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Communities Prepared (Pilot) Evaluation

Final Evaluation Report

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Collingwood Environmental Planning Limited

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Executive Summary

Cornwall Community Flood Forum (CCFF) in partnership with Cornwall College and Groundwork South (GWS) were funded through Big Lottery Reaching Communities Fund to carry out the Communities Prepared (CP) pilot. The Pilot ran from February 2016 until February 2018. The programme has developed and tested the Community Resilience Toolkit developed by CCFF following the 2010 floods in Cornwall. The project involved revising and updating the original Toolkit and testing the consistency and effectiveness of its delivery through training and community development across a range of geographies. The Environment Agency (EA) provided in-kind funding to allow collaborative working between Groundwork's officers and EA flood advisors.

The purpose of the evaluation was to provide an ongoing review of the work carried out by the project and to provide information to allow changes and sustainability options to be developed ahead of the Phase 2 application and national roll out of the approach. The communities undertaking the training have had an important role in inputting to the evaluation, providing critical review of training techniques, information and support.

Overall, the project aimed to help remove long-established barriers to community resilience (such as communities' lack of knowledge about the roles of emergency services and how they relate to community volunteers before, during and after an incident) and contribute to creating a national framework for community resilience that promotes community ownership and empowers volunteers. This was expected to contribute significantly to local communities' understanding of community resilience, their ability to plan for and respond appropriately in emergencies. The learning from the pilot phase was intended to provide a national legacy of community resilience resources to be used in Phase 2.

Specific objectives derived from project outcomes were to:

- make people better informed, able to prepare for and respond safely to emergencies or natural disasters
- test the effectiveness of the Toolkit approach in developing community volunteers' confidence and ability to remain safe and play an effective role before, during and after an emergency or natural disaster
- identify how and in what ways the development of the confidence and capacities of community volunteers contributes to increasing the resilience of communities to emergencies or natural disasters.

The following theory of change was outlined at the start of the Pilot:

> *The provision of targeted and effective training on flooding and other hazards to engaged local volunteers enables them to better protect themselves and to lead and assist their communities to become more resilient, thereby reducing the damages caused and increasing the community's capacity to manage the emergency.*

The conditions for success were that the training provided is high quality and relevant, and that the local volunteers receiving the training are engaged or committed to working to increase local resilience. The training activities, including exercises and support in developing emergency or flood plans, were expected to result in those trained being more resilient both as individuals and as part of their community, so that in the long run these communities can respond more effectively in emergency situations.

The Pilot tested an approach to providing training and support to local volunteers to prepare for and respond appropriately to the risk of flooding in their communities.

The Pilot target was to work with 100 community volunteers from ten communities over two years.

The results show that at least 272 local volunteers or flood wardens from 30 communities were engaged; many of these completed a six-hour training programme, usually within their own community setting.

In addition to the training, the Pilot provided ongoing support for communities in increasing their local resilience to flooding and other emergencies.

The table shows the extent to which the Pilot achieved its outcomes.

Table: Quantitative indicators for the success of the Communities Prepared (CP) programme in achieving its intended outcomes

Pilot Outcomes	Indicators	Results (Evidence)
Outcome 1: People are better informed and able to prepare for, and respond safely to, emergencies.	50 people per year on the CP programme demonstrate they understand the complexities of community emergencies.	Year 1 & Year 2 9 communities/111 wardens or volunteers participating in testing flood plans, demonstrating they understand the complexities of community emergencies.
	50 people per year on the CP programme feel that they are better informed and able to respond to an emergency or disaster.	Community coordinators representing 82 volunteers (Year 1) and 60 volunteers (Year 2) state that their communities are able to deal with flood risks and the problems they cause (Interview Question 11).
	140 volunteers actively using the Toolkit and eLearning modules over the Pilot period.	72% of groups trained were reported by community coordinators to be using the training materials. Extrapolating to all the groups trained[1], this equals 145 people using materials (Interview Question 6).
Outcome 2: Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency.	30 people per year on the CP programme demonstrate that they are healthier and happier through surveys and verbal feedback.	Not possible to measure. In verbal feedback at observations, participants indicated that they felt more optimistic, relaxed and able to take action.
	30 people per year on the Communities Prepared programme feel that they are better informed.	Of the participants completing the training feedback form, 37 in Year 1 and 28 in Year 2 agreed with the statement, 'I know more about flood emergencies than before the training'.
	20 people from 10 communities act as 'Community Champions' taking the lead within the community setting each year.	30 communities participated in the Pilot over the two years. Each community had one or more community coordinators or champions.

[1] Not including groups that received 'one-to-many' training rather than the programme's training and support package.

Pilot Outcomes	Indicators	Results (Evidence)
	100 people using the Toolkit report increased confidence in acting in an emergency situation by the end of the programme.	Of the participants completing the training feedback form, 45 in Year 1 and 34 in Year 2 agreed with the statement, 'I would know what to do in the case of a flood emergency in my community.' And see Outcome 1 Indicator 2 for further data about confidence.
	100 people using the Toolkit report greater understanding of risk associated with emergencies and disasters and therefore being safer in community emergency situations.	124 participants in 10 groups received Personal Protective Equipment (PPE) and training in how to use it. Of the participants completing the training feedback form, 32 in Year 1 and 23 in Year 2 agreed with the statement, 'I am likely to change something that I do as a result of taking part.' Of those who commented on what they would change, approximately half mentioned increased safety for themselves or other volunteers.
Outcome 3: Communities are stronger, and more resilient to, the impact of emergencies that face them and the subsequent recovery period.	50 community volunteers per year demonstrate increased confidence and self-esteem.	Community coordinators representing 82 volunteers (Year 1) and 60 volunteers (Year 2) state that their communities are able to deal with flood risks and the problems they cause; and that the Pilot has increased confidence. (Interview Question 11).
	5 communities per year where the Toolkit is implemented show cohesion, collective working and leadership.	Community coordinators in four communities in Year 1 and six communities in Year 2 state that the training has had an impact on community cohesion (Question 13).
	10 communities where the Toolkit is implemented have an emergency plan and strategies in place to respond to a recover from emergencies facing the community, including flood, fire, flu, snow, and heat, by the end of the Pilot.	By the end of the Pilot 23 communities had an emergency plan or flood plan in place; many of these had carried out reviews of their risks to keep the plan up to date (Project Manager Operational Report).

The Training Toolkit, as developed through the project, provided valuable support for the development of community capital and institutional resilience in communities at risk of flooding or natural disasters, including the way that the support is accessed by participating community flood wardens. The Training Toolkit developed has a number of important benefits:

- it provides a consistent core approach, supported by a set of materials covering a range of topics addressing the different issues arising in different flood risk contexts;

- it emphasises the centrality of the relationship between training and practice, e.g. understanding the nature of flood risk and the development and testing of community flood plans;
- it prioritises 1-2-1 training provision for commmunity groups (CP approach) over the 1-2-many approach which brings a number of volunteers, flood wardens or Community Coordinators together for a shared training sesison (traditional EA approach used in Dorchester). The 1-2-many approach does have an advantage in terms of encouraging networking and support across groups and may be the right option in certain circumstances, such as a refresher for previously 1-2-1 trained flood wardens.
- it seeks to achieve a balance between a consistent approach across the country and local relevance;
- it allows flexibility through providing multiple entry points to the Flood Cycle so that communities / groups can start at the point that is relevant to them.

The Pilot made a significant contribution to strengthening both community capital and institutional resilience. As the Pilot is taken forward to roll out, it is recommended that it develop the following areas:

- Further develop the community flood resilience approach (Flood Cycle) by clarifying how flood resilience institutions and professional partners could best work with flood groups and flood wardens in the future.
- Identify any conditions that are associated with faster and more effective processes of engagement (or conversely, with slower and more difficult engagement) to help planning and implementation of work to enhance community resilience.
- Revisit the challenge of identifying capacities that would help communities become more resilient to a range of natural emergencies.
- Develop a better assessment of the full range of benefits provided by the Training Toolkit and Flood Cycle as the basis for the development of a range of options for future funding.

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Glossary of acronyms

CCFF	Cornwall Community Flood Forum
CPPB	Communities Prepared Project Board
EA	Environment Agency
FRS	Fire and Rescue Service
GWS	Groundwork South
PPE	Personal Protective Equipment

1. Introduction

Cornwall Community Flood Forum (CCFF) in partnership with Cornwall College and Groundwork South (GWS) were funded through Big Lottery Reaching Communities Fund to carry out the CP Pilot. The Pilot ran from February 2016 until February 2018. The Pilot developed and tested the Community Resilience Toolkit developed by CCFF following the 2010 floods in Cornwall. The Pilot involved revising and updating the original Toolkit and testing the consistency and effectiveness of its delivery through training and community development across a range of geographies. The Environment Agency (EA) has provided in-kind funding to allow collaborative working between Groundwork's officers and EA flood advisors.

Collingwood Environmental Planning (CEP) was commissioned to conduct a process and impact evaluation of the Pilot across its two-year lifetime.

This Evaluation Report covers the full Pilot period of two years, with an extension of one month (February 2016 to the end of February 2018). 30 at risk communities received training and support from the Pilot, with a total of 272 volunteers trained. The Pilot did initial work with six further communities who did not go on to complete the training. 71 volunteers were trained at 'one-to-many' training events which used the training materials but did not link the training with a programme of support for individual communities in building resilience. Table 1 shows the communities that completed training; the full list of Pilot communities can be found in Appendix 1.

Table 1: Communities trained and supported by CP Pilot

Local Authority / Community	Type of community (rural/urban/industrial estate)	Participant Completion Certificates Issued
Bath and North East Somerset County Council		
Chew Magna	Rural	17
Keynsham	Industrial estate	Not available
Bristol City Council		
Bristol City	Urban	14
Cornwall County Council		
Lostwithiel	Rural	4
Par & St Blazey	Rural	14
Port Isaac	Rural, coastal	4
Portreath	Rural, coastal	18
Devon County Council		
Berrynarbor	Rural	2
Brixham, Galmpton and Paignton*	Coastal town	26
Brixton and Yealmpton*	Rural	12
Buckfastleigh	Rural	13
Cockwood, Devon	Rural, coastal	2
Fremington	Rural	2
Galmpton	Rural	2
Horrabridge	Rural	12
Lapford	Rural	9
Lympstone	Rural	14
Stoke Canon	Rural	9
Stokeinteignhead	Rural	19
Weare Giffard	Rural	7
Dorset County Council		
Beaminster	Rural	6
Bridport	Market town	8
Iford	Caravan park	7

Local Authority / Community	Type of community (rural/urban/industrial estate)	Participant Completion Certificates Issued
Somerset County Council		
Minehead	Coastal town	8
Ruishton	Rural	7
Watchet	Rural, coastal	8
South Gloucestershire County Council		
Swineford	Rural	5
Wiltshire County Council / Salisbury City Council		
Salisbury	Urban	9
North of England		
Parbold, Lancashire	Rural	10
Sutton-on-Hull, N Yorks	Urban	6
TOTAL: 30 communities		**272 trained participants**

*In some cases, trainees from nearby communities participated in the training sessions as they were going to be supporting the main community (e.g. Brixton Emergency Warden Group supporting Yealmpton) or were hoping to set up or further develop groups in their own communities (Galmpton and Paignton).

Objectives of the evaluation

The objectives of the evaluation were to provide an ongoing review of the work carried out by the Pilot; and to provide information to allow changes and sustainability options to be developed ahead of the Phase 2 application and national roll out of the approach.

The evaluation was intended to:

- identify what works well and what works less well in the application of the Toolkit approach, including what characteristics of both the trainers and the communities receiving the training and wider Toolkit support contribute to success;
- highlight reasons for these characteristics or components of the approach being more or less successful in achieving the Pilot's objectives, by using a logical model that maps the linkages between inputs, activities, outputs and outcomes and the achievement of the intended impacts;
- explore how far and in what ways contextual factors influenced the achievement of the outcomes;
- enable those involved in and benefitting from the Pilot to provide direct feedback;
- provide information to partners to enable them to report to funders and others about how the Pilot is performing and how they have adapted it to changing circumstances.

The communities who participated in the Pilot have contributed to the evaluation, providing feedback on the training methods and materials, the information and support received and the outcomes of the Pilot.

We hope that the results of this evaluation will be used by council officers and Councillors in Lead Local Flood Authorities and other local authorities, risk management authorities and by community groups to understand the role of local groups and volunteers in managing risks and emergencies, especially flood risk, and the way that support and training can help them play this role most effectively.

Structure of the Final Evaluation Report

After the discussion of the evaluation objectives in this section, the report sets out the background to the CP Pilot including the Pilot's objectives and components (Chapter 2).

Chapter 3 summarises the evaluation framework and approach, including the evaluation questions and tools used. A full discussion of the development of the evaluation framework was included in the Interim Year 1 Evaluation Report in September 2017.

Chapter 4 describes the Pilot activities and outputs and assesses how far the Pilot outcomes have been achieved.

Chapter 5 draws on the findings in order to answer the evaluation questions.

Chapter 6 provides conclusions about the training-based approach for developing community resilience to emergencies that was tested, as well as wider learning from the Pilot.

2. Pilot background and description

The pilot phase of the CP project ran from February 2016 – February 2018: two years plus an extension of one month. This report covers the whole period: a detailed assessment of the results of the first year of the Pilot was provided in the Year 1 Evaluation Report.

The Pilot built on and systematised the work of the CCFF in increasing the flood resilience of communities in Cornwall by promoting and supporting flood groups and flood wardens as a mechanism by which communities could be better prepared for flood events and have a good understanding of what might happen in a flood, the places and people most likely to be affected and how local people could support the emergency services without putting themselves or anyone else in danger.

In 2013 Cornwall County Council got funding from Defra for a Community Resilience Pathfinder which was implemented jointly with the CCFF. This made it possible to create training modules for community flood wardens, based on the experience of working with communities throughout Cornwall. The Training Toolkit that came out of the Pathfinder Project was an important resource but needed further development and testing if it were to be used more widely outside Cornwall.

Pilot objectives and intended outcomes

The CP Pilot tested an approach to providing training and support to local volunteers to prepare for and respond appropriately to the risk of flooding in their communities. The approach developed out of the work of CCFF and was mainly applied in the context of flood emergencies. It was intended that the pilot would also test the relevance of this community resilience approach to other natural disasters and emergencies such as snow and heat, landslides and major accidents.

Overall, the Pilot sought to remove barriers to community resilience associated with communities' lack of knowledge about how emergency response is organised, what members of the community can expect from the emergency services and what part community members can play before, during and after emergencies. The Pilot also aimed to develop the confidence of volunteers and communities in their own knowledge and skills so that they could take effective action and reduce the negative impacts of emergencies on local communities. Developing processes and tools for building community capacities and establishing mechanisms for communities to work with emergency responders was expected to create a framework for community resilience based on community ownership and empowerment of local action, that could be applied anywhere in England.

The pilot was intended to provide a set of training resources and a store of learning from practice that could be used in implementing future community resilience programmes, and specifically in the national roll out of the approach, should the Pilot be extended.

The Pilot was intended to have three main outcomes:

1. People are better informed and able to prepare for, and respond safely to, emergencies.
2. Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency.
3. Communities are stronger and more resilient to the impact of emergencies that face them and the subsequent recovery period.

Specific Pilot objectives derived from these outcomes were to:

- make people better informed, able to prepare for and respond safely to emergencies or natural disasters;

- test the effectiveness of the Toolkit approach in developing community volunteers' confidence and ability to remain safe and play an effective role before, during and after an emergency or natural disaster;
- identify how and in what ways the development of the confidence and capacities of community volunteers contributes to increasing the resilience of communities to emergencies or natural disasters.

Participants and beneficiaries

The Pilot was intended to increase the resilience of communities at risk of flooding or other emergencies. In the end, the Pilot focused on communities at risk of flooding, because communities at risk of flooding urgently needed the support and training offered by the programme, whereas communities facing other risks were very difficult to identify and there was little awareness of the need for training and support.

The Pilot target was to work with 100 community volunteers from ten communities over two years. Community volunteers are understood to be people who act as volunteer flood or emergency wardens, liaising with statutory emergency response agencies like the Fire and Rescue Service (FRS), the Police or the EA in the case of flooding.

