

Institution: Lancaster University		
Unit of Assessment: 21 Sociology		
Title of case study: From Victims to Actors: shifting the policy paradigm to value children's contribution in disaster risk management		
Period when the underpinning research was undertaken: 2014 to 2018		
Details of staff conducting the underpinning research from the submitting unit:		
Name(s):	Role(s) (e.g. job title):	Period(s) employed by submitting HEI:
Maggie Mort	Professor	August 2006 to present
Alison Lloyd Williams	Senior Research Associate	September 2014 to present
Marion Walker	Senior Research Associate	September 2014 to May 2019
Period when the claimed impact occurred: 2014 to 2020		
Is this case study continued from a case study submitted in 2014? N		
<p>1. Summary of the impact</p> <p>Lancaster research has promoted children as key actors in community resilience-building in the UK and Europe with further impact in Asia. Consequently, children are no longer seen merely as vulnerable in disasters, but as citizens with capacity and positive roles to play, a paradigm shift we term: 'from victims to actors'. Generated through co-research with disaster-affected children, the findings have led to the implementation of national/international policy changes in disaster risk-management, such that children are now included in emergency planning with key agencies. The recommendations and new engagement tools are employed transnationally across various sectors, impacting on hundreds of thousands of actors and stakeholders, including young people, communities, disaster/emergency professionals and policy makers. The research has: 1) reshaped perceptions of children's agency in disasters; 2) raised awareness and increased action in the disaster risk management sector in England and internationally; 3) innovated the approach in education to promote learning and awareness about flood risk and resilience in schools and colleges across England; and 4) brought about the recognition of young peoples' voices and needs in the insurance and recovery sector.</p>		
<p>2. Underpinning research</p> <p>Research by Lancaster has revealed how children can be active agents in flooding and other disasters: intervening, mitigating and adapting [R1]. Building on knowledge of how climate change, social vulnerability and urbanisation exacerbate 'natural' hazards and, working with a child rights approach, research (including Bingley, Health & Medicine, Lancaster) has highlighted children's marginalisation from national/international disaster risk management. It has also demonstrated the power of the contributions they can make, when included.</p> <p>Lancaster's ESRC-funded Urgency Project, <u>Children, Young People and Flooding: Recovery and Resilience</u> (2014-16) [G1], broke new ground by co-researching with 30 children (primary and secondary age; urban and rural; north and south) who had been affected by the severe UK winter floods of 2013-14. Partnering with Save the Children UK, the team used an innovative combination of creative, participatory methods (photo elicitation; walking and talking; model-making and theatre), to enable the children to articulate their experiences and then, uniquely, to formulate and communicate their ideas for change in flood risk policy and practice [R2]. For the first time in the UK, the findings showed:</p> <ul style="list-style-type: none"> • children's varied experience of loss (not only valued personal/family possessions, but also friendship networks, familiar spaces, education); • their understanding of the complex material and social recovery process; • how children take on roles, actively contributing in flood response and recovery; • their understanding of the need for flood adaptation and 'new normalities'; • their capacity to articulate the urgent need for flood education in schools [R3]. <p>[G1] inspired development of the EU Horizon2020 project, <u>CUIDAR: Cultures of Disaster Resilience among children and young people</u> (2015-18) [G2]. This project worked with 552 children across Europe to explore their perception of local hazards and address their exclusion from disaster management policy and practice [R4]. Coordinated by Lancaster University, this project was a collaboration between Save the Children UK and Italy, with academic partners in Spain, Portugal and Greece. The Advisory Board comprised practitioners from Europe, Asia, Australasia and the Americas, Red Cross and UNICEF and</p>		

stimulated educational innovation in Japan [R5]. In CUIDAR'S participatory workshops, children told the research team they wanted to: know more about risk; know what to do in public spaces in emergencies and play a role in building community resilience. These findings formed the basis of our European Framework for Child-Centred Disaster Risk Management, which demonstrates how and why risk education must take account of children's diverse experience, and that supporting children's right (backed by the UNCharter 1989) to participate in disaster risk management enhances community resilience [R6].

