at a community level. (NB Community Risk Register identifies top 10 risks for Scotland but not well promoted.)  
There is a need for greater realisation by the public about addressing community resilience locally. Whilst structures may be in place these may also form barriers as many communities don't want to be linked to statutory organisations and are resistant to the 'command and control' approach to delivery which is commonly applied.
2. **Expectations** of what others can provide - 'Someone else's job' / lack of ownership
3. Lack of evidence about **gender based violence** – knowledge gap between theory and action
4. Limited knowledge about what happens **to children/young people/those with disabilities/ marginalised groups in disasters**. There is some evidence but it is not well understood by policy makers.
5. What do we gain? **Lack of access** to information and help
6. **Gap** between theory and practice
7. Evidence lacking for **turning knowledge into action/change**
8. **Shared identity**. The core of community resilience lies in shared identity, but we don't understand what we share. It's not a yes/no if something works, there is fluctuation and a range of impact, especially after events. Longitudinal evidence and research is needed and a recognition that there is a temporal ebb and flow of community resilience
9. We don't understand **what turns a locality into a community** – this comes and goes, fluctuates after an emergency and state intervention can divide a community. We need a long term understanding of what happens after the cameras go home  
There is a process of negotiation and empowerment but it's hard to evidence 'what made it work' and there is a lack of value in these processes too.
10. Transferability of **best/good practice** – We noted that what works well in one place doesn't necessarily work elsewhere. We often evaluate things/schemes rather than **underpinning processes** such as galvanisation. Nuancing and capturing what makes things work is important. The parts of the puzzle that drive change are often not valued – need to understand them more

11. **What is the reality now?** Extreme events are constantly happening. There is lots of knowledge that comes together in events like this but there are so many people doing similar work and not linking up effectively.
12. **Lack of clarity** on how we build a movement.
13. Importance of noting the **positive benefits** of increasing community resilience.

## Q2 Building a Movement vs Building a Network

This discussion considered what connections are required in order to share information and to build the evidence that is needed for informed decision making. This also looked at the need for transition from an information network to a movement for community resilience.

1. **Importance of a shared vision** and ownership to make any intervention/project more sustainable
2. **What connections are needed** to build and share?
3. Good example is Women for Independence and how that developed. Women for independence movement started out of the Scottish Independence movement - it is still going as a collective because of a **shared sense of ownership**
4. All local authorities have structures in place to support community resilience. However, these structures seem to have little **community voice** within them and people are not hearing about them.
5. **Need balance between official system/structures and people's voice.** Sometimes people don't want to connect if they don't feel empowered.
6. **Communities are not just geographical**, how to connect between communities of interest and promote appropriately
7. Connections/connectivity – **meta knowledge and meta belief** - how do you change what people know about what other people think – shift in psychology – what influences behaviour isn't so much what people think but what they think others think
8. Connectivity in communities is **hidden and gendered**. Women are supportive but often the support networks are informal, hidden and fragmented
9. **Websites and social media** can be useful
10. **Denial**. Attitude that 'it's not going to happen to me' is a barrier to taking action.

## Q3 Who is missing?

- Funders
- Community council reps
- Emergency planning college
- People from communities who have experienced extreme events
- Community volunteers
- Scottish Flood Forum
- Private sector
- People who manage critical infrastructure

## Q4 Are there exemplars of good practice/greater insight from communities?

- Scottish Flood Forum
- Social Care in Aberdeenshire (Braemar shared care)

- Refugee integration programme in Glasgow  
<https://www.gla.ac.uk/research/az/gramnet/unesco/>
- It was also discussed that we can often learn more from bad practice where things have gone wrong or not worked as expected

## **Case Studies**

Below you will find a few examples of some of the cases that will be presented at this second workshop to showcase how community resilience is being built in Scotland.

### **Eden Project Communities**

At Eden Project Communities, our aim is to improve the happiness and wellbeing of people across the UK by helping to build more resilient and better connected communities.

We support and encourage people all over the UK to take positive actions that strengthen local connections and build stronger communities.

Through the Big Lunch initiative and our national network, we bring people together to build their confidence and grow and share their talents. We support individuals and communities as they create positive change to tackle local issues that matter to them most.

We started off with a very simple idea: one day a year when, for a few glorious hours, cars stop, shyness stops, gloom lifts and communities come together in streets, parks, gardens, beaches, community centres and village halls to meet, greet, share, swap, sing, play and laugh for no reason other than that we all need to.

And so The Big Lunch was born. Since it began in 2009, The Big Lunch — the UK's annual get together for neighbours — brings together an average of 6 million people across the UK each year.

Our research over the past 10 years shows that the Big Lunch connects people and encourages friendlier, safer neighbourhoods where people start to share more — from conversations and ideas, to skills and resources.

For many, holding a Big Lunch ignites a passion for doing more good things in their community, and through our UK wide network, we support over 1,500 people to deliver community-led projects that make a positive difference where they live.

### **Braemar Care**

Braemar Care grew out of a Community Action Plan meeting in 2015 due to the inability to recruit and retain Care staff locally.

This was exacerbated by:

- geography
- the relatively low but fluctuating need for personal care
- Poor public transport links
- The requirement by the local authority to work in a larger area

We also identified a need for general household support, transport, befriending etc. The GP practice population currently stands at c600: 65-74yrs 16%; 75yrs+ 12%.

Our vision is to facilitate safe, effective and sustainable care and support services which would be Community 'owned', driven and accountable. To identify and support local carers based

on local knowledge and tap into the strength and commitment of the community and to use the already present flexible employment patterns.