In the first year the Pilot was implemented exclusively in the South West of England (Bath and North East Somerset, Bristol, Cornwall, Devon, Dorset, South Gloucestershire and Wiltshire). In the second year, the work was extended to include two locations in northern England: Parbold in Lancashire and Sutton-on-Hull in the East Ridings of Yorkshire.

The target audiences for the training were volunteers in communities that were taking steps to improve their resilience. When the Pilot started the EA provided a list of places in the South West of England considered to be a priority for the Pilot, because of their level of flood risk. It was initially suggested that the training would only be offered to communities in this list that had a flood or emergency plan. During Year 1 it became clear that communities' situations vary widely, and that the existence of a flood or emergency plan is not the only measure of commitment to developing resilience. A second criterion for participation – the existence of a flood or emergencies group – was also broadened to take account of different local circumstances.

Pilot components

The Toolkit can be understood as a set of elements including direct training and community development as well as physical products like the training materials. At the start of the Pilot, the Toolkit model was aligned closely with the training modules, i.e. every element of the Toolkit had a training module.

During the Pilot, it has become clear that training is only one of a number of support activities and initiatives that flood volunteers / wardens need and that the Pilot has been able to provide. Figure 1 shows the revised Toolkit which is now understood as a cycle of activities which flood groups go through in developing their capacities. It is important to note that there is no suggested sequencing of the elements of the cycle: experience has shown that groups come into this process at different points and with different needs. While some groups may start by developing a flood or emergency plan, others may come together to organise practical activities like monitoring river levels or clearing out material that is blocking a river or watercourse. Addressing one issue generally leads on to further issues, but the order in which they are tackled will depend on the priorities and needs of the group.

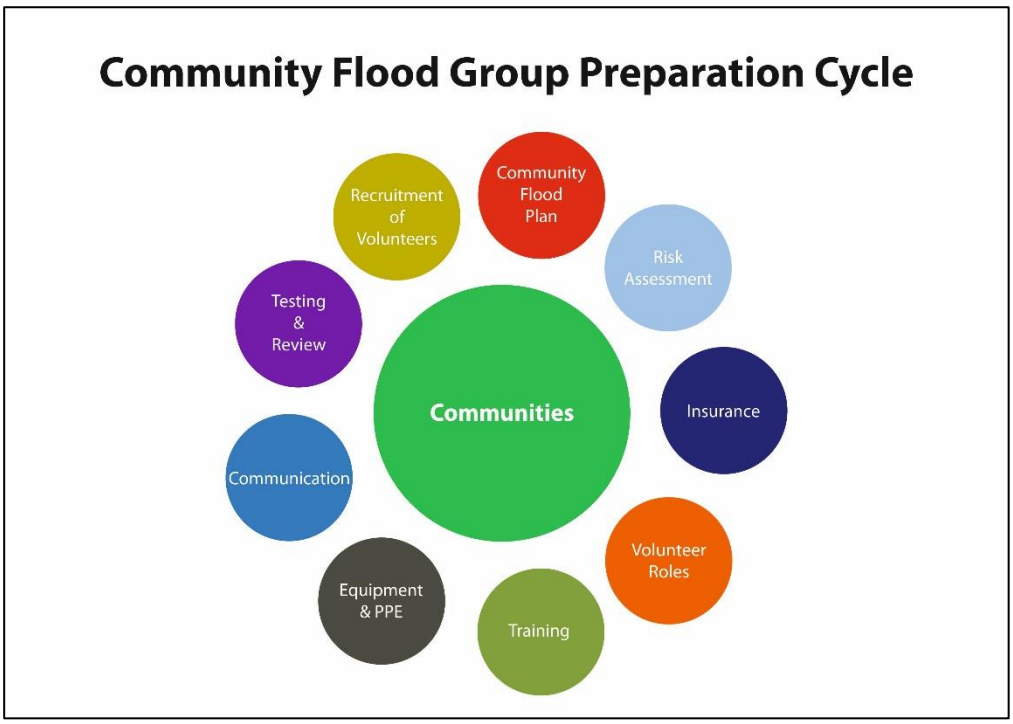

Figure 1: Community Flood Group Preparation Cycle

The components of the flood group preparation cycle are:

- Community Flood Plan
- Risk Assessment
- Insurance
- Volunteer Roles
- Training
- Equipment and Personal Protective Equipment (PPE)
- Communication
- Testing and Review
- Recruitment of Volunteers.

"A community group is guided around the Cycle in no particular order, depending on their needs. This is the CCFF methodology that focuses on providing community-led support to one community at a time." (Delivery Team Observations, Feb 2018)

For the Year 1 evaluation, the development and testing of the Toolkit was examined in relation to four aspects (training materials and methods, engagement with communities, training delivery and ongoing support for communities). The Year 2 evaluation also looked at training the trainers as a separate aspect.

Training materials and methods

Learning from the training delivered during Year 1 led to a modification of the materials. The Year 1 training materials were based around the elements of the Community Resilience Toolkit developed by CCFF and consisted of six handbooks originally produced by CCFF in consultation with Cornwall Council, regional emergency services and the EA.

- An introduction to emergency response for community volunteers.
- Flood risk awareness guidance.
- Understanding flood risk.
- The use of sandbags.
- Personal protective equipment (PPE).
- Community volunteer role profile.

These were provided to trainees as separate booklets. Each trainee received a set of booklets which they could use for reference and note taking during and after the course. They were also able to access further information on a dedicated website managed by Cornwall College (https://crtmoodle.cornwall.ac.uk/login/index.php).

Each topic was developed as a training module with delivery materials and exercises.

During Year 2 the Pilot's training deliverers, who included members of the Pilot team and members of emergency response services (FRS and EA) worked with Cornwall College to revise materials and training activities, but participants continued to receive the original set of training booklets as the team did not feel ready to produce a new set of hardcopy materials.

A final version of the training materials was produced at the end of the Pilot. This resource is known as a cycle rather than a toolkit and can be used flexibly, with users coming in at the relevant stage of the cycle, rather than having to go all the way through. There are now four core modules rather than six, as two of the activities ('The use of sandbags' and 'PPE') are no longer seen as core.

Engagement with communities

Engagement with communities involved liaising with community coordinators and other community leaders such as Parish Councillors, assessment of emergency resilience issues and training needs, setting up training for volunteer flood wardens and support for coordinators and / or groups in engaging with the wider community.

An initial part of this work was the identification of priority communities that needed training and wider support and establishing relationships with these communities. This was to understand the community context and the level of institutional resilience (for example, whether there is a flood group or flood wardens and whether an emergency or flood plan has been prepared) to target support most effectively. For the whole of the first year of the Pilot, the team spent a great deal of time running stakeholder consultation events, presenting at stakeholder meetings and communicating with local authorities and parish councils to promote the Pilot. They also did ongoing engagement with priority communities to encourage them to participate in Pilot activities. This outward-facing communications and engagement activity was time consuming but essential to get a range of communities involved rather than just working with groups or authorities who were already engaged.

The number of communities participating increased throughout the Pilot, demonstrating that it takes time for community and volunteer-run organisations to get involved. The Pilot management was flexible enough to respond to the need for long processes of engagement and follow up contacts before groups were actually ready for the team to get involved in support and training provision. This was done at considerable personal cost in terms of time spent travelling between communities across a wide area.

In Year 2 the Pilot worked with two groups outside the South West, one in Sutton-on-Hull and the other in Parbold in Lancashire. The aim of this was to test the roll out of the methodology to other areas of the country.

Training delivery

The training was delivered by staff from GWS, CCFF, EA and partners in the FRS in Cornwall. Some of the organisations involved had staff or members who provided training on managing emergencies: for example, FRS provided emergency response training. Cornwall College trained EA staff in teaching methods and techniques in the context of the CP Pilot. For its part, the EA ran a session on understanding flood risk for GWS trainers. This sharing of knowledge and expertise has allowed the Pilot to draw on a larger pool of trainers with appropriate knowledge and skills.

During Year 2 the Pilot organised two regional coordinators' workshops, one in Cornwall and one in Devon, to provide flood group leads with training skills and resources to support their own groups, including new recruits.

Throughout most of the Pilot, the training for community groups and flood wardens was run as two three-hour sessions or one full day session. However, as the Pilot moved from a focus on a standard set of training modules which all flood wardens would complete early in their involvement, to a more flexible cycle whose modules or elements can be used as relevant to the stage of development of the group or the needs of individual members, ideas about how training is organised have also changed. Some of the new options explored were the provision of training as part of support activities, for example as part of the development of a flood plan; and tailored training for new recruits, to be delivered by group coordinators.

Standard training sessions can still be useful, including the model used by the EA before the Pilot, which brings together flood wardens from several different communities, to make the best use of the training session. However, it was found that this model requires follow up for the groups from a project officer as the flood wardens trained have only limited capacity to share the information from the course with their groups. This kind of one-to-many training session was run in Dorchester (Year 1) and Cambridge (Year 2).

Ongoing support for communities

The support for communities was intended to build the capacity and confidence of local groups and volunteers through professional advice, guidance and volunteer support and mentoring. Support was tailored to the needs of each community and involved:

- support for the community volunteers in developing, refining or testing the community flood plan
- support for communities in recruiting additional flood wardens as required by the Plan
- providing access to PPE for community groups, including high-viz waterproof jackets and trousers, whistles, head torches, two-way radios
- assisting with communications with the wider community and local emergency services.

Pilot governance

The three institutional partners (Cornwall College, CCFF and GWS) had clearly specified roles in the delivery of the Pilot.

- GWS was the lead partner for the Pilot and was responsible for delivering the community engagement and managing the Pilot.
- CCFF was involved in developing the Toolkit and provided support and guidance to the Pilot, as well as direct delivery of training in Cornwall in Year 1 and contributing to the development of training modules. They also provided training and mentoring for the new GWS staff in Year 1, to support their delivery of the training modules.

- Cornwall College led on the development of the training package and eLearning platform and created and supported the delivery of Train the Trainer courses as part of the legacy.

Project Board

The CP Project Board (CPPB) provided oversight and high-level advice to the Pilot. The CPPB consisted of representatives from the three core partners and was also attended by a representative of the EA and sometimes by the Big Lottery Project Manager.

The EA provided a significant contribution to the Pilot, particularly in terms of engagement with communities and training delivery. Local EA staff worked closely with the project manager and project officers on supporting and developing community resilience work; they have also delivered parts of the training.

Pilot participants

Pilot participants had no direct role in governance except in the case of Cornwall, where community flood groups are members of the CCFF. The voice of the communities and flood wardens was communicated through a flood coordinator or contact in each location who was able to identify overall needs and priorities in terms of the timing of the training and the ongoing support.

The Regional Coordinators workshops for Cornwall and Devon held in Year 2 suggest that there could be an opportunity to bring the voice of the flood groups into the project management through the regional coordination.

3. Evaluation approach, methods and activities

The evaluation approach, methods and activities are covered in detail in Appendix 2. In summary, the Pilot evaluation starts from the Pilot's own the 'theory of change' which describes what steps or actions are seen as necessary to produce the desired change or outcomes, providing the rationale for the Pilot's design and implementation, including any assumptions made.

The theory of change is based on the concept of a resilient community. We used the following definition.

> *Communities working with local resources (information, social capital, economic development, and community competence) alongside local expertise (e.g. local emergency planners, voluntary sector, local responders) to help themselves and others to prepare and respond to, and to recover from emergencies, in ways that sustain an acceptable level of community functioning.*[2]

In discussion with the partners, the following theory of change was outlined at the start of the Pilot.

> *The provision of targeted and effective training on flooding and other hazards to engaged local volunteers enables them to better protect themselves and to lead and assist their communities to become more resilient, thereby reducing the damages caused and increasing the community's capacity to manage the emergency.*

This shows the focus on the flood and emergency training for local volunteers as the vehicle for increasing community resilience to flooding and other hazards. It sets out the assumption that local volunteers and the local community can be trained to manage emergencies in a way that reduces damage or negative consequences.

A logical model approach was used to make a schematic diagram of the causal relationships between Pilot inputs, activities, outputs, outcomes and longer-term impacts. The logical model is centred on the provision of training in emergency planning and response skills, which is the intervention that is expected to increase community capacity to prepare effectively for flooding and other emergencies, to increase community volunteers' confidence and skills in preparing for and responding to emergencies and to achieve the Pilot outcomes (see Chapter 2).

Evaluation questions and additional indicators were developed to interrogate each of the elements of the Pilot identified in the logic model (inputs, activities, outputs and outcomes). As well as testing whether the Pilot had achieved its outcomes, the evaluation questions were designed to explore the way in which these were achieved and how effective the Pilot was overall.

Appendix 2 shows the evaluation questions used to assess the different elements of the Pilot, which are based on the theory of change and logical model. Key evaluation questions were selected, focusing on the aspects that are most important for achieving the Pilot's outcomes. The outcomes to be achieved and the indicators of their achievement are shown in Table 2.

[2] Adapted from Twigger-Ross, C., Coates, T., Deeming, H., Orr, P., Ramsden M. and Stafford, J. (2011) Community Resilience Research: Final Report on Theoretical research and analysis of Case Studies report - also Appendix; Evidence Review and Case Study Report - to the Cabinet Office and Defence Science and Technology Laboratory. Collingwood Environmental Planning Ltd, London. 2011: 11

Table 2: Pilot outcomes and indicators for CP programme (from the initial application)

Pilot Outcomes	Indicators
1. People are better informed and able to prepare for, and respond safely to, emergencies.	50 people per year on the CP programme demonstrate they understand the complexities of community emergencies.
	50 people per year on the CP programme feel that they are better informed and able to respond to an emergency or disaster.
	140 volunteers actively using the Toolkit and eLearning modules over the Pilot period.
2. Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency.	30 people per year on the CP programme demonstrate that they are healthier and happier through surveys and verbal feedback.
	30 people per year on the CP programme feel that they are better informed.
	20 people from 10 communities act as 'Community Champions' taking the lead within the community setting each year.
	100 people using the Toolkit report increased confidence in acting in an emergency situation by the end of the programme.
	100 people using the Toolkit report greater understanding of risk associated with emergencies and disasters and therefore being safer in community emergency situations.
3. Communities are stronger, and more resilient to, the impact of emergencies that face them and the subsequent recovery period.	50 community volunteers per year demonstrate increased confidence and self-esteem.
	5 communities per year where the Toolkit is implemented show cohesion, collective working and leadership.
	10 communities where the Toolkit is implemented have an emergency plan and strategies in place to respond to a recover from emergencies facing the community, including flood, fire, flu, snow, heat, by the end of the Pilot

The Year 1 Evaluation Report focused on ten communities that were selected for evaluation to represent a range of characteristics, including: distribution across participating counties, urban or rural characteristics (to give a mix of rural, small town and urban communities), type of flood risk, and stage of development of flood risk awareness and planning.

The Final Evaluation Report looks across all the communities engaged rather than focusing on a subset. This change in approach reflects the learning from Year 1 that communities' involvement in the Pilot varied because of factors, many of which were outside the Pilot's influence (such as a change in the person liaising with the Pilot, or changes in the local authority). By looking across all the participating communities, the evaluation was able to identify overall processes and patterns of change. Evaluation activities involved contact with individual communities through observation of training or other activities and interviews, providing an understanding of specific characteristics and factors affecting change.

A suite of tools was developed to capture information about the communities, individual participants and their response to the CP training and support at different stages. They included a community contact start up questionnaire to establish a baseline for the community; a training registration form to get details of participants; a wellbeing questionnaire to look at confidence, health and happiness; a training feedback form to find out about the training; and trainee, stakeholder and partner interviews to get perspectives on the process, delivery and impact of the Pilot and training at all levels.

Evaluation tools

A suite of tools was developed to capture information about the communities, individual

participants and their response to the CP training and support at different stages. Appendix 3 shows the evaluation tools for which templates were developed. The tools used for the Evaluation were:

- Community Contact Start of Year questionnaire

GWS staff completed a questionnaire with the contact person for each community engaged; this was usually the community coordinator but in some places was the person who had arranged the training such as the Town Clerk. The questionnaire covered baseline information on the community and the way that emergencies were being managed.