3. References to the research

[R1] Mort, M., Walker, M., Lloyd Williams, A. & Bingley, A. (2018). From victims to actors: the role of children and young people in flood recovery and resilience. *Environment and Planning C: Politics and Space* 36(3), 423-442. *Peer reviewed*. [Funded by G1].

<https://doi.org/10.1177%2F2399654417717987>

[R2] Lloyd Williams, A., Bingley, A., Walker, M., Mort, M. & Howells, V. (2017). 'That's where I first saw the water...': mobilizing children's voices in UK flood risk management. *Transfers* 7(3), 76-93. <https://doi.org/10.3167/TRANS.2017.070307> *Peer reviewed*. [Funded by G1].

[R3] Mort M., Walker M., Lloyd Williams A., Bingley A. & Howells V. (2016). Project report for 'Children, Young People and Flooding: Recovery and Resilience', ESRC Grant No ES/M007367/1, Lancaster University, UK. [Funded by G1].

[R4] Mort, M., Rodriguez Giralt, I. & Delicado, A. (2020). *Children and Young People's Participation in Disaster Risk Reduction*. Bristol: Policy Press, 204p.

<https://policy.bristoluniversitypress.co.uk/children-and-young-peoples-participation-in-disaster-risk-reduction>. *Peer reviewed*. [Funded by G2].

[R5] Goto, A, Lloyd Williams, A., Kuroda, Y. & Satoh, K. (2020). Thinking and acting with school children in Fukushima: implementation of a participatory theatre approach and analysis of teachers' experience. *Japan Medical Association Journal* 3(1), 67-72. *Peer reviewed*. DOI: 10.31662/jmaj.2019-0031.

[R6] CUIDAR Project (2018). A Child-Centred Disaster Management Framework for Europe. Lancaster University, UK. Deliverable for H2020 Project 653753. [Funded by G2].

Peer-reviewed grants associated with the research:

[G1] Mort (PI), Children, Young People and Flooding: recovery and resilience, ESRC: (2014-2016) GBP189,085.

[G2] Mort (PI), Cultures of Disaster Resilience among children and young people, (CUIDAR), EU H2020: (2015-2018) EUR2 million.

4. Details of the impact

Escalating climate change underlines the urgency to recognise the role that children can play as active citizens in disaster risk management and recovery. Lancaster's novel research has led to a timely, direct shift in policies and practices in this field across the UK, Europe and Asia, as key disaster agencies responded to our findings by working with children as actors, rather than seeing them as victims. The team's research approach enabled children to make informed calls for change and action locally, nationally and internationally. During [G1], children worked with researchers to create 'Flood Manifestos for Change' (2015), which were used to urge stakeholders at interactive UK public events to make pledges of action that we collected and tracked. Similarly, the European Framework [G2] was launched with children in Lisbon to an international audience of policymakers and practitioners who also pledged action in response. The first of its kind, Lancaster's Framework for Building Child-Centred Disaster Risk Management comprises a film, report and a set of resources that make an empowering connection between children's rights and participation in disaster management. It connects children's rights with concrete practices for enhancing and building disaster resilience, both for children and wider society. It demonstrates how and why risk education must take account of children's diverse experience and shows that supporting their participation in disaster risk management enhances community resilience. Through Lancaster's efforts, the following impacts have been achieved.

1) Reshaping perceptions of children's agency in disasters – children as active citizens.