We held a series of consultation events with the local community such as Stakeholder workshops involving Aberdeenshire Health & Social Care Partnership & Council, Independent sector providers (VSA, Cornerstone, MyCare), the Scottish Government and the Care Inspectorate. There were visits, exchanges and learning from community-driven projects in other parts of Scotland (Bolleskine, Highland Home Care, Perthshire Health & Wellbeing Coop, Grampian Opportunities etc), an exploration of various organisational and delivery models, accessing independent legal/HR advice and there were grants from Aberdeenshire Health & Social Care Partnership, Aberdeenshire Council, Scottish Government and additional fundraising.

### **The Garioch Partnership**

The Garioch (pronounced Geer-ree) Partnership is a community-led independent community development organisation that uses its members' networks to build stronger, more successful, more sustainable communities in the Garioch Area of Aberdeenshire.

We support people and communities with projects of all sizes, both existing and new, enabling and encouraging, and harnessing the skills and enthusiasm of local people. We can provide information and advice on project planning, funding, community consultation and engagement, governance and dealing with "red-tape".

After the 2016 flooding from Storm Frank that really badly affected Inverurie and Port Elphinstone, and other Garioch communities, we supported people to come together to form a community based resilience group and continue to support the development of community resilience.

### **Sustaining Dunbar**

Dunbar is a small and rapidly growing town on the coast, thirty miles east of Edinburgh.

**Sustaining Dunbar** is the community development trust for Dunbar and District. Our aim is to stimulate and support action to create a carbon neutral community in which everyone can thrive in a regenerating local environment. Our vision is for Dunbar and District to be a great place to live at every stage of our lives, with a vibrant local economy offering good jobs and a range of goods and services, and where we can all enjoy the beauty and abundance of the natural world.

Our approach is to collaborate with groups in Dunbar, and with communities nearby and further afield, to learn from each other, work together and find ways forward that make a real difference. We seek to bring people together through practical projects and a regular programme of events where they can share their hopes and concerns, explore ideas and be inspired by positive stories of community-led action from across the world.

We launched in 2008 and have run a wide range of projects around energy, food, travel and waste and we have incubated various community enterprises including a bakery, a carshare club and a waste reuse hub. We developed a '[Local Resilience Action Plan](#)' which was first published in 2011. Our main projects at present are the running of a community web platform, the development of a community garden and orchard as a therapeutic, growing and learning space and the creation of a Coworking hub to provide local workspace and support the development of new enterprises.

More information on our website: [www.sustainingdunbar.org](http://www.sustainingdunbar.org)

### **Isle of Bute Resilience Team**

This team was established to respond to local emergencies and can be contacted via Police Scotland or Facebook. Our group was formed in March 2018 following the bad weather we had, we will also be assisting Rothesay Community Council Emergency Plan.

The town already relies on a host of volunteers and emergency services but the idea of having a trained group, drawn from the wider community who could be called upon in times of need. We have recruited 24 members of the public and they have been trained in various areas and now have a good understanding of what is needed at incidents and what would be expected of them. We have also undertaken training in basic skills such as map reading and first aid and radio communications.

The challenge with a group like this is that in a serious situation we could be asked to do just about anything, from helping to open a rest centre and make cups of tea right through to helping search for a missing person. That means our training has to reflect this and be broad ranging. We meet one or two days a month with a set training plan outdoor and indoor all year round, which helps to keep the group working as a team. The team has invested in equipment to allow us to operate professionally and this includes hi-vis jackets/vests, radios, first aid kits and much more. Our team will always be identifiable at all times.

We hope nothing serious will ever happen within our community but being realistic and looking back over the years, we know that one day it will. It is essential that communities are able to help look after themselves and even be able to manage a crisis while help is on the way and that what our team is all about.

We can be contacted on 07922883732 or [bteresilience@gmail.com](mailto:bteresilience@gmail.com). We are also on Twitter: @resiliencebute

### **Next Steps**

The next steps are to conduct empirical research through interviews that will evaluate the discussions we have had throughout the two workshops. Using qualitative interviews we will ask questions around:

- How do we pool knowledge, experience and evidence from diverse communities?
- How do we prevent the voices from the lived-experience from being ignored or overshadowed?
- What are the key issues from the project that need to be taken further in practice, policy making and research?
- Which formats can they be taken forward in? Who can take them forward?
- What might be some appropriate structures / models for supporting emergence of community resilience?

The aim of this empirical research is to establish an agenda for collaboration and opportunity for further knowledge exchange through developed multi-disciplinary collaborations across research, policy, practice and communities.

We would also like to invite you to consider taking part in our photo voice project. Photo voice is a way for individuals to capture the lived experience of their community and to encourage the use of photography for social change. It is a way for individuals to represent themselves and tell their own story through their photos. We will have more detailed information about this process after the workshops are complete.

Finally, we invite you to join us in a final public event at the MacRobert Arts Centre in Stirling showcasing the work of the group, including some of the photos and walking diaries to be held at the end of July (date to be confirmed). This will also be a chance to reconnect with workshop participants and promote continued networking and relationship building.

### **Links**

**Scottish Government's** Resilient Communities Strategic Framework and Delivery Plan 2017 – 2021 <https://www.100resilientcities.org/>

**Extreme Events in Science and Society** – Research Group, University of Stirling  
<https://extremeevents.stir.ac.uk/>

**National Centre for Resilience (NCR)**  
<https://www.gla.ac.uk/research/az/ncr/>

Full details on this research project (Building a Movement: Community Development and Community Resilience in Response to Extreme Events) and events are available at the [project website](#). This project is funded by the [National Centre for Resilience](#) to [Sandra Engstrom](#), [Fiona Millar](#) and [Tony Robertson](#).