- Training Registration Form

This form was used to collect basic details to register participants for the flood warden training. It collected contact details, information for diversity monitoring and preferences e.g. for future feedback opportunities.

- Wellbeing Questionnaire

Outcome 2 of the CP proposal is that "*Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency*." The indicators for Outcome 2 include one about health and happiness: "*People on the Communities Prepared programme demonstrate that they are heathier and happier through surveys and verbal feedback.*" (30 people per year in Years 1 and 2).

In order to assess any possible wellbeing impacts, whether positive or negative, it was felt to be important to capture the range of feelings that contribute to a sense of wellbeing.

The questions on the Warwick-Edinburgh Mental Health and Wellbeing Scale were chosen for the CP evaluation because it was felt that their behavioural focus would make them easier to answer. An initial question was added to provide a measure of the importance of flood risk to participants' sense of wellbeing: "*How important is flood risk in relation to other concerns in your life (for example, concerns about health, family or money)?"*

The data from the Wellbeing Forms was supplemented with qualitative information from the interviews with flood group coordinators (see below). This provided more qualitative information about the possible impacts on wellbeing.

Analysis of the results of the application of the Year 1 Wellbeing Forms indicated that little valuable evidence was generated by this tool because of the small size of the sample, the lack of detailed evidence and the difficulty of following up respondees who did not participate directly in activities in Year 2 (see Chapter 4). It was decided not to continue with this method after Year 1.

- Training Feedback Form

The training feedback form included questions about overall satisfaction, learning outcomes (what did the participant learn?), behavioural outcomes (behaviours that the participant might change as a result of the training), the training materials, training format and other observations. Most of the questions used Likert scale answers (strongly disagree – tend to disagree – neither – tend to agree – strongly agree) and a 'Don't know' option. Three of the questions had space for participants to write comments.

A total of 45 feedback forms were collected in Year 1 and 37 in Year 2. The response rate dropped slightly from 37.5% in Year 1 to 32% in Year 2. The low response rate is partly due to the approach agreed at the start of the Pilot that evaluation forms would not be collected at the training events but instead participants were asked to complete their forms afterwards and return them by post; they were given a stamp-addressed envelope for this purpose. This was

intended to encourage participants to be more honest in their comments; project staff had previous experience of using this approach and had found it worked well.

- Trainee, stakeholder and partner interviews

Semi-structured interviews were held with a sample of three types of participant: trainees, stakeholders (representatives of authorities directly involved in the Pilot, including local authorities, EA, FRS) and project partners.

Table 3: Evaluation interviews conducted in Year 1

Participant Type	Number	Percentage
Trainee	10	10%
Stakeholder	3	37.5%
Partner	2	67%

The same interview schedules were used for Trainee and Stakeholder interviews in Years 1 and 2, with additional questions in Year 2 about any factors that increased flood groups' capacity to manage local flood risks or that negatively affected that capacity.

- Observation of training sessions and other face-to-face activities

The Pilot activities observed in Years 1 and 2 are shown in Table 4.

Table 4: Observation of Pilot activities - Years 1 and 2

Type of Activity	Date	Location
Year 1	January 2017	Salisbury
Formal Training	January 2017	Port Isaac
Formal Training	February 2017	Brixham
Year 2		
Formal Training	March 2017	Berrynarbour and Fremington
Formal Training	April 2017	Iford
Training	October 2017	Salisbury
Train the trainer	July 2017	Parbold
Flood plan exercise review	September 2017	Brixham
Flood plan desk exercise	October 2017	Beaminster
Post event stakeholder and community review	February 2018	Portreath
Flood coordinators meeting	November 2017	Cornwall

Selected evaluation tools are shown in Appendix 3.

4. Pilot activities, outputs and outcomes

Overview

The three phases of the Pilot and the activities carried out are summarised in Table 5.

Table 5: Operational Delivery Phases (source: Project Manager's End of Project Operational Observations)

Preparation Phase: Feb – Sept 2016
Preparation and stakeholder engagement - Consulting with partners and stakeholders to understand the wider sector and how the CP Pilot would fit into this, including meeting resilience teams in local authorities in the SW. - Mentoring, observation and Train the Trainer with EA and CCFF. - Updating the training materials. - Consulting with the EA on priority communities for engagement. - Setting up operational systems for project team, Board, etc. - Preparation of promotional materials and direct public engagement events with EA and emergency services colleagues in target communities - Communication via EA, local authorities and parish / town councils to promote offer to communities at risk.
Delivery Phase 1: Sept 2016 - June 2017
- Ongoing engagement with agreed 'long list' of communities to encourage them to participate in CP activities. - Training and Prep Cycle engagement in 10 communities / groups of communities. - One to Many Training for West Dorset community representatives in Dorchester. - Further development of training materials with Cornwall College and Cornwall FRS. - Ongoing presentations and meetings with stakeholders. - Train the Trainer for national team of EA flood engagement officers. - Start of pilots in North of England: Parbold in Lancashire and Sutton-on-Hull.
Delivery Phase 2: July 2017-Feb 2018
- Ongoing engagement with long list of communities to end of summer. - Delivery of Prep Cycle activities and training for communities including test activities and provision of PPE. - Final consultation and updating of learning resources as an ongoing online resource / Pilot legacy. - Regional Co-ordinators' workshops (Cornwall and Devon) to provide flood group leads with Train the Trainer and resources to support their groups, including new recruits. - Handovers to CCFF and EA colleagues to ensure delivery is sustainable in Devon and Cornwall. - Trial in new area of Cambridgeshire: One to Many session delivered for 18 community representatives

This chapter reviews the data for the key evaluation questions in terms of the achievement of the Pilot's outcomes, as set out in Table 2 in the previous chapter.

Table 6: Quantitative indicators for the success of the CP Pilot in achieving its intended outcomes

Pilot Outcomes	Indicators	Results (Evidence)
Outcome 1: People are better informed and able to prepare for, and respond safely to, emergencies.	50 people per year on the CP programme demonstrate they understand the complexities of community emergencies.	Year 1 & Year 2 9 communities / 111 wardens or volunteers participating in testing flood plans, demonstrating they understand the complexities of community emergencies.
	50 people per year on the CP programme feel that they are better informed and able to respond to an emergency or disaster.	Community coordinators representing 82 volunteers (Year 1) and 60 volunteers (Year 2) state that their communities are able to deal with flood risks and the problems they cause (Interview Question 11).
	140 volunteers actively using the Toolkit and eLearning modules over the Pilot period.	72% of groups trained were reported by community coordinators to be using the training materials. Extrapolating to all the groups trained[3], this equals 145 people using materials (Interview Question 6).
Outcome 2: Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency.	30 people per year on the CP programme demonstrate that they are healthier and happier through surveys and verbal feedback.	Not possible to measure. In verbal feedback at observations, participants indicated that they felt more optimistic, relaxed and able to take action.
	30 people per year on the CP programme feel that they are better informed.	Of the participants completing the training feedback form, 37 in Year 1 and 28 in Year 2 agreed with the statement, 'I know more about flood emergencies than before the training'.
	20 people from 10 communities act as 'Community Champions' taking the lead within the community setting each year.	30 communities participated in the Pilot over the two years. Each community had one or more community coordinators or champions.
	100 people using the Toolkit report increased confidence in acting in an emergency situation by the end of the programme.	Of the participants completing the training feedback form, 45 in Year 1 and 34 in Year 2 agreed with the statement, 'I would know what to do in the case of a flood emergency in my community.' And see Outcome 1 Indicator 2 for further data about confidence.

[3] Not including groups that received 'one-to-many' training rather than the programme's training and support package.

Pilot Outcomes	Indicators	Results (Evidence)
	100 people using the Toolkit report greater understanding of risk associated with emergencies and disasters and therefore being safer in community emergency situations.	124 participants in 10 groups received PPE and training in how to use it. Of the participants completing the training feedback form, 32 in Year 1 and 23 in Year 2 agreed with the statement, 'I am likely to change something that I do as a result of taking part.' Of those who commented on what they would change, approximately half mentioned increased safety for themselves or other volunteers.
Outcome 3: Communities are stronger, and more resilient to, the impact of emergencies that face them and the subsequent recovery period.	50 community volunteers per year demonstrate increased confidence and self-esteem.	Community coordinators representing 82 volunteers (Year 1) and 60 volunteers (Year 2) state that their communities are able to deal with flood risks and the problems they cause; and that the Pilot has increased confidence. (Interview Question 11).
	5 communities per year where the Toolkit is implemented show cohesion, collective working and leadership.	Community coordinators in four communities in Year 1 and six communities in Year 2 state that the training has had an impact on community cohesion (Question 13).
	10 communities where the Toolkit is implemented have an emergency plan and strategies in place to respond to a recover from emergencies facing the community, including flood, fire, flu, snow, and heat, by the end of the Pilot.	By the end of the Pilot 23 communities had an emergency plan or flood plan in place; many of these had carried out reviews of their risks to keep the plan up to date (Project Manager Operational Report).

Table 6 reviews the indicators for the achievement of the project's outcomes.

Overall, the main gap has been the lack of work on wider emergencies, which has mainly impacted on Outcome 1, as people are better informed to prepare and respond to flood emergencies but not to the wider emergencies originally envisaged. This challenge is discussed in greater detail in Chapter 5.

- Outcome 1 (People are better informed and able to prepare for and respond safely to emergencies) has been completely met in relation to flood emergencies.
    - 111 participants were involved in exercises to test flood and emergency plans, which require an understanding of the complexities of an emergency.
    - Community coordinators representing 82 volunteers in Year 1 and 60 volunteers in Year 2 reported that their groups were able to deal with flood risks and the problems they cause.
    - Of the community coordinators interviewed at the end of the Pilot, six out of nine (whose groups made up 72% of participants covered by the interviews) said that the

Training Toolkit materials were being used after the training. Extrapolating to the total number of trainees (but not including the participants who received one-to-many training rather that the programme's training and support package) this would give a total of 145 participants using the Training Toolkit materials, compared to a target of 140.

- Outcome 2 (Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency) has been fully met in terms of the following targets:
    - people feeling better informed
    - people acting as Community Champions and taking the lead in their communities
    - participants having increased confidence in their ability to act in a flood emergency
    - participants showing a greater understanding of risks associated with emergencies and being able to keep themselves safe.

    It proved impossible to provide robust information for the indicator measuring increased health and happiness associated with participation in the Pilot. Data from interviews and information conversations with participants was used to demonstrate that this aspect of the outcome had been achieved.
- Outcome 3 (Communities are stronger, and more resilient to, the impact of emergencies that face them and the subsequent recovery period) was fully achieved in relation to its three indicators.
    - Community coordinators representing 82 volunteers in Year 1 and 60 volunteers in Year 2 reported that their groups were able to deal with flood risks and the problems they cause; and that the Pilot has increased confidence.
    - Community coordinators in four communities in Year 1 and six communities in Year 2 stated that the training has had an impact on community cohesion.
    - By the end of the Pilot 23 communities had an emergency plan or flood plan in place and many had carried out reviews of their risks to keep the plan up to date.

Below we examine some activities that contributed to these outcomes.

Where quotes from the interviews with flood wardens are used, these have been coded with an 'I' (interviewee) followed by a letter (Year 1) or number (Year 2), to ensure the anonymity of the speaker.

Outcome 1: People are better informed and able to prepare for, and respond safely to, emergencies.

The Training Toolkit

The Pilot's rationale was that providing appropriate training for community groups and flood wardens would create awareness and enable people to prepare for and respond to emergencies. Therefore much of the evidence for assessing the extent to which this outcome was achieved relates to the effectiveness of the training provided.

The intention was to develop and test a toolkit and training approach that could be used across the country, in places facing different kinds of flooding (coastal, fluvial, pluvial, groundwater and sewer flooding), in urban as well as rural settings.

Have the training activities been well-attended? What factors influence people's decisions to participate?

The number of volunteers attending training was well over what was expected. The target for people trained was 100, but by the end of Year 2 a total of 272 people had been trained in community-based sessions, with a further 71 attending training sessions for wardens and volunteers from several different communities, held in a central location. This indicates that there is a need for this kind of training, not just in the South West but in other places where training was offered (Cambridge, Parbold (Lancashire) and Sutton-on-Hull).

Among the reasons participants gave for attending the training in Year 2 were:

- certified training, giving formal recognition to the individual and group
- get members of the group up to speed about personal safety, what to do and what not to do in flood situations
- to see what can be done to manage flooding rather than simply respond to it
- to get everyone in the group involved.

The training was generally appreciated: 91% of participants who completed feedback forms in Year 1 said they were satisfied with the training; in Year 2, 86% were satisfied. Of those who commented on how the training could be improved, several mentioned the importance of tailoring the context to the location and the issues facing the group:

> *"Ours was excellent and specifically tailored to our needs thanks to prior planning and good communications."*
>
> *"Sit down with local key planners and customise the content, emphasis etc."*

What aspects of the Toolkit have participants found most / least valuable and why?

In both Years 1 and 2 participants found different elements of the training of interest, depending on the level of development of the flood wardens' work and the challenges they were facing. However, many commented that the there was a lot of information to get through and not enough time to absorb it. This is reflected in several comments on feedback forms, such as:

> *"There is a huge amount of information which is difficult to compact into two sessions and is dependent upon the availability of volunteers who have other commitments*."
>
> *"Perhaps having shorter sessions over a longer period to allow people to have more time to understand procedures more clearly."*

As a result of this feedback, the team revised much of the training to make the modules more responsive to the interests and concerns of participants and to break up the content into smaller chunks so that volunteers and wardens can take the training they need rather than having to commit to long training sessions covering some topics that are not directly relevant to them.

The new material and exercises developed by the project team, often with EA or FRS staff, was used in training during Year 2, allowing it to be tested and further improvements made. It was decided not to print new training handbooks, although the content was re-designed, as there were still a lot of hardcopies of the first version available and much of the content was felt to be useful. This has meant that the revised toolkit and materials was not tested as a complete package.

The delay in completing successive drafts of the materials reflects the way in which the purpose and function of the toolkit became a focus for many expectations about the Pilot and the different perspectives of partners and collaborators. One CPPB member commented that the partners had different expectations of the training materials and this made it difficult to include everyone's views

in a timely fashion. Ideas about the final version of the materials should have been received at the beginning of Year 2 so that they could have been incorproated in the materials used in autumn 2017 but because they were received late, the materials didn't come out until December.

The experience of providing the training was very important in refining views as to the purpose and function of the materials themselves as an element of the Training Toolkit. The training delivery suggested that the materials were seen by participants in quite a different way: people didn't pay much attention to the mateials and were much more focused on the training activity. This realisation was described as a "light bulb" moment for the Pilot.

People are better informed about flood risk

The group coordinators interviewed in Year 2 emphasised the value of the Pilot in providing them with the information and tools they needed for their work:

> "[The Pilot has been] *really beneficial, it has taken a lot of stress off me. I had very little knowledge of flood risk before I started. The knowledge and experience that Communities Prepared shared made the whole process more understandable and easier to carry out."* (I-2)
>
> "*Really brilliant. The course was fantastic at giving a focus…. It was a real benefit for the community. Even non-flood wardens who know the plan could take action."* (I-9)

Outcome 2: Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency.

Increased health and wellbeing

In terms of overall health and wellbeing, it proved very difficult to robustly measure how people's sense of health and wellbeing had changed as a result of the Pilot. There are methodological problems in demonstrating a causal relationship between an activity like training and changes in wellbeing, as the training is only one of many factors that could influence participants' health and wellbeing.

An experimental quantitative method for measuring change in wellbeing was applied, based on the application of the Warwick-Edinburgh Mental Wellbeing Scale (short) with a sample of programme participants who were asked to complete the form at the end of their training session. As the Pilot team was not asking participants to fill in their feedback forms at the time of the training, participants had to be asked to complete the forms as a separate activity. This could only be done when evaluators attended activities, hence the sample was small. The evaluation team tried to involve university Masters students in order to cover a larger sample and look in more detail at the changes in wellbeing over the Pilot period, but this proved impossible to organise.

After applying a questionnaire on health and wellbeing to a sample of the communities participating in the training in Year 1 the attempt to provide a quantitative measure of changes in wellbeing was abandoned in Year 2 because of concerns about the small sample size and how other contextual issues would be taken into account.