The way in which our research involved children as co-researchers had a significant impact on their sense of agency, enabling them to draw on difficult experiences in order to educate others, and to contribute ideas for positive change. In [G1] research, they noted how this involvement built their skills and confidence as they saw adults listening and responding

directly to their ideas: *“...we have showed people that children... can be affected as much if not worse than adults and that we didn't just back down and actually showed how we felt and put across sensible options”* [G1 participant, R3]. School staff also noted the positive impact of using a participatory methodology in building the children's capacities. As one headteacher stated: *“The traumatic impact that this flood had on the children was immense but through the work with the research team... the children found a way to get through their pain and gain positive coping skills for life”* [G1, S1a]. *“They managed to identify problems, were very demanding and critical, but above all they have reflected”* [G2 teacher, S3b]. Their enhanced skills and confidence boosted children's role as actors in risk management, enabling them to become independent ambassadors for change at a local and national level. ‘Sara’ told BBC Radio: *“I hoped we would have an impact but I didn't think it would be as strong as this”* [G1 participant] in a week-long BBC Radio feature [S2a]. Children spoke on local/national radio and TV about the research with Lancaster University and went on to cascade their own presentations in neighbouring schools to raise awareness of flood risk among other children. As a direct outcome of Lancaster's interventions, children were invited with us to engage face-to-face with policymakers and practitioners in ways never seen before at local, national and international workshops and conferences, such as: the British Damage Management Association conference (2015); Environment Agency Flood & Coast conference (2016); Surrey Community Resilience Conference (2016); All Party Parliamentary Group on Flooding at Westminster (2016). From G2, the CUIDAR EU Framework launch event in Lisbon (2018) heard from young people from Lorca, (Spain), Amadora, (Portugal), Concordia (Italy).

These opportunities had a profound effect on the children, who spoke about drawing on their experience to effect change: *“...by doing this we have showed that it did hit us hard and it's still affecting us and that we need to put planning and emergency responses in place”* [G1 participant, R3]. *“It feels like we finally have a voice... we can be heard now. Yeah, they know how we feel”* [G1 participants, S3a]. Adults working with the children noted how perceptions of children's agency in disasters had changed: *“undoubtedly turned a highly distressing and traumatic series of events into a huge series of positive development opportunities... currently resulting in a seed change in national policy in how flood risk is managed”* [Asst headteacher, S1b]. Another project partner, Head of Save the Children Wales, explained the impact of the project: *“has been a really important project to help children understand their role in society, to help them to become active citizens... Involving them when we're making plans for their safety, helping them become prepared, increasing their resilience will have a huge impact on children, and also the services that we're able to provide”* [S3c].

The impact of children speaking directly to adults and lobbying for change caused a shift in perceptions of children's capacities, leading to specific, concrete changes in emergency practice and policy in the disaster management, education and insurance/recovery sectors.

2) Raising awareness and increasing action in the disaster risk management sector.

In response to [G1] findings, Surrey County Council's Emergency Management team have made the Flood Manifesto *“part of [their] ethos”* [S4a] and in 2016 the team joined with young people for a day-long workshop on emergencies, where children explored how to help their communities before, during and after an emergency. Surrey then initiated a flood awareness programme in schools, updated its website to include young people, introduced the Flood Manifesto at council meetings with local teachers, and offered teachers training in how to support children in times of need. Surrey's team have reported a re-think in their work; a shift from traditional *command and control* approaches towards *championing the message to think about the young* [S4a]. Around the same time, following severe flooding in York in 2015, the city's Community Foundation, charged with dispersing recovery funds, consulted with the Lancaster team to advise on its Phase 2 Recovery plan [S1n]. The Grenfell NHS team who had joined the Lisbon G2 Framework event, acknowledged CUIDAR's methods in developing animations to help young people understand trauma.

The Environment Agency (EA) is the government body responsible for developing flood management policy and practice. In 2016, their Executive Director of Flood and Coastal Erosion Risk Management stated that Lancaster's findings have stimulated a *“step change”* in their *“awareness of the impacts of flooding on children and young people and the role that they could play in increasing resilience...across their communities”* [S1c]. Subsequently,

Lancaster researchers were invited to join the EA's National Stakeholder Forum and the Communities and Business Strategy Working Group, developing policy to 2100. The resulting National Flood and Coastal Erosion Risk Management Strategy for England (2020), adopted by the Government, cites our findings [S5a] and EA policy now advocates a role for young people as 'climate champions' with a part to play in building flood resilience in England [S1m]. This growing policy development role followed our workshop with the UK Cabinet Office Civil Contingencies Secretariat (London, 2018), and Public Health England stating our findings: "*will be used in future guidance and public-facing material to reduce health impacts*" [S1i].