Instead, the evaluation has drawn on qualitative evidence to assess changes in wellbeing. Event observation and analysis of the interviews with community coordinators gives some evidence of a positive impact of the Pilot on health and wellbeing. Of the seven indicators of wellbeing in the Warwick-Edinburgh Mental Wellbeing Scale (see Appendix 2), three were mentioned frequently by participants as a positive impact of their involvement: feeling optimistic about the future, feeling relaxed, and dealing with problems well. While some participants said that they had concerns about a flood happening because they were aware of the risks, overall participants reported feeling more relaxed because they knew how they could respond.

Community champions

The Pilot aimed to increase the number of people playing an active leadership role in their communities.

The overwhelming response from the community coordinators interviewed in Year 2 was that the Pilot had given them, their volunteers and communities the support they needed.

One of the ways the Pilot's support had facilitated the coordinator's role and encouraged more people to become community champions was by building the identity of the group and shared understanding of local flood issues:

> *"Taking the time to look at maps and identify where issues have been in the past... Having dedicated time for everyone to work together".* (I-6)

Project officers spent time with the community coordinators and helped them to become better networked with local flood risk management institutions:

> *"Jen* [GWS Project Officer] *came over a couple of times to sit down with me and go through the documents we already had and make suggestions about what was needed. In 2012 I wasn't aware of the people in the county council who are working on this. We didn't know the right people to speak to. Now our response and our ability to manage the flooding will be much better."* (I-6)

An important step forward was taken with the two Regional Co-ordinators' workshops held in Cornwall and Devon to provide flood group leads with Train the Trainer guidance and resources to support their groups, including new recruits. This also created a network for groups to liaise with one another and get support and information, for example in recruiting and training new volunteers.

> *"Other stuff is as important if not more so than the [training] course, especially the coordinator role. The* [Regional] *Coordinators day was vital to understand how it happens and what to do in practice. But also, to understand how others' floods happen and why they do what they do. Also at the Coordinators day, we did train the trainer session for how to talk to new wardens."* (I-9)

Increased confidence

The increase in confidence of flood groups and wardens was one of the most important achievements of the Pilot. Individuals commented at training sessions and exercises to test their flood plans that they knew what they were supposed to do both before a flood and when an incident was happening and how their role would support the emergency services. This was also commented on by the Community Coordinators in interviews in Year 2:

> *"Everyone is much more confident. They are not elderly but also not spring chickens so* [they were] *concerned about role but now understand their role they have increased confidence and are eager to do things to help."* (I-3)

> "[The volunteers are] *very able, they have tried and tested plans in place to put up road signage and to look out for vulnerable properties. Yes* [the training] *has affected confidence positively; we are now able to perform duties and know where stand and are insured."* (I-10)

Several Coordinators made the link between increased confidence and greater understanding of the potential risks of working in the context of flood incidents and how to minimise these risks:

> [The Pilot has] *"given them* [the flood wardens] *the confidence. Made all the volunteers more confident. Much more aware of the risk and the ones that just want to get in the water have faded away.* [Testing the plan] *clarified what is correct and what needs revisiting. It brought everything home."* (I-4)

Increased understanding of risk and ability to stay safe

Most of the community coordinators interviewed in Year 2 considered both the training and the wider support as being integral to increasing the ability of volunteers to stay safe:

> *"Drives the message home, especially the safety aspect. Wouldn't have achieved this without the training as saying it locally doesn't have the same impetus."* (I-5)

> *"PPE is fantastic but not vital, but we do look like a group and are visible. It gives them status. During the harbour wall event it was really, really important, so* [the flood wardens] *could act rather than the council having to send out staff, and* [they] *could provide local knowledge. If we hadn't had the extra stuff we may not have had a plan by now, and we wouldn't have had the equipment - we may have managed a leaflet."* (I-9)

Outcome 3: Communities are stronger, and more resilient to, the impact of emergencies that face them and the subsequent recovery period.

Different types of communities testing the Toolkit

The Pilot tested the Toolkit with communities with a range of characteristics. The team delivered training and support throughout the South West. In Year 2 the approach was tested in one community each in Lancashire and Hull. A training session was also provided in Cambridgeshire. All the main types of flooding (coastal, pluvial, fluvial and groundwater) are experienced by some of the communities that the Pilot worked with.

Urban and rural locations

The majority of the communities involved were small rural communities but there were also urban communities. Over the two years, the Pilot engaged with communities in three cities: Salisbury, Sutton-on-Hull (one of the two northern 'roll out' communities) and Bristol, where a training session was held with a group of volunteer snow wardens working with the City Council. The Pilot also involved towns: Brixham/Paignton (Devon), Bridport (Dorset), Minehead (Somerset) and the residents of a caravan park in Iford, a suburb of Bournemouth.

The materials and approach were successfully used in three of the four town communities (Bridport, Brixham / Paignton and Iford) where the groups increased their confidence and continue working on flood resilience. The other town group (Minehead) and two of the city groups (Bristol and Sutton-on-Hull) only participated actively and received training at the end of the Pilot, so while the training was well-received, it is hard to say what the longer-term impacts will be.

In Salisbury two rounds of training were held but the ongoing work with the local volunteers was done by the Wiltshire County Council flood officer in liaison with Salisbury City Council and the Pilot didn't have further involvement. The Wiltshire flood officer was positive about the training ("*It was a useful formalised package of training for Flood Wardens.* [I] *like the fact they* [the CP team] *could come in and offer a package of training. It could also be adapted to add on a couple of modules to a Wiltshire CC seminar. It would work well for a council that doesn't have anything set up.*") But the flood officer felt that the councils were already working with flood wardens locally and therefore they hadn't needed further support from the Pilot. Unfortunately, after the training local political issues prevented the councils from setting up a group of flood wardens.

Transferability to other parts of the country

The application of the approach and materials in other parts of the country (Sutton-on-Hull and Parbold in Lancashire) indicated that the tools and resources are applicable outside the south west of England. There was interest in using them, especially if there is support provided locally. There may be a challenge in ensuring ongoing support in areas where flood risk management institutions

like the local authorities and emergency services are not familiar with the approach: one year is likely to be too short a period to build a sustainable group of flood wardens without this institutional support.

Previous experience of flooding

The communities had different previous experience of flooding: Chew Magna has flooded several times over the past few years, as have Iford and Stoke Canon. Salisbury had widespread flooding in 2014. Some participants didn't have direct experience of flooding to draw on, for example in Bristol.

There are also differences in terms of the communities' levels of preparedness: some communities had no flood or emergency plan at the time of joining the Pilot; several were still in the early stages of developing their plan and others were reviewing or updating plans. The Chew Magna group was already well-developed and won an EA Project Excellence award (Building resilience category) for their work in March 2017.

Types of emergency affecting the community

It proved very difficult to engage with communities where flooding is not the principal risk. Working closely with the FRS and local authorities, it became clear to the project team that community response to flood risk does not necessarily depend on the same capacities as dealing with other risks such as a health epidemic or a train or car crash. A decision was made by the Partnership Board in April 2016 not to spend effort trying to motivate communities to develop resilience to wider emergencies, given the level of interest from flood groups: "*It was agreed by the Group that flood would continue to be the main driver for community engagement and promotion and that the extension of the learning materials to other emergencies would be reconsidered in the second year of the project*."

Project officers reported that they had been told by some emergency services teams involved in the Pilot, that they should focus on flooding because in flood incidents communities could be on their own for some time and therefore wardens would need to be able to act independently and safely without supervision. In the case of other emergencies such as fires, the emergency services would be on hand more or less immediately. Trained flood wardens would be able to use transferable skills learnt in their training (e.g. dynamic risk assessment to keep themselves and others safe) to assist the emergency services under supervision – though they would not be acting independently in those circumstances.

As a result, the Pilot continued to focus training on preparing for flood and other severe weather events. At the end of the training sessions, trainers asked participants to consider how the skills they had just learned, such as the ability to act as a cohesive and recognised group within the community, might be used in other emergency situations.

The role of community flood wardens or volunteers in supporting the emergency services' response to other emergencies was not mentioned by any of the Community Coordinators interviewed in Year 2.

To what extent have flood wardens and volunteers increased their understanding of flood risk and other emergencies as a result of participating in the Pilot?

In Year 1, 44 out of 45 trainees who completed a training feedback form agreed with the statement, "The training helped me understand what flood emergencies are and how they are managed." (Q2)

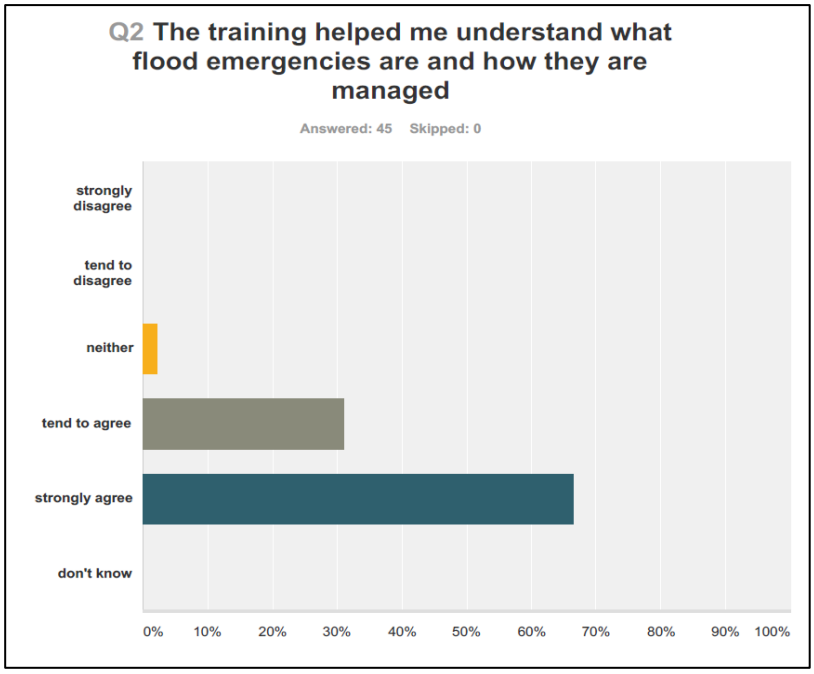

Figure 2: Trainee feedback on how the training helped them to understand what flood emergencies are and how they are managed - Year 1

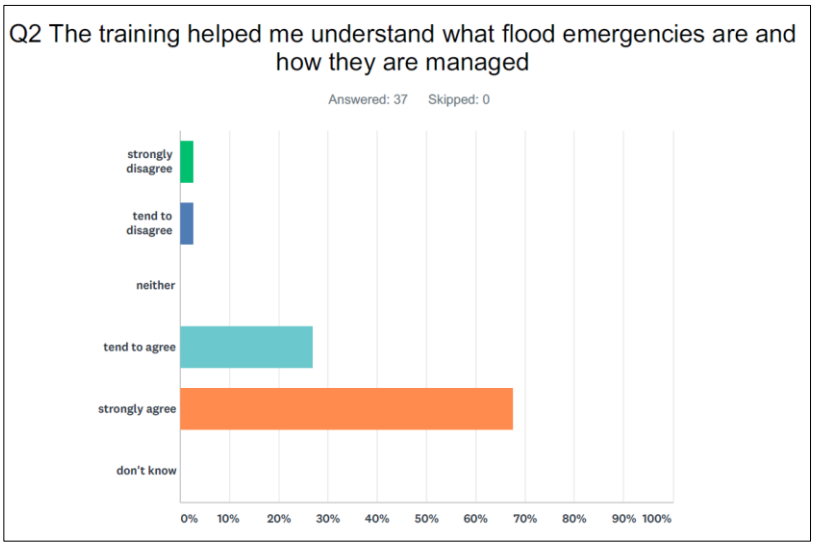

Figure 3: Trainee feedback on how the training helped them to understand what flood emergencies are and how they are managed - Year 2

This increase in understanding was maintained in Year 2, with 91% of those completing feedback forms saying that the training had helped them to increase their understanding.

87.2% of people completing feedback forms after training sessions agreed that they knew more about flood emergencies than before the training; 6.7% disagreed with this statement and a further 11.1% neither agreed nor disagreed. All respondents agreed that they would know what to do in the case of a flood emergency in their community (37.88% - Tend to agree; 62.22% - Agree strongly).

Three of the ten training participants interviewed in Year 1 reported actions taken to increase capacity to respond to emergencies:

"...used this opportunity to review the flood response at the end of the training and have appointed two senior flood wardens to liaise within the team." (I-E)

"Haven't done flood rehearsal but have done a table top. We need to do a walk through with the two communities to see how to work together and how to work with the authorities." (I-G)

"Training really good in helping clarify what can and can't do. Tips. Getting flood wardens high viz will give them more authority and backing of the group so its not just you out there. All coming together and talking about it has gelled the group and there is more enthusiasm". (I-J)

A similar range of actions was reported by Year 2 interviewees:

"The key thing from the training was really pinpointing known problem areas ...so that we can allocate people to keep an eye on them. In 2012 we didn't know which the areas were. Now we have people on the ground who live there and are good at keeping in touch." [I-5]

Monitoring trash screens: "*The training really highlighted the personal risk*." [I-4]

These comments indicate that understanding flood risk is often associated with practical action, such as a table-top test of the community's flood plan or a site visit, which helps those involved to see flooding as something that can be managed.

What are the characteristics of the flood volunteers who participated in the training? To what extent has the Pilot achieved a diversity of participants?

The registration forms for the training sessions provide diversity data about the participants.

The age range of the training participants went from under 25 to over 65. Only four participants who provided their age were under 25 but there was a good distribution across the other age groups, as shown in Figure 4 (this covers Year 1; the distribution for Year 2 is similar but as some communities were not included, the Year 1 data is more robust).

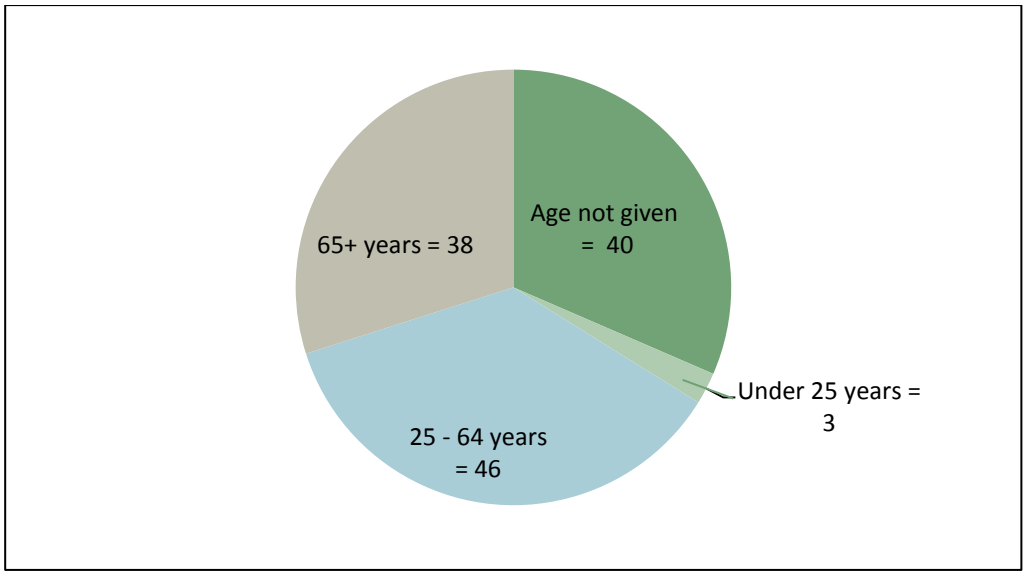

Figure 4: Training participants by age range – Year 1

Participants were asked their religion. Almost half (56 out of 127 trainees) said they were Christian, 49 did not respond and 17 said they were of no religion. 13 participants reported being of 'other' non-specified religions, and one each identified as Hindu, Jewish and Buddhist.

22 participants said they had a disability.

Six people recorded that they were of an ethnicity other than White.

In terms of sexuality, the majority of participants classified themselves as 'Heterosexual' or did not complete this question. Two participants noted that they were bisexual, three said they were Lesbian / Gay and a further three said they were 'Other'.

Because of the high number of participants who did not complete the diversity questions, it is impossible to say whether the diversity in the people taking the training was greater or less than the population of the South West as a whole.

How has the training affected volunteers' confidence, if at all?

All 45 trainees who completed a training feedback form in Year 1 agreed with the statement, "I would know what to do in the case of a flood emergency in my community."(Q4) 60% of these respondents agreed strongly. In Year 2 the proportion of trainees agreeing strongly remained at 60%, but three participants disagreed (2 people) or strongly disagreed (1 person).

Seven of the ten flood warden trainees interviewed reported that they felt more able to deal with a flood emergency after the training:

> *"The training has made the flood wardens that attended more confident." (I-D)*
>
> *"Feel well able to deal with the risk but every time there are new challenges that you hadn't thought of before. Training gave a huge confidence boost." (I-E)*
>
> *"Training has helped. But the problem is if we don't have a flood for three years I will have forgotten all of it – but I can look at my paperwork." (I-I)*

The participants emphasised the positive impact of the training sessions but also higlighted some possible challenges, for example the evolving character of flood risk management ("*every time there are new challenges that you hadn't thought of before*") and the tendency of awareness and understanding to fade when there hasn't been a flood for some time.

How many communities have completed or further developed their flood risk or emergency risk plans with support from the Pilot?

By the end of the Pilot 23 communities had an emergency plan or flood plan in place; many of these had carried out reviews of their risks to keep the plan up to date (Project Manager Operational Report).

Participation in training was often a prompt to develop or revise the community's flood plan. Communities that had not begun to develop a flood plan were offered support in developing their plans and this was seen as useful and an 'impetus' to get the plan done. In Year 2, communities that had revised their flood plans felt that this was an important step in refreshing their group activities:

> *"Training brought to light the need to revamp the Flood Plan. It brought home the fact that we had become a bit lackadaisical about the risk."*(I-6)

Box 1 The experience of Iford caravan park

The caravan park had its first experience of flooding on Christmas Day 2013. Many of the homes had to be evacuated.

A group of residents became flood wardens after the flood: some had not experienced flooding. All the wardens agreed to take the training to get a better understanding of what flooding involves.

After the training the group decided to get prompt cards made up for residents, detailing what they need to do and take with them if evacuated.

Group members say that knowing that there are organisations that can support them has made them feel more secure.

In some communities the linking of an offer of PPE with the completion of the flood plan was effective in getting groups to write or complete flood plans.

How effectively do communities work together and coordinate effectively with local authorities and emergency responders in relation to flood risk?

In Year 1 several interviewees talked about a change in relationships within the group of flood wardens, emphasising a more equal and supportive relationship between members:

> *"It's clearer that all have to step up, work together and to talk to the wider community ahead of any flood." (I-G)*

Other interviews revealed continued dependence on one committed individual:

> *"Actions are being taken forward by the coordinator." (I-H)*

In Year 2 several of the Community Coordinators interviewed commented on positive changes in relations with flood management institutions:

> *"I now have the necessary information* [to contact flood authorities]. *Before felt that I was not clear on who was doing what and where. Now I know what to do and who to contact, I've got names and faces. This might have happened anyway but the training gave me the incentive." (I-6)*

A group that responded effectively to a flood incident reported that their status in relation to the authorities had changed dramatically:

> *"There is much greater respect for the group, now seen as an authority within the village and this has made a massive difference.* [The group is] *... seen as part of the structure and organisation with status amongst other groups."* (I-9)

However not all Community Coordinators were as positive; two felt that there was little change in their relationships with the authorities which, "*Stayed at the same low level*." (I-7)

Longer-term outcomes

The outcomes and sustainability of the programme will be seen in the future, when the communities involved experience flood incidents.

One group of flood wardens did find themselves called upon to respond to an emergency, in January 2018 and their experience gives a flavour of the changes generated by participation in the Pilot.

Portreath in Cornwall is one of the groups that became involved in the Pilot in Year 1. The coastal village had been flooded in 2014 with damage to several properties, so there was a high level of awareness of the risk. The community is quite tightly knit with many local activities. The group of flood wardens has a strong coordinator, who is also a county councillor, so she is well-connected with institutional networks. But it took time to get the group functioning and the flood plan was only tested in a live exercise in the rain and dark in December 2017.

In January 2018, part of the sea wall collapsed during a storm and the flood wardens were called out to support the emergency services in contacting residents to warn them of the risk. Both the wardens and the emergency services were very positive about the wardens' role and contribution to managing the situation. The community emergency plan was considered to have worked well. Not only did the group of wardens respond effectively and provide vital support to the emergency services, group members were satisfied that they knew what they were supposed to be doing and had been able to play a useful role. They felt more confident about the future.

An evaluation meeting was held in February 2018, involving the Portreath flood warden group, Cornwall County Council, Cornwall Community Flood Forum and the CP programme. At the meeting

the wardens described what had happened and how the group had responded. They talked about how the training and support they had received had helped them to deal effectively with the incident and how they felt about their role after the experience of a flood incident.

Another development that gives confidence in the longer-term impact of the programme has been the setting up of county-wide networks of community coordinators in Cornwall and Devon, to support learning and joint initiatives between groups. This is an important step in maintaining the sustainability of the CP programme outcomes over time. The Cornwall participants expressed enthusiasm for continuing to work on flood resilience but also some concerns about what would happen if the programme support were to disappear.

5. Learning and Conclusions

This chapter draws out learning from the evaluation about the approach tested in the CP Pilot to increase community resilience to flooding and other emergencies through the implementation of a toolkit of training and support for local volunteers and communities.

Resilience to flooding and other emergencies

The objectives of the Pilot were to increase resilience to both flooding and other emergencies. Partners were interested in exploring the possibility of increasing wider resilience to a range of emergency situations rather than focusing solely on resilience to flood hazards.

In practice, it became clear that flood emergencies have a specific context and demands: the actions that a flood warden or committee needs to take to prepare for or respond to flooding are not the same as would be needed in other kinds of emergencies, such as a fire or a health epidemic. The relationship with the emergency services would also be different. This made it difficult to develop training and support materials that would be relevant to these different situations.

Efforts were made to link up with work on other kinds of emergencies. Other weather-related emergencies like snow or storms have similar characteristics to flooding in terms of onset, duration and the potential for local volunteers to provide support. The project team worked with Bristol City Council for almost one and a half years to try to see how building resilience to flood emergencies could be linked with wider emergencies. The City Council had set up a group of snow wardens following a snow emergency several years earlier. Despite the interest of council staff, it took almost two years to agree and run a training course for snow wardens. The existing group of snow wardens were trained in flood resilience, so that they could be mobilised in the case of flooding.

Initial feedback from the snow wardens who participated in the training in Bristol was positive and supportive of the principle that volunteer wardens could be deployed as part of the response to different types of emergency: "*I feel more empowered to get out and do something. Could have a generic emergency wardens' single Hi Viz jacket.*" However, given that the training happened at the end of the Pilot, there was no opportunity to explore the challenges of managing differences between types of emergency. It was also not possible to monitor whether and how the snow wardens who received the training subsequently applied their knowledge and skills.

There was no clear demand from either the emergency services or from local communities for the project team to provide training and support on community resilience to wider emergencies. In practice, the Pilot gave greater priority to responding to the strong demand for support for flood resilience than to exploring the potential for developing resilience to a wider range of emergencies. This was a disappointment to some members of the project board who had hoped that the Pilot would incorporate a broader approach.

Engaging with urban communities

Bristol was one of the project's three city locations, along with Salisbury and Sutton-on-Hull (one of the two northern 'roll out' communities). The Pilot also involved towns: Brixham / Paignton (Devon), Bridport (Dorset), Minehead (Somerset) and a caravan park in a Bournemouth suburb (Iford).

The materials and approach were welcomed in all the urban communities. In towns where the Pilot was working for longest (Bridport, Brixham / Paignton and Iford) the groups reported an increase in knowledge and confidence. Bridport and Brixham groups continue working on flood resilience. There were two rounds of training in Salisbury, because of a change in personnel responsible after the local elections. Delays and changes (for different reasons) were also experienced in Bristol. Groups in Minehead (town), Bristol and Sutton-on-Hull were all involved more recently, so while the training was well-received, it is hard to say what the longer-term impacts will be.

The Pilot's experience suggests that there may be greater problems in engaging with authorities in urban areas, perhaps because flood emergencies are managed more directly by the emergency services (in Bridport, half of the flood warden group are Council staff who do the work as part of their jobs). There is still a need to find out how volunteer engagement will work in the long term, as neither the experience in Salisbury nor in Bristol provide that.

Developing networks of flood groups and coordinators

The Pilot's effort was concentrated on creating awareness of the importance of increasing community resilience to flooding and supporting local communities to increase their own capacity through creating groups and wardens to lead the work.

As the work developed, the Pilot's interest in developing the capacity of groups and local coordinators so that they are able to provide their own training for wardens and other group members, led to the organisation of two Regional Coordinators workshops, in Devon and Cornwall. These events were felt to be very positive by the coordinators who attended and provided an opportunity to share good practice and learning. At each of the workshops, Cornwall College led a session on communications and training skills.

The value of this kind of event is in facilitating ongoing development of skills and capacities for local groups as well as enabling them to link up with wider flood risk management institutions so that they can keep up to date about developments in risk management more widely and flood management in particular. This is an important area of work to consider for the future.

Training Toolkit

The Training Toolkit, as developed through the Pilot, provided valuable support for the development of community capital and institutional resilience in communities at risk of flooding or natural disasters, including the way that the support is accessed by participating community flood wardens. The Training Toolkit developed has a number of important benefits:

- it provides a consistent core approach, supported by a set of materials covering a range of topics addressing the different issues arising in different flood risk contexts;
- it emphasises the centrality of the relationship between training and practice, e.g. understanding the natuire of flood risk and the development and testing of community flood plans;
- it prioritises 1-2-1 training provision for commmunity groups (CP approach) over the 1-2-many approach which brings a number of volunteers, flood wardens or Community Coordinators together for a shared training sesison (traditional EA approach used in Dorchester). The 1-2-many approach does have an advantage in terms of encouraging networking and support across groups and may be the right option in certain circumstances;
- it seeks to achieve a balance between a consistent approach across the country and local relevance;
- it allows flexibility through providing multiple entry points to the Flood Cycle so that communities / groups can start at the point that is relevant to them.

The roles of community flood groups, flood wardens and volunteers

The Training Toolkit promotes and relies on an increase in the capacities and confidence of individuals so they have a clear understanding of their role in preparing for and responding effectively to flooding and other emergencies.

Learning from the Pilot indicates that flood groups and wardens are likely to be more effective in providing support in flood emergencies if they are not made up of residents who are at risk of

flooding. Although people at risk are often the first to get involved, long-term resilience requires involvement of people not directly at risk themselves.

While the Pilot's aspiration to develop an approach that could be applied to any kind of emergency was only partially met, it appears that there are some general capacities that can be transferred. Further work needs to be done to understand what capacities are common and what different responses may be required for community volunteers to be involved in the management of emergency situations of different kinds.

Improving wellbeing through flood volunteering

The evaluation was unable to provide a quantiative assessment of the way that the Pilot's training and support for flood volunteers and flood wardens contributed to the wellbeing of those involved. This is mainly because of the complex factors that impact on individual wellbeing and the difficulties in isolating the contribution of an individual factor. However, qualitative evidence from interviews and observation did indicate that there was a positive impact on participants' confidence and sense that they were able to effectively deal with the risks of flooding, which are elements of wellbeing.

Factors contributing to successful involvement of community volunteers in preparing for and managing flooding and other emergencies

The Pilot's result confirmed existing evidence that building trust between at risk communities and the institutuions responsible for managing those risks is essential if communities are to take on a role in managing risks. The involvement of emergency responders like local authorities, FRS and the EA in a training process that recognises the value of the knowledge and contribution of local people to managing risks like flooding, has been an effective way of building relationships and greater understanding between these institutions and local residents.

Trusted intermediaries, like GWS, who are independent of the emergency management institutions have a crucial role to play in building the capacity of community actors (flood groups, Community Coordinators) so that these can participate on a more equal footing with the established institutions.

Implications for future roll out

The evaluation proposed a model of resilience which recognises the five independent areas (social, economic, infrastructure, community capital and institutional). The Pilot made a significant contribution to strengthening both community capital and institutional resilience.

While the focus was very much on the *community* side, the project partners worked closely throughout with a range of institutional stakeholders, including Local Resilience Forums, individual emergency responders including the EA, the FRS and the police and individual local authorities at the county, city, district and town level, developing links with community actors and strengthening institutional capital. One stakeholder interviewee commented in Year 2 on the aspects that had been of value to their organisation:

> *Building relationships with communities. Getting groups up and running. Raising awareness of flood risk and what groups can do. Having the legacy of established flood groups which are on their way to doing other things in the flood cycle. It takes time to get flood groups going, so it has really helped with* [our] *ambitions to have groups. In terms of the counterfactual, i.e. what would* [we] *have done without the project? We would have continued work but at a smaller scale. It is really important for us to have a consistent approach. (SI-1)*

The Pilot developed an approach to communicate community flood resilience which can be both relevant to the local reality of each community while maintaining national consistency. This is the Flood Cycle. This could be further defined as the roll out stage, for example by setting out how the

EA and other professional partners could best work with flood groups and flood wardens.

Addressing the challenges encountered by the Pilot

One of the main pressures on delivery of the project during Year 1 was the time and staff resource required to effectively engage priority communities and to identify groups of volunteers to participate in community resilience and training. This is also an uneven process, with peaks and troughs, which can be hard to plan and manage within a project context.

It became clear during Year 1 that it was not possible to select communities for evaluation in advance, because of the difficulty in accurately predicting the path that any community would take. Some groups had already been working together to address risks and provide support during flood incidents. In other places the Pilot contacted one or two interested people and then had to help them recruit members and decide what role their flood group could take. In others, initial interest fell away either because of personal circumstances or events in the area - the hard work of project staff meant that a few groups in this situation did eventually regroup and resume the process of developing resilience.

One of the conditions for the success was always recognised to be that the communities using the Toolkit had to be committed to addressing the problem of flooding. Initially, communities were required to demonstrate this by having a community flood plan. This condition was later modified and some participating communities developed flood plans as part of their involvement in the project.

It would be useful in the roll out phase to try to identify any conditions that are associated with faster and more effective processes of engagement (or conversely, with slower and more difficult engagement). This would be invaluable for planning and implementing future roll out.

It is not recommended that the evaluation of the roll out phase should try to define specific groups or communities to monitor, given the problems with this approach in the Pilot phase. Instead, it would be useful to review the work done after the first year and prioritise a few places to follow during the second year, based on key characteristics (e.g. including both rural and urban communities, experience of flooding, level of development of the group, etc.) in order to be able to give a clearer picture of the process followed by groups and communities with different characteristics.

Extending the Training Toolkit to include wider emergencies

Working closely with the FRS, EA and local authorities, the team has become clear that community resilience to flood risk does not necessarily depend on the same capacities as dealing with other risks such as a health epidemic or a train or car crash. To date, the team has not focused on wider emergency resilience, following a decision by the Partnership Board (April 2016).

It will be important for partners to revisit this question in the new project.

Legacy and sustainability

A main issue emerging out of the Pilot is the challenge of sustainability, given the demonstrated need for a training offer that is tailored to the situation and priorities of each community and group and that is supported by early engagement to understand the local context and follow-up activities to enable volunteers to develop their capacities through practical work.

The Project Board will need to continue to promote the work more widely at a national level, to spread the reach and application of the training. Part of the roll out should be to work with emergency services, local authorities and others interested in community resilience, to develop a better assessment of the full range of benefits provided by the Training Toolkit and Flood Cycle. This would be the basis for the development of a range of options for future funding.