Prior to Lancaster's intervention, the EA did not identify young people as a key constituency, but the research has led to a change in thinking; a shift from 'education' to 'participation', "*to includ[ing] them as part of the whole community resilience and flood awareness raising activity*", now seeing children "*as essential to achieving flood resilience*" [EA National Flood Risk Manager, S4b]. The resulting change in flood resilience practice across England now engages directly with young people at all levels of education through assemblies, workshops and lessons on flooding and involvement in national flood awareness campaigns. [G1] work was awarded the EA's 2017 Project Excellence prize in Building Resilience and Lancaster has since been commissioned to produce educational resources, such as the public Flood Archive (2018). This includes guidance for authorities on working ethically with flood-affected communities through research-informed digital tools and games, aimed at mobilising research findings for wider audiences.

CUIDAR [G2] was the only project funded by the EU H2020 Secure Societies Programme to involve children. The research led directly to the creation of new, child-led materials by emergency planners across Europe, e.g. new fire safety advice for resident refugee families in Glasgow; a disability inclusion strategy with civil protection officials in Greece; new risk education programmes with children in Spain; a firm commitment to joint post-earthquake working from the Municipality of Lorca, Spain [S1d,e]. After Lancaster's presentation of the [G2] Framework to policymakers and practitioners in Brussels in June 2018 [S2b], the EU commissioned a White Paper [S5c] on children's role in disaster risk reduction, aimed at Policy Directorates designing the EUR100B Horizon Europe programme [S1k]. The United Nations Office for Disaster Risk Reduction further invited and published Lancaster's contribution to its international guidelines on engaging young people [S5b].

3) Innovating the approach in education to promote learning and awareness about flood risk and resilience in schools and colleges across England.

In their Flood Manifestos (2015), flood-affected children were adamant that all young people should have access to flood education. The EA now runs national education programmes in schools and colleges, having reached approximately 500,000 young people to date, and now seconds a staff member to the Dept for Education [S1i]. To support this initiative, the Lancaster team collaborated with the EA to produce digital tools and resources drawing on [G1] data to promote learning and awareness about flood risk and resilience across England. This includes a Flood Snakes & Ladders resource (2017) that invites people to walk in the shoes of flood-affected children. EA Flood Risk Engagement staff have been trained in running interactive *Flood Snakes & Ladders* workshops under a joint education programme with local authorities in the Midlands, London and Hull, 2017-2019 [S4b; S1f]. Teachers now access resources directly from Lancaster's website to use in class: "*They... really enjoyed playing the game... It certainly developed their understanding as most of them didn't have much awareness of flooding - especially in this country*" [S1j] and pupils are very positive: "*I learnt about other people's stories. I didn't realise how scary it is. People need to prepare for floods by building defences and educating people about flooding*" [S1j].

Following this success, the EA commissioned a further digital game for primary-aged children in 2019: Get Flood Ready! based on [G1] data. The EA has promoted this resource to schools via events such as Learn Live online schools' broadcasts (2019), which reach thousands of students. The latest commission is a 360° video, Help Callum (16,370 YouTube views td), again drawing directly on [G1] data to show a young boy's experience of being flooded from home. In 2020, the EA promoted *Help Callum* on a Learn Live broadcast and the national Flood Action Week campaign.

The dedicated, original resource to support younger flood-affected children draws on [G1] participatory methods: the Flood Suitcase is a set of creative workshops to help children

reflect on their experiences and promote their knowledge and ideas for local resilience building. The Flood Suitcase was developed following Storm Desmond in 2015 and used with flood-affected children at Stramongate School, Kendal, Cumbria and St. Michael's-on-Wyre Primary School, Lancashire (2016-17). Lancaster researchers trained staff from Cumbria Barnardo's in the workshop methods, enabling them to cascade this to 3 further at-risk schools in 2017 and 2018, thus ensuring their capacity to support children affected by flooding in the future [S1o; S4c].