Appendices

Appendix 1: Full list of Pilot Communities[4]

	Community	Presentation/ intro to CP	Recruitment	Plan / Risk Assmt Review	Insurance	Roles	Training	Equipment	Comms	Test Exercise	Train the Trainer	Certifs Issued
1	Chew Magna, BANES			✓			✓	✓				17
2	Chew Stoke, BANES	✓										n/a
3	Keynsham / Broadmead Lane Ind Estate, BANES	✓	✓	✓	✓	✓	✓		✓	✓		Awaiting reg forms
4	Brislington, Bristol	✓	✓									n/a
5	Avonmouth, Bristol	✓	✓									n/a
6	Bristol city	✓	✓			✓	✓✓					14 tbc
7	Port Isaac, Cornwall	✓		✓	✓	✓	✓	✓		✓		4
8	Portreath, Cornwall	✓		✓	✓	✓	✓	✓		✓	✓	18
9	Par & St Blazey, Cornwall	Refresher		✓		✓	✓			✓	✓	14
10	Lostwithiel, Cornwall	Refresher					✓			✓	✓	4
11	Stokeinteignhead, Devon	✓		✓	✓	✓	✓	✓		✓		19
12	Lapford, Devon	✓		✓		✓	✓	✓				9
13	Horrabridge, Devon	✓			✓	✓	✓					12
14	Lympstone, Devon	✓		✓	✓	✓	✓	✓				14
15	Stoke Canon, Devon	✓	✓	✓	✓	✓	✓			✓	✓	9
16	Combe Martin, Devon	✓										n/a
17	Whimple, Devon	✓										n/a
18	Buckfastleigh, Devon	✓					✓			✓		13

[4] Source: Project Manager: End of Project Operational observations

	Community	Presentation/ intro to CP	Recruitment	Plan / Risk Assmt Review	Insurance	Roles	Training	Equipment	Comms	Test Exercise	Train the Trainer	Certifs Issued
19	Weare Giffard, Devon	✓		✓	✓	✓	✓					7
20	Yealmpton, Devon	✓		✓	✓	✓	✓					12
21	Brixton, Devon	✓		✓	✓	✓	✓					incl with Yealmpton
22	Brixham, Devon	✓		✓	✓	✓	✓	✓		✓	✓	20
23	Paignton, Devon	✓					✓					4
24	Galmpton, Devon	✓					✓					2
25	Berrynarbor, Devon	✓		✓			✓					2
26	Fremington, Devon	✓		✓			✓					2
27	Iford, Dorset	✓			✓		✓	✓				7
28	Bridport, Dorset	✓		✓	✓		✓					8
29	Beaminster, Dorset	✓		✓			✓	✓				6
30	Swineford, S Glos	✓	✓	✓	✓	✓	✓		✓			5
31	Minehead, Somerset	✓		✓			✓					8 tbc
32	Watchet, Somerset	✓	✓	✓	✓	✓	✓		✓			8
33	Ruishton, Somerset	✓		✓	✓	✓	✓					7
34	Parbold, Lancashire	✓		✓	✓	✓	✓	✓		✓		10
35	Salisbury, Wiltshire	✓				✓	✓✓✓					9
36	Sutton-on-Hull, N Yorks	✓	✓	✓		✓	✓					6
37	Cockwood, Devon	✓	✓								✓	2
38	South Molton, Devon	✓										0
	One to Many Training											

	Community	Presentation/ intro to CP	Recruitment	Plan / Risk Assmt Review	Insurance	Roles	Training	Equipment	Comms	Test Exercise	Train the Trainer	Certifs Issued
	Cambridgeshire communities (in Huntingdon)	✓					✓					18
	East Dorset communities (in Dorchester)	✓					✓					35
	West Dorset communities (in Dorchester)	✓					✓					incl in E. Dorset
	Wiltshire communities (in Salisbury)	✓					✓					18

Appendix 2: Evaluation approach, methods and activities

Evaluation approach

The Pilot's 'theory of change' explains the rationale for the interventions, showing how the activities are expected to lead to the desired outcomes and goals and setting out any assumptions made.

The concept of a resilient community can be broadly summarised as:

> *Communities working with local resources (information, social capital, economic development, and community competence) alongside local expertise (e.g. local emergency planners, voluntary sector, local responders) to help themselves and others to prepare and respond to, and to recover from emergencies, in ways that sustain an acceptable level of community functioning.* (adapted from Twigger-Ross et al., 2011: 11)

Based on this definition, the following theory of change was outlined at the start of the Pilot:

> *The provision of targeted and effective training on flooding and other hazards to engaged local volunteers enables them to better protect themselves and to lead and assist their communities to become more resilient, thereby reducing the damages caused and increasing the community's capacity to manage the emergency.*

A 'logical model' maps out the linkages from the theory of change to the Pilot design, showing how the resources (e.g. skills, capacities, infrastructure) available to the project team, involved communities and other stakeholders will be combined with the project's input (funding) to carry out activities (training, advice, coordination, etc), whose outputs (trained volunteers, flood and emergency groups liaising with emergency services, etc) will in turn result in the intended outcomes of communities being better prepared to manage flooding and other emergencies and to the ultimate goal of more resilient communities.

The CP logical model was centred on the provision of training in emergency planning and response skills, which was the intervention that was expected to increase people's knowledge and ability to prepare for flooding, to increase community volunteers' confidence and skills in preparing for and responding to emergencies and thereby to make communities more resilient. The Pilot's intended outcomes were:

1. people are better informed and able to prepare for, and respond safely to, emergencies
2. community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency
3. communities are stronger and more resilient to, the impact of emergencies that face them and the subsequent recovery period.

To measure the extent to which the outcomes were achieved, key evaluation questions were identified and indicators developed.

A suite of tools was developed to capture information about the communities, individual participants and their response to the CP training and support at different stages. They included a community contact start up questionnaire to establish a baseline for the community; a training registration form to get details of participants; a wellbeing questionnaire to look at confidence, health and happiness; a training feedback form to find out about the training; and trainee, stakeholder and partner interviews to get perspectives on the process, delivery and impact of the Pilot and training at all levels.

Finally, we reflect on changes in partners' thinking about the theory of change over the course of the Pilot, to help understand the evolution of the project activities.

Theory of change

This section sets out the evaluation team's understanding of the CP Pilot partners' initial hypotheses about what needed to change to achieve the Pilot's objectives and how the elements of the Pilot would contribute to create this change.

A project's 'theory of change' is at the heart of its design and implementation. A theory of change is, "*A practical model and approach that allows you to articulate how your activities will achieve your desired outcomes and goals, and what assumptions are being made about this process*."[5]

The evaluation team worked with the CP Pilot partners to describe the Pilot's underlying theory of change. This involved drawing on a combination of information:

- the project objectives
- an assessment of what must be in place to successfully build community resilience to emergencies such as flooding
- information and learning from previous CEP evaluations of flood resilience programmes, such as the evaluations of Defra's Flood Resilience Community Pathfinders (2015)[6] and of Natural Resources Wales' Flood Awareness Programme (2016 - unpublished)
- feedback from managers, partners and community members about how the interventions evaluated work, or fail to work
- feedback from CP partners on draft versions of the theory of change
- theories about how change occurs.

The concept of a resilient community can be broadly summarised as:

> *Communities working with local resources (information, social capital, economic development, and community competence) alongside local expertise (e.g. local emergency planners, voluntary sector, local responders) to help themselves and others to prepare and respond to, and to recover from emergencies, in ways that sustain an acceptable level of community functioning.* (adapted from Twigger-Ross et al., 2011: 11)

Academic definitions suggest a key component to successfully building resilience is to understand and develop the capacities within a community. A framework for community resilience was developed as part of the evaluation of the Flood Resilience Community Pathfinders scheme funded by Defra between 2013-2015[7], building on the work of Cutter et al[8] which identified five categories of community resilience: social, economic, institutional and infrastructure resilience, community capital. These categories relate to how communities 'engage' with (i.e. prepares for, withstands, responds to, and recovers from) disasters, taking the view that: *"Here resilience is a set of capacities that can be fostered through interventions and policies, which in turn help build and enhance a community's ability to respond and recover from disasters" (p.2).* For the Flood Resilience Community Pathfinder evaluation, these categories were translated into the specific context of flooding, as shown in Figure A1.

[5] Cabinet Office (2013) Theories of change and standards of evidence. Presentation for workshop on Vulnerable and Disengaged Young People Fund: Evidence and Evaluation Training. November 2013.
[6] Twigger-Ross et al, 2015. Consulted on 11.07.2017 : http://randd.defra.gov.uk/Default.aspx?Menu=Menu&Module=More&Location=None&Completed=1&ProjectID=18744
[7] Twigger-Ross, C., Orr, P., Brooks, K., Sadauskis, R., Deeming, H., Fielding, J., Harries, T., Johnston, R., Kashefi, E., McCarthy, S., Rees, Y. and Tapsell, S. (2015). Flood Resilience Community Pathfinder Evaluation. Defra.
[8] Cutter, S., Burton, C. and Emrich, C. (2010) 'Disaster resilience indicators for benchmarking baseline conditions', Journal of Homeland Security and Emergency Management, 7(1): 1-22

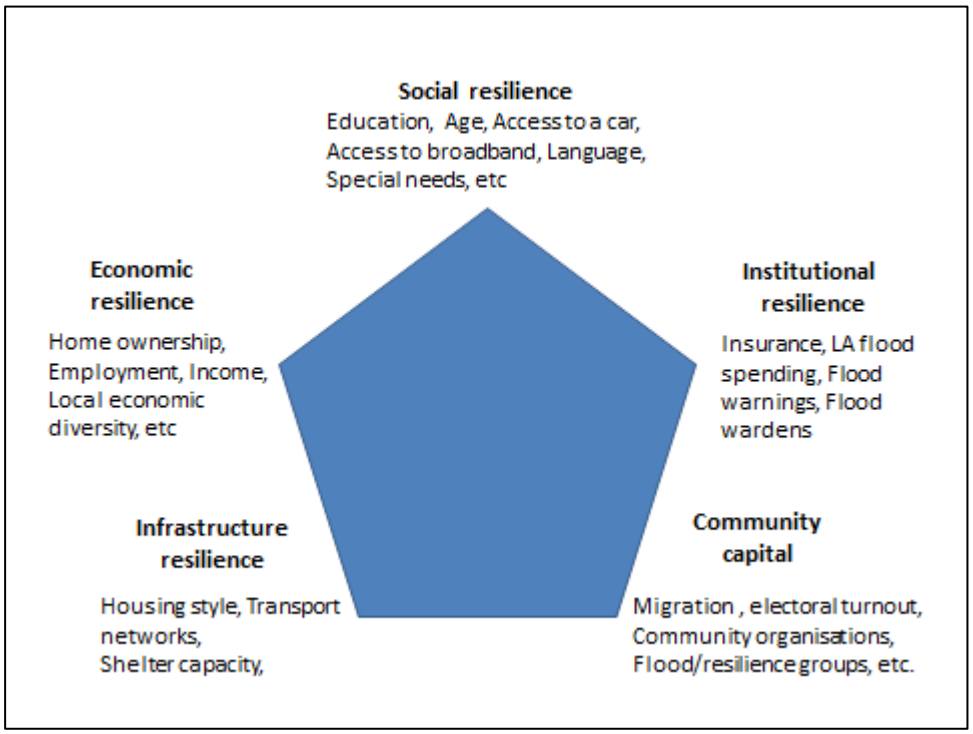

Figure A1: Community resilience model (based on Cutter et al, 2010)

The CP Pilot was particularly concerned with community capital and institutional resilience, i.e. the capacities, networks and relationships that exist within communities and the way that community capacities link up and work together with higher-level networks, like local authority resilience teams and members of the emergency services.

The following theory of change was outlined at the start of the Pilot:

> *The provision of targeted and effective training on flooding and other hazards to engaged local volunteers enables them to better protect themselves and to lead and assist their communities to become more resilient, thereby reducing the damages caused and increasing the community's capacity to manage the emergency.*

The conditions for success are that the training provided is high quality and relevant and that the local volunteers receiving the training are engaged or committed to working to increase local resilience. The training activities, including exercises and support in developing emergency or flood plans are expected to result in those trained being more resilient both as individuals and as part of their community so that in the long run these communities can respond more effectively in emergency situations.

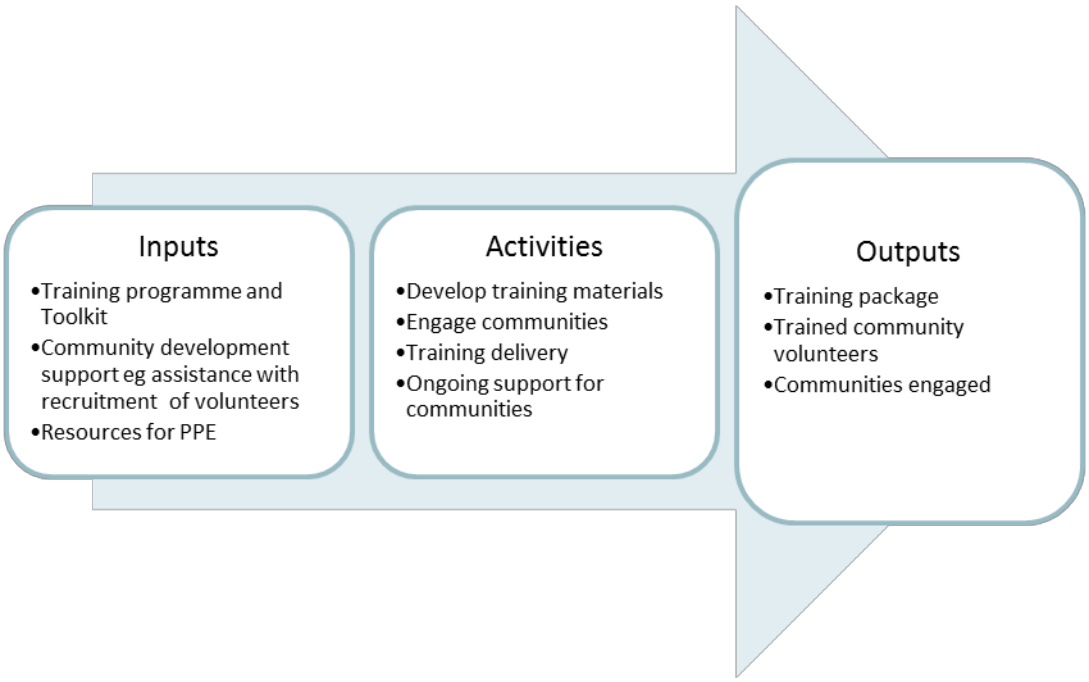

Figure A2: Theory of change – inputs leading to activities leading to outputs

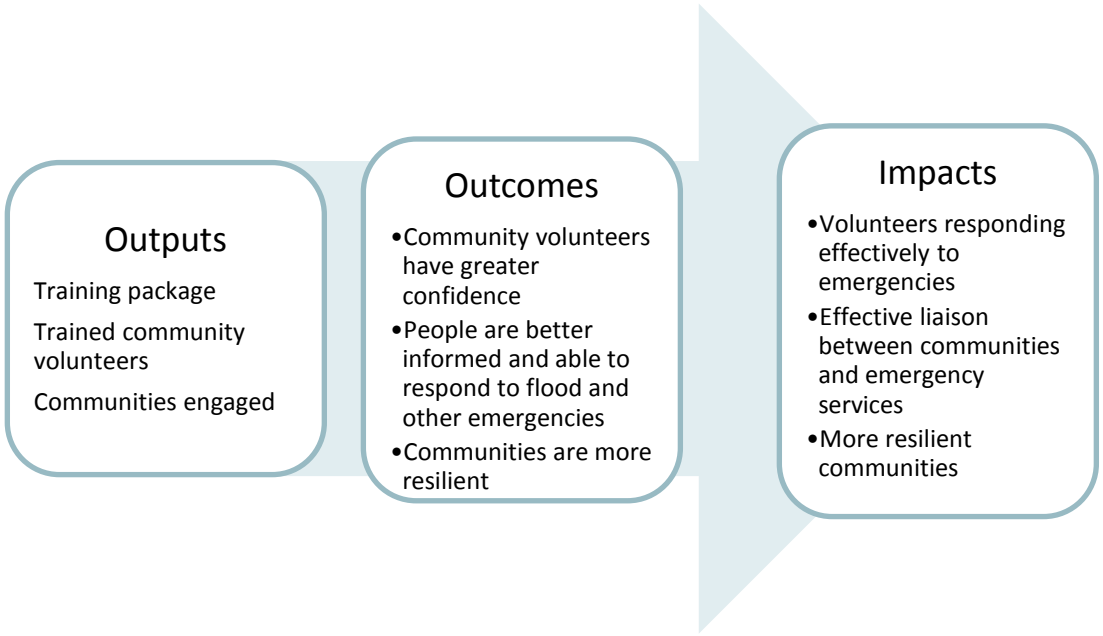

Figure A3: Theory of change – outputs leading to anticipated outcomes and impacts

Logical model

The logical model[9] provides a framework for examining the elements of the project (activities, outputs, outcomes, etc) in relation to its theory of change. The logical model for the CP Pilot (Table

[9] See: HM Treasury 'Guidance for evaluation' (The Magenta Book), p21.

A1) creates a structure for developing and applying evaluation tools.

The intervention (activity) for consideration in this Pilot is the training programme for community volunteer flood wardens or resilience groups. Inputs therefore centre on the training materials, the provision of training and the activities of engagement with and support for at-risk communities while the outputs, outcomes and impacts are consequences of the training and support activities.

The logical model for the evaluation of the CP Pilot is straightforward in that, in general, all the inputs are necessary for the activities to take place and the achievement of each of the outputs is a consequence of the combination of activities. The outcomes listed are those anticipated at the time that the CP Pilot was planned. The long-term impacts are those that might be expected to arise from the training and wider engagement.

The evaluation questions provide the focus for the quantitative and qualitative data collection and aim to:

- check whether the original aims have been met;
- tease out the real differences made to all participants; and
- identify what change occurred and how this was brought about.

The logical model is centred on the provision of training in emergency planning and response skills, which is the intervention that is expected to increase people's knowledge and ability to prepare for flooding, to increase community volunteers' confidence and skills in preparing for and responding to emergencies and thereby to make communities more resilient. These outcomes are described in the Pilot proposal as:

1. people are better informed and able to prepare for, and respond safely to, emergencies
2. community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency
3. communities are stronger and more resilient to, the impact of emergencies that face them and the subsequent recovery period.

Table A1: Logical model

Inputs	Activities	Outputs	Outcomes	Impacts
Training Toolkit • CCFF Community Resilience Toolkit **Resources** • Flood and emergency response expertise of partners • Training expertise of partners • Community engagement and support expertise • **In-kind support on the ground of EA flood**	**Training materials** • Development of a set of training modules • Development and management of an online training facility on the Moodle platform **Engagement with communities** • Identification of communities and recruitment • Assessment of community needs • Support for volunteers in engaging the wider community	**Training materials** • Community Resilience Toolkit that can be used in communities across England facing emergency situations • 140 volunteers using the Toolkit and eLearning modules **Trained community volunteers** • 100 community members increase understanding of and capacity to	**Community volunteers** • Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency. **Communities** • People are better informed and able to prepare for, and respond safely to, emergencies such as flooding.	**Community volunteers** • 100 community volunteers prepare and respond effectively to emergency situations • 10 volunteer community champions liaise effectively with community volunteers and emergency responders • Community volunteers avoid risks to their own

advisors
- Big Lottery Reaching Communities funding

Training delivery
- Community volunteer training
- One-to-many training
- Training of trainers.

Ongoing support for communities
- Developing, refining and testing flood plans
- Promoting and developing community resilience groups
- Accessing PPE.

respond to emergencies
- 40 community champions in 20 communities

Communities engaged
- 10 communities working together
- 10 communities have an active flood plan

- Communities are better prepared for, and more resilient to, the impact of emergencies.

safety and are protected in emergency situations

Communities
- 10 at-risk communities are more resilient to emergency situations
- 2,400 homes (4,800-6,000 people) in 10 at-risk communities experience a reduction in damages caused by emergencies
- 300 businesses in 10 at-risk communities experience a reduction in damages caused by emergencies

Other
- Possible unforeseen impacts

Evaluation questions and indicators

When the theory of change was developed, evaluation questions were identified to reflect the focus of the theory of change and additional indicators devised for these. As well as testing whether the outcomes have been achieved, the evaluation questions are designed to probe the way in which they have been achieved and the reasons for the project being more or less effective.

The evaluation questions focus on four key elements of the project.

- The Training Toolkit as the core mechanism.
- Flood / Emergency Volunteers.
- Resilient Communities.
- Governance.

Table A2 shows the evaluation questions and key indicators for each of the steps in the logical model.

Table A2: Evaluation questions and indicators and link with logical model

Logical step	Element	Key indicator	Evaluation question	Data collection method
INPUTS	Training Toolkit Flood / Emergency Volunteers Resilient Communities Governance	Project has been well-managed.	Have all partners contributed time and expertise as planned? Have staff had the skills and time to deliver the project? Have appropriate governance arrangements been established?	Project Board minutes. Interviews with Project partners.
ACTIVITIES	Training Toolkit	Toolkit tested with communities in a range of locations.	What different types of communities have tested the Toolkit?	Training observation. Interviews with flood group coordinators and flood wardens. Training feedback forms.
			How effective was the promotion of the Toolkit and training?	
			What aspects of the Toolkit have participants found most / least valuable and why?	
		Planned activities achieved.	Have the planned activities been achieved?	Project Board minutes. Data collection on activities undertaken within the Activity Plan.
			Have any planned activities not gone ahead? If so, why not?	
			Have additional activities been undertaken? If so, what are these and what promoted their delivery?	
	Flood/Emergency Volunteers	140 volunteers actively participate in training programme over the Pilot period.	Have the training activities been well-attended? What factors influence people's decisions to participate?	Registration tables. Interviews with flood volunteers and flood group coordinators.
			What are the characteristics of the flood volunteers who participate in the training? To what extent has the Pilot achieved a diversity of participants?	Registration tables.
	Resilient Communities	Planned activities achieved.	*See questions for 'Training Toolkit' above*	Data collection on activities undertaken within the Activity Plan.

Logical step	Element	Key indicator	Evaluation question	Data collection method
	Governance	Project has been well-managed.	What aspects of the project's governance are working well? What aspects are working less well? What lessons are there for improved performance?	Year 1 partner interviews.
				Year 2 partner interviews.
OUTPUTS	Training Toolkit	Training Toolkit revised to reflect feedback from users.	What changes have been made to the Toolkit? How have these reflected feedback from users?	Review of Toolkit revisions Observation of training activities. Interviews with partners.
		140 volunteers actively using the Toolkit and E-Learning modules over the Pilot period.	Have volunteers used the Toolkit material after the training course?	Training feedback forms. Year 2 interviews with flood volunteers and flood coordinators.
	Flood / Emergency Volunteers	100 people using the Toolkit report greater understanding of risk associated with emergencies and disasters and therefore being safer in community emergency situations.	To what extent have flood wardens and volunteers increased their understanding of flood risk and other emergencies as a result of participating in the project?	Training observation. Training feedback forms. Interviews with flood volunteers and flood group coordinators.
		50 people per year on the CP programme feel that they are better informed and able to respond to an emergency or disaster.	How well do volunteers feel they can deal with flood risks in their communities? How has the training affected their confidence, if at all?	Training feedback forms. Interviews with flood volunteers and flood group coordinators.
			What have volunteers or groups done differently as a result of the training?	

Logical step	Element	Key indicator	Evaluation question	Data collection method
	Resilient Communities	10 communities where the Toolkit is implemented have an emergency plan and strategies in place to respond to and recover from emergencies facing the community, including flood, fire, flu, snow, heat, etc. by the end of the project.	Was a community flood or emergency plan developed, completed or tested as a result of community members' participation in the project?	Training feedback forms. Interviews with flood volunteers and group coordinators.
	Governance	Project has been well-managed.	Have challenges arising during the project been addressed and how?	Project Board minutes Partner interviews.
OUTCOMES	Training Toolkit	Training Toolkit effectively supports the development of community capital and institutional resilience in communities at risk of flooding or natural disasters.	Do the Toolkit modules and training activities cover the right areas to develop community flood and emergency resilience?	Interviews with flood wardens and flood group coordinators. Interviews with partners and stakeholders.
			How important are the wider elements of the Toolkit (engagement and ongoing support) in terms of achieving the project's overall outcomes?	
		Volunteers and flood group members are using the E-Learning elements of the Toolkit to support their work.	How many people report using the Toolkit to support their community resilience activities?	Interviews with flood wardens and flood group coordinators.
			Which Toolkit formats (i.e. hard copies, E-Learning platform) are being used most frequently and why?	

Logical step	Element	Key indicator	Evaluation question	Data collection method
	Flood / Emergency Volunteers	50 people per year on the CP programme demonstrate they understand the complexities of community emergencies.	How many communities have completed or further developed their flood risk or emergency risk plans with support from the project?	Interviews with flood wardens and flood group coordinators. Interviews with partners and stakeholders.
		50 people per year on the CP programme feel that they are better informed and able to respond to an emergency or disaster[10].	How effective do flood volunteers / flood groups feel in managing flood risks or other emergencies? What type of information or support has been most useful in increasing volunteers' understanding of flood or emergency risk?	Interviews with flood wardens and flood group coordinators. Interviews with partners and stakeholders.
		50 community volunteers per year demonstrate increased confidence and self-esteem.	How has the training affected the confidence and self-esteem of flood volunteers and wardens?	Interviews with flood wardens and flood group coordinators. Interviews with partners and stakeholders.
		30 people per year on the CP programme demonstrate that they are healthier and happier through surveys and verbal feedback.	How many people who have taken the training report that it has increased their wellbeing[11]? Has the training made participants more or less worried about flood risk and other emergencies? How optimistic do trainees feel about the future?	(Yr2) Interviews with flood wardens and flood group coordinators. Interviews with partners and stakeholders.

[10] Incorporates and surpasses original indicator: 30 people per year on the Communities Prepared programme feel that they are better informed

[11] Measured by the Warwick Edinburgh Mental Health Wellbeing Scale (see *Evaluation Tools – Wellbeing Questionnaire*, below)

Logical step	Element	Key indicator	Evaluation question	Data collection method
	Resilient Communities	20 people from 10 communities act as 'Community Champions' taking the lead within the community setting each year.	Number of people acting as 'Community Coordinators' in each community.	Registration tables. Records of ongoing community support activities.
		100 people using the Toolkit report increased confidence in acting in an emergency situation by the end of the programme.	How has the training affected the confidence and self-esteem of members of the community about their ability to manage in an emergency situation?	(Yr2) Interviews with Community Coordinators and stakeholders.
		5 communities per year where the Toolkit is implemented show cohesion, collective working and leadership.	How effectively do communities work together and coordinate effectively with local authorities and emergency responders in relation to flood risk?	Interviews with Community Coordinators and stakeholders.
		Good practice delivered by the partnership.	Which elements of the project's governance and ways of working contribute to achieving project outcomes?	(Yr2) Interviews with partners and stakeholders.
	Governance		What lessons have been learnt?	
		Additional benefits from collaborative working.	What are the strengths and weaknesses of partnership working on the CP Pilot?	(Yr2) Interviews with partners and stakeholders.
IMPACTS	Training Toolkit	Training Toolkit shows long-term sustainability in areas covered by the Pilot.	Have options for the long-term sustainability of the Training Toolkit approach been identified and assessed?	(Yr2) Interviews with volunteers, flood wardens, stakeholders and partners.

Logical step	Element	Key indicator	Evaluation question	Data collection method
	Flood / Emergency Volunteers	50 people per year on the CP programme demonstrate they understand the complexities of community emergencies.	How many people on the CP programme demonstrate behaviours that reflect understanding of complex community flood emergencies?	(Yr2) Interviews with volunteers and flood wardens.
	Resilient Communities	Communities take effective action to prepare for and respond to flooding and other emergencies.	How many participating communities have seen a reduction in flood damage? In what ways have they achieved this?	(Yr2) Interviews with flood coordinators, volunteers, partners and stakeholders.
			Do communities feel that they are more aware of and better able to manage flooding and other emergencies?	
	Governance	Lessons learnt from the Pilot.	What lessons have been learnt and how will they be transferred to other projects?	(Yr2) Interviews with flood partners and stakeholders.
		Wider project influence.	Has the project had wider influence beyond the Pilot area?	(Yr2) Interviews with flood partners and stakeholders.

Selection of communities for evaluation

It was initially planned that ten communities would be selected for the evaluation, controlling to ensure that the communities represented a range of characteristics. These include: spread across participating counties, urban or rural characteristics (range of rural, small town and urban communities), type of flood risk, stage of development of flood risk awareness and planning.

The evaluation covers all the communities the Pilot worked with (see Appendix 1). All individuals participating in training completed a Training Registration Form which includes details about themselves (age, gender, etc). More detailed information was obtained through observation of training sessions, desk exercises and one event feedback session. Table A3 lists the communities where more detailed evaluation methods were used and the project year in which they were used. These tools are described in more detail in the next section.

Table A3: Evaluation methods used, by community

Community	Community Contact Form	Training Registration Form	Wellbeing Form	Interview Year 1	Interview Year 2	Activity observation
Year 1						
Berrynarbor	✓	✓	✓			✓
Brixham	✓	✓		✓	✓	✓
Chew Magna	✓	✓		✓		
Fremington	✓		✓			✓
Iford	✓	✓	✓	✓		✓
Port Isaac	✓	✓	✓	✓	✓	✓
Portreath	✓	✓		✓	✓	✓
Salisbury	✓	✓		✓		✓✓
Stoke Canon	✓	✓		✓	✓	
Yealmpton (supported by Brixton)	✓	✓		✓		
Year 2						
Beaminster	✓	✓			✓	✓
Bridport	✓	✓			✓	
Bristol					✓	
Buckfastleigh	✓	✓				
Horrabridge	✓	✓				
Lympstone	✓	✓				
Par & St Blazey	✓	✓				
Parbold		✓			✓	✓
Ruishton	✓					
Stokeinteignhead	✓	✓				

Swineford	✓	✓			✓	
Watchet		✓			✓	
Weare Giffard	✓	✓				
Whimple	✓					

Peer-led evaluation

The aspiration of the evaluation was to include participants in design and review. The role of CCFF as a project partner meant that the perspective of flooded communities was represented throughout.

As the programme has developed, groups have taken greater ownership and interest in how to develop and support communities' capacity to manage their own flood risk. This is reflected in the networks of flood group coordinators that have been formed in Cornwall and Devon. This created the possibility of involving groups in the design of future phases of the project. This would need to be planned carefully, to avoid putting pressure on already stretched volunteers.

Evaluation tools

A suite of tools was developed to capture information about individual participants, communities and stakeholders at different stages of the Pilot.

Community Contact Form (Start of Year questionnaire)

GWS staff completed a questionnaire at their first meeting with the contact person for each community engaged; this was usually the community coordinator but in some places was someone else, for example as the Town Clerk. The questionnaire covered baseline information on the community and the way that emergencies were being managed. This was used by the team to design a programme of support, depending on the stage of development of community resilience work. During the first year, the emphasis was on organising a training session. As the Pilot progressed it became clear that some communities needed other support before training would be appropriate.

Training Registration Form

This form is used to collect basic details to register participants for the flood warden training. It collects three types of information:

- contact details
- information for diversity monitoring
- preferences for future feedback opportunities and use of photographs.

The Training Registration Form was completed by 246 of the 272 people who completed training, i.e. by 91.5%.

Training Feedback Form

To encourage more honest and considered feedback on the training, participants are given a feedback form at the end of the training process (if the training is carried out in two sessions, the form is distributed at the end of the second session) with a stamp addressed envelope and are asked to complete and return the form anonymously.

The training feedback form includes questions about overall satisfaction, learning outcomes (what did the participant learn?), behavioural outcomes (behaviours that the participant might change as a result of the training), the training materials, training format and other observations. Most of the

questions used Likert scale answers (strongly disagree – tend to disagree – neither – tend to agree – strongly agree) and a 'Don't know' option. Three of the questions had space for participants to write comments.

In Year 1, 45 out of 121 trainees returned their completed feedback forms (37.5% of the total). In Year 2, the rate of response was slightly lower, with 24.5% of trainees completing and returning feedback forms. The low response rate was partly due to the approach to collecting feedback forms as set out above.