The [G2] international network has led to an innovative collaboration between Lancaster, Fukushima Medical University and Date-shi Board of Education. Following an initial series of schools' workshops in communities affected by the 2011 nuclear disaster (2016-18), the Board of Education invited the Lancaster team to develop a teacher training programme in participatory methods for community development, accredited in 2019 [S6]. The collaboration has directly impacted upon public health staff in Fukushima, who now actively seek to work with children and families in a way they had not done hitherto [S1g]. As a result, the Japan Society for the Promotion of Science has funded two health education and disaster projects, with children in Japan, Cambodia and Indonesia (2019-22).

4) Bringing about the recognition of young peoples' voices and needs in the insurance and recovery sector.

For the British Damage Management Association (BDMA), the research has highlighted *"the critical importance in recognising that children and young people have specific needs in times of trauma and bringing this to the attention of those who can do something about it"* [S1h]. As the professional body of the insurance and recovery sector, the BDMA asked the researchers to develop Ten Tips for the insurance sector on working with flood-affected families, which we launched with [G1] children at the All Party Parliamentary Group on Flooding (2016) and have distributed to 2,200 UK BDMA members [S4d]. The findings were adopted into a BDMA accreditation course for disaster insurance/recovery practitioners working with children and families, undertaken to date by 442 participants in the UK and overseas [S7]. Very positive feedback has been received on how the course has changed attitudes and influenced further practice: *"As an Insurance Technician, it is clear we do not think about the wellbeing of children, especially in day to day schooling & relocation. I will take this on board for future events"* [S7]. Course feedback includes pledges to feature children in seminar training for the first time and to engage more directly with children and families when working in homes [S7]. In a new form of organisational knowledge exchange, at our suggestion, the BDMA course was embedded in the EA's internal training programme.

5. Sources to corroborate the impact

[S1] Testimonials: a) Head, South Ferriby Primary School (2016); b) Asst Head, Magna Carta School (2016); c) Executive Director, EA (2016); d) Mayor, Sant Celoni, Spain (2019); e) M13 Coordinator, Lorca, Spain (2019); f) Flood Resilience Engagement Adviser, EA (2019); g) Professor of Health, Fukushima Medical University (2019); h) Strategic Director, BDMA (2016); i) Head of Extreme Events, PHE (2016); j) Head & pupil, Newton Leys Primary School (2020); k) Project Officer, EC (2019); l) Education to Profession Advisor, EA (2020); m) Director, Strategy & Investment, EA (2017); n) Chief Executive, Two Ridings Community Foundation (2016); o) Project Worker, Barnardo's South Cumbria (2016).

[S2] Media and public appearances: a) 'Sara', 'Jodi' & 'Ruth', BBC Radio Surrey (14-18 March 2016); b) Mainstreaming Disaster Risk Reduction, 11th Community of Users on Secure, Safe & Resilient Societies, Brussels (2018).

[S3] Project films from G1 & G2: a) The Flood Project: A Children's Manifesto for Change, 'Ruth' & 'Sara' (04:37); b) Transforming Disaster Planning: a child centred approach, Isabel Fernandes (04:24); c) Melanie Simmonds (05:32) (all 2015).

[S4] Lancaster University, G1 Case studies: a) Surrey County Council's Emergency Management Team!; b) Environment Agency; c) Flood Suitcase; d) BDMA (all 2016).

[S5] Citations in policy documents: a) Environment Agency National Flood and Coastal Erosion Risk Management Strategy for England, p.104 (2020); b) UNDRR: Words into Action guidelines: Engaging children and youth in disaster risk reduction and resilience building, p.50 (2020); c) Mort, M: White Paper for a Child-Centred Disaster Management Framework for Europe (2019).

[S6] Teacher training course: accreditation notification, Date-shi Board of Education, Fukushima, Japan (2019).

[S7] Analysis of collated statistics/feedback from BDMA training course (2020).