Wellbeing Survey

Outcome 2 of the CP proposal is that "*Community volunteers have greater confidence and ability to remain safe and play an effective role before, during and after an emergency*." The indicators for Outcome 2 include one about health and happiness: "*People on the Communities Prepared programme demonstrate that they are heathier and happier through surveys and verbal feedback.*" (30 people per year in Years 1 and 2). It was felt that this was an important indicator to evaluate but there was some concern about attempting to attribute any changes in reported health and happiness to participation in the programme. Furthermore, health and happiness are complex feelings, which are generally influenced by a range of factors.

While volunteering in general has been found to have beneficial impacts on participants' wellbeing[12], recent research on flood volunteering suggests that this is associated with a more nuanced set of emotions and experiences. A study conducted by Forest Research for the Flood and Coastal Risk Management R&D programme[13] found that flood volunteers reported that their volunteering activity had a significant positive impact on their lives, particularly in terms of improvements to individual skills and knowledge (70%), sense of feeling they are making a positive difference to the local environment (68%) and a sense of connection to the local environment (63%)[14]. The same report noted that:

> *... there were also felt to be disadvantages to volunteering. In particular a small proportion of the sample (5%) felt that their physical health and fitness had decreased as a result of volunteering, and that their happiness and well-being had been negatively affected (4%).* (O'Brien et al, 2015:22)

In order to assess any possible wellbeing impacts, whether positive or negative, it was important to capture the range of feelings that contribute to a sense of wellbeing. The Office of National Statistics (ONS) uses four questions to collect data on personal wellbeing, for example through the Annual Population Survey (APS).

1. Overall, how satisfied are you with your life nowadays?
2. Overall, to what extent do you feel the things you do in your life are worthwhile?
3. Overall, how happy did you feel yesterday?
4. Overall, how anxious did you feel yesterday?

Another approach to measuring wellbeing is the Warwick-Edinburgh Mental Health Wellbeing Scale. There are in fact two scales: one of seven questions (the Short Scale) and one of 14 questions. The questions in the Short Scale are:

- I've been feeling optimistic about the future
- I've been feeling useful

[12] Cabinet Office, 2007
[13] FCERM Research Project SC120013/R3 Case study and survey research on FCRM volunteering
[14] O'Brien et al, 2015

- I've been feeling relaxed
- I've been dealing with problems well
- I've been thinking clearly
- I've been feeling close to other people
- I've been able to make up my own mind about things.

These questions were chosen for the CP evaluation because it was felt that their behavioural focus would make them easier to answer than the ONS questions. An initial question was added to provide a measure of the importance of flood risk to participants' sense of wellbeing: "*How important is flood risk in relation to other concerns in your life (for example, concerns about health, family or money)?"*

The wellbeing questionnaire was trialled by the evaluator at the sessions observed after January 2017. A total of 29 participants from 5 groups completed the start of training Wellbeing Form. This represents a response rate of 24.2%. None of the participants who were invited to fill in the Wellbeing Form expressed any concerns or objections.

The data from the Wellbeing Forms was supplemented with qualitative information from the interviews with flood group coordinators (see below). This provided more qualitative information about the possible impacts on wellbeing.

Efforts to get further resource (through university Masters students) to apply the wellbeing survey forms more widely and to undertake a more detailed analysis of other factors that might be influencing participants' wellbeing, were not successful. An analysis of the results of the application of the Year 1 Wellbeing Forms indicated that little valuable evidence was generated by this tool on its own, because of the small size of the sample, the lack of detailed evidence and the difficulty of following up respondees who did not participate directly in Pilot activities in Year 2. It was decided not to continue with this method after Year 1 and just to use evidence from interviews with flood group coordinators.

Trainee, stakeholder and partner interviews

Semi-structured interviews were held with a sample of three types of participant: trainees, stakeholders (representatives of authorities directly involved in the Pilot, including local authorities, EA, FRS) and Pilot partners.

In Year 1 ten community members were interviewed about their participation in the training. Interviewees were selected from the evaluation communities (trainees who had participated in the 'one to many' training session in Dorchester were not considered). As the number of trainees who had confirmed that they would be willing to participate in a telephone interview was low and participants from more than half of the evaluation communities were not asked this question, it was decided to interview the community coordinator for each group instead. This had a further advantage in terms of providing insights into the development of the group as well as the interviewee's individual perspective. One additional participant was interviewed in Brixham where different types of community members had attended the training (flood wardens and community volunteers). One evaluation community (Fremington) did not have its own coordinator and no-one from the community was able to participate in an interview.

In Year 2 interviews were conducted with the coordinators for the same groups as in Year 1 where these groups had continued to participate in the Pilot (five coordinators). Six coordinators from groups that had only participated in Year 2 were also interviewed. These interviewees were selected to cover groups with different characteristics as well as one of the two north of England communities where roll out was tested.

Three stakeholders were interviewed each year, with different people being interviewed each time in Years 1 and 2. The stakeholder interviews covered institutions with different roles in emergency response as well as people working in different parts of the Pilot area. All those interviewed had participated in one or more training sessions and therefore had direct experience of Pilot activities.

The evaluation team was in regular contact with GWS's project manager and team throughout Years 1 and 2 and it was felt that an interview would not add significantly to existing evidence. Interviews were held in both years with CCFF and Cornwall College and with the EA in Year 2.

The interviews provided an opportunity to look in more depth at specific issues. While they were guided by the interview schedule, new issues emerging during the interview could be followed up. Detailed notes were taken of each interview and the three types of interview were analysed as distinct groups to identify common themes as well as differences between interviewees.

The number of interviewees conducted is shown in Table A4.

Table A4: Evaluation interviews conducted in Years 1 and 2

Participant Type	Number	
	Year 1	Year 2
Trainee	10	11
Stakeholder	3	3
Partner	2	3

Other sources of information used for the evaluation were:

- the CP Registration Form which provides details about personal characteristics (age, religion, ethnicity, disabilities, sexual orientation) for equalities monitoring
- observation of training sessions.

The evaluators observed 11 project activities over the two-year period. This was an opportunity to observe the project in practice, including the use of training materials and training approaches (at training sessions), the level of engagement of local groups and stakeholders and the way the participants responded to the activities. It also meant that evaluators could talk to participants, project team staff and stakeholders and get a sense of how the project was evolving and what was working well and not so well.

Table A5 lists the events observed.

Table A5: Observation of project activities in Years 1 and 2

TYPE OF EVENT	LOCATION	DATE	YEAR 1	YEAR 2
Training	Salisbury	January 2017	✓	
Training	St Austell (for Port Isaac flood wardens)	January 2017	✓	
Training	Brixham	February 2017	✓	
Training	Berrynarbour and Fremington	March 2017		✓
Training	Iford	April 2017		✓
Train the trainer	Parbold	July 2017		✓
Flood plan desk exercise	Beaminster	October 2017		✓
1-to-many Training	Salisbury	October 2017		✓

Flood coordinators' meeting	Cornwall	November 2017		✓
Desk exercise	Brixham	November 2017		✓
Post event wash up	Portreath	January 2018		✓

Appendix 3: Selected evaluation tools

Evaluation Tool 1

Questions for Community Contact - Start of programme questions

Collingwood Environmental Planning

LOTTERY FUNDED

Communities Prepared

QUESTIONS FOR COMMUNITY CONTACT via local CP officer
Start of programme questions

Community No: ……. (see list in the Zoho form)

Please tick one answer for each of the following questions.

1.	How many people are currently acting as volunteer 'Community Co-ordinators ', taking the lead on flood emergencies within the community?	☐ 5 or more ☐ 3 - 4 ☐ 1 - 2 ☐ None ☐ Don't know
2.	What is the number of flood / emergency wardens[15] in the community today?	☐ 5 or more ☐ 3 - 4 ☐ 1 - 2 ☐ None ☐ Don't know
3.	Is there a flood / resilience group for the area?	☐ Yes, there is group that regularly runs activities ☐ Yes, there is a group that occasionally runs activities. ☐ No, there is no group or the group is not active ☐ Don't know
4.	Does the community have an active flood / resilience plan that was tested or updated in the past year?	☐ No active plan ☐ emergency flood plan in development ☐ An active plan for only one type of emergency, e.g. flooding ☐ An active plan for multiple emergency situations ☐ Don't know
5.	Is there a designated evacuation / rest centre within the community?	☐ Yes ☐ No ☐ Don't know

[15] An emergency warden is a local volunteer who plays a role in planning, preparing for or responding to emergencies. The definition covers a wide range of activities from monitoring river levels to checking up on vulnerable people

6.	Is there a storeroom or place with equipment for emergencies in operation in the community?	☐ Yes ☐ No ☐ Don't know
7.	How many vehicle access routes to the community are there?	☐ 1 ☐ 2 ☐ 3 or more ☐ Don't know
8.	Which of the following activities have members of your community (including co-ordinators, wardens and flood group members) undertaken over the past year? Please tick all that have been undertaken.	☐ Raised awareness of risks to the community and actions people can take to protect themselves ☐ Helped identify vulnerable residents in the community ☐ Ensured people know where they can get information about local risks and emergencies ☐ Promoted self-help and encouraged people to plan for flooding or other emergencies ☐ Ensured that response to emergencies retains a high profile in council and community meetings ☐ Helped develop, update or test a community Flood Plan ☐ Monitored the weather or other natural conditions that could affect the community ☐ Reported issues or situations that could give rise to emergencies

Evaluation Tool 2

Training Registration Form

LOTTERY FUNDED

Communities Prepared Training Registration Form
Community No ……

GROUNDWORK CHANGING PLACES CHANGING LIVES

Please give us some information about yourself so that we can register you on the Flood Warden Training Programme. Your personal data will be securely stored by Groundwork in line with the Data Protection Act and will not be passed on to others without your permission.

Name …….

Email address for correspondence (or postal address if you do not use email)

……

……

Contact telephone number …….

Do you live in or close to the location where the training is taking place?

Y/N (please circle)

If not, where do you live? (name of city/town/village) **……**

We are asked by our funder, the Big Lottery, to collect certain demographic information about our training participants.
However, you can skip the following 5 questions if you prefer not to answer them:

1. Please indicate your age bracket:
Under 24 ☐
25-64 ☐
65+ ☐

2. Please indicate your religion:
None ☐
Christian ☐
Buddist ☐
Sikh ☐
Jewish ☐
Muslim ☐
Hindu ☐
Other ☐

3.

4. Please indicate whether you consider yourself to have a disability:
Yes/No

5. Please indicate your ethnicity:

White ☐
Asian ☐
Black ☐
Other ☐

6. Please indicate your sexual orientation:

Heterosexual ☐
Lesbian/gay ☐
Bisexual ☐
Other ☐

……

Our Project Evaluator, Collingwood Environmental Partnership, would like to contact some of our training participants at the end of the Project in order to find out about your experience.

Please tick below if you would be happy to take part in an interview by:

Telephone ☐
Email questionnaire ☐
Face to face ☐
Would prefer not to participate ☐

Finally, during the course of the training we may take photographs and video to help us promote and explain the training to others. Please let us know by ticking below whether or not you are comfortable with this. If not, we will make sure that you do not appear in any such footage:

- ☐ I am happy for images of myself to be included in future to promote or explain the training
- ☐ I am not happy for images of myself to be used in future to promote or explain the training

……

Thank you for registering for the training. If you have any queries or concerns prior to the training session, please contact us:

Wessex area contact: Jennifer Godby.
Jennifer.godby@groundwork.org.uk 07736 132926.

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Evaluation Tool 3

Wellbeing Impacts - Start of programme questions

Communities Prepared

WELLBEING IMPACTS
Start of training questions for participants

This training programme is being independently evaluated by Collingwood Environmental Planning. The Big Lottery Fund is interested in how this programme affects the wellbeing of participants. We would be very grateful if you could provide some information to help us assess this aspect.

How important is flood risk in relation to other concerns in your life? (for example, concerns about health, family or money)?

☐ Less important

☐ Equally important

☐ More important

Thinking about your life in general, below are some statements about feelings and thoughts.
Please tick the box that best describes your experience of each over the last 2 weeks.

STATEMENTS	None of the time	Rarely	Some of the time	Often	All of the time
I've been feeling optimistic about the future					
I've been feeling useful					
I've been feeling relaxed					
I've been dealing with problems well					
I've been thinking clearly					
I've been feeling close to other people					
I've been able to make up my own mind about things					

Any comments

Evaluation Tool 4

Training Feedback Form

Collingwood Environmental Planning

GROUNDWORK CHANGING PLACES CHANGING LIVES

Communities Prepared Training Feedback Form Community No ……

This training programme is being independently evaluated by Collingwood Environmental Planning in order to improve volunteer warden training across the South West. The learning materials are being continually developed by Cornwall College Business. We would be very grateful if you could provide your views below, including any suggestions you may have for future training.

Please circle one answer for each of the following statements:

1	Overall I am **satisfied** with the event I attended	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
2	The training helped me **understand** what flood emergencies are and how they are managed.	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
3	I **know more** about flood emergencies facing the community than before the training.	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
4	I would **know what to do** in the case of a flood emergency in my community.	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
5	I am likely to **change something that I do** as a result of taking part	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know

	What are you likely to change?						
6	The training **materials** were useful during the session	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	How did you make use of them? Did you choose the large or small format? Why?						
7	The training **materials** will be useful after the course has completed	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	How might you use them in future?						
8	The training was **easy to follow and understandable**	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
9	When additional resources become available online I will be likely to make use of them	Strongly Disagree	Tend to Disagree	Neither	Tend to Agree	Strongly Agree	Don't Know
	Comments:						
10	How could we improve the training sessions?						

11	If you are attending training as a representative of a community elsewhere, how likely would you be to recommend this training to volunteers in your community? (please skip this question if you are attending a session in your own community)	Very unlikely	Fairly unlikely	Neither	Fairly likely	Very likely	Have already booked training for the wardens in my community
	Finally, please add here any other observations you may have about how volunteer wardens should be trained to assist their communities:						

Please hand your completed questionnaire to your trainer or send it back to us in Freepost envelope provided at your training session. Thank you.

Communities Prepared

INTERVIEW SCHEDULE
For interviews with Community Coordinators and Flood Warden Trainees - Year 1

Introduction

1. Could you briefly say what experience, if any, you had prior to the workshop of being a flood warden or of being flooded?

Activities

2. What were your main reasons for taking the training? What did you hope to get from it?

3. Thinking about the training modules that you took, what was the most valuable part for your work as a flood warden / flood group member? Why was it valuable?
   Prompt (if struggling): Is there anything that you particularly remember?

4. Was there any part of the training that you didn't think was useful? Which part and why?

5. Which of the trainers were particularly effective and why? *Prompt*: Environment Agency, firefighters, Groundwork.

6. What other support have you had from the Communities Prepared project team? Prompt: Help in liaising with relevant authorities, support for developing flood plan, awareness raising with the community.

Outputs

7. Have you or other members of your group used the training materials since the training sessions?
   - If yes, how have you / they used them?
   - If no, is there any reason why you haven't used them?

8. What – if anything – have you or your group done differently as a result of the training and how useful do you think that change has been? Prompt: Reviewed Flood Plan, visited vulnerable people, coordinated with Environment Agency and/or emergency services.

9. What support did you receive after the training, if any? Were you clear at the end of the training about what needed to happen next and who should be taking action?

Outcomes

10. How optimistic do you feel about the future in general? How worried or relaxed do you feel about the risk of flooding? To what extent has the training affected your concerns?

11. How well do you feel that you are able to deal with flood risks in your community and the problems they cause? How has the training affected your confidence, if at all?

12. In what ways – if any - has the training and other Community Prepared support affected the way that your group works with authorities responsible for flood risk and the emergency services? Prompts: more / less liaison with authorities and emergency services?

13. In what ways – if at all – has your group's involvement in the Communities Prepared project affected how you work with your community? Could you give some examples? *Prompts:* increased awareness of flood risk through visible presence of flood wardens; involvement of local people in flood preparedness activities; etc. *Note: Try to tease out if there has been any impact on community cohesion, as well as awareness of flooding, and flood preparedness.*

14. Is there anything else that you would like to add about your involvement in the Communities Prepared project and how it relates to your work as a flood warden / member of a flood group?