C19 National Foresight Group: Intelligence Briefing Paper 18
Data Trends and Whole Society Approach
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This briefing synthesizes data with systematic findings from across academic subjects. This evidence of empirical data and academic insight contributes to our existing knowledge on who is most likely to be experiencing adversity in our communities.

Contents

Context

A data review is undertaken by academics at Nottingham Trent University every week to inform the C19 National Foresight Group. Evidence related to Covid-19 psychological, social and economic trends are reviewed to inform, frame and prioritise discussions at national and local strategic decision-making level (LAs and LRFs). The C19 National Foresight Group synthesise data trends and academic findings across disciplines, with evidence of existing vulnerabilities and inequalities to start to build existing and emerging risk or adversity profiles of impacts from Covid-19.

Who is this for?

This is most useful for **national thought leaders, local strategic decision-makers, intel cells and those involved in populating the MAIC**.

Focussed theme this week: This week we are focussing on the integrated review and the terminology of a 'society wide approach' to resilience. This has different interpretations in the context of the academic literature and has been applied with a range of different interpretations in policy application.

Academic Insights:
We are providing a summary of work on the definitions of whole society approaches.

Academic Synthesis
(gathered from systematic literature reviews, rapid reviews, webpages, academic articles, pre-prints, academic expertise).

N.B.   This is not a literature review, but a review of the broad area (balanced with Covid-19 specific literature) to see what topics lie within the area to inform future work. Predominantly based on systematic literature reviews and rapid reviews, this is to indicate the size of the literature review should we wish to commission one. Carried out by Adam Potter, Dr Stacey Stewart, and Rich Pickford, with revisions and edits by Dr Rowena Hill, NTU. Please contact us if you require a list of sources consulted to develop your own literature review. Our purpose is to provide an overview of the academic and research foresight on the developing areas of latent and emergent needs in the community.

YouGov Mood Data Analysis

Happiness continues to rise for most groups with the non-working group seeing a rise for the third week, closing the gap between non-working and working groups. Non-working individuals reported around 15% lower happiness 3 weeks ago to around 5% lower on 28th August – 2nd September.

Boredom continues to decline or plateau for most groups, with the exception of non-working who report an increase for the fourth consecutive week. Within Wales we also see a sharp increase in boredom.

Loneliness has plateaued for most groups with the exception of non-working who see a rise of nearly 10% from 2 weeks ago and those in Wales also see an uptick back to July levels.

Feeling scared and feeling stressed continue to plateau for most groups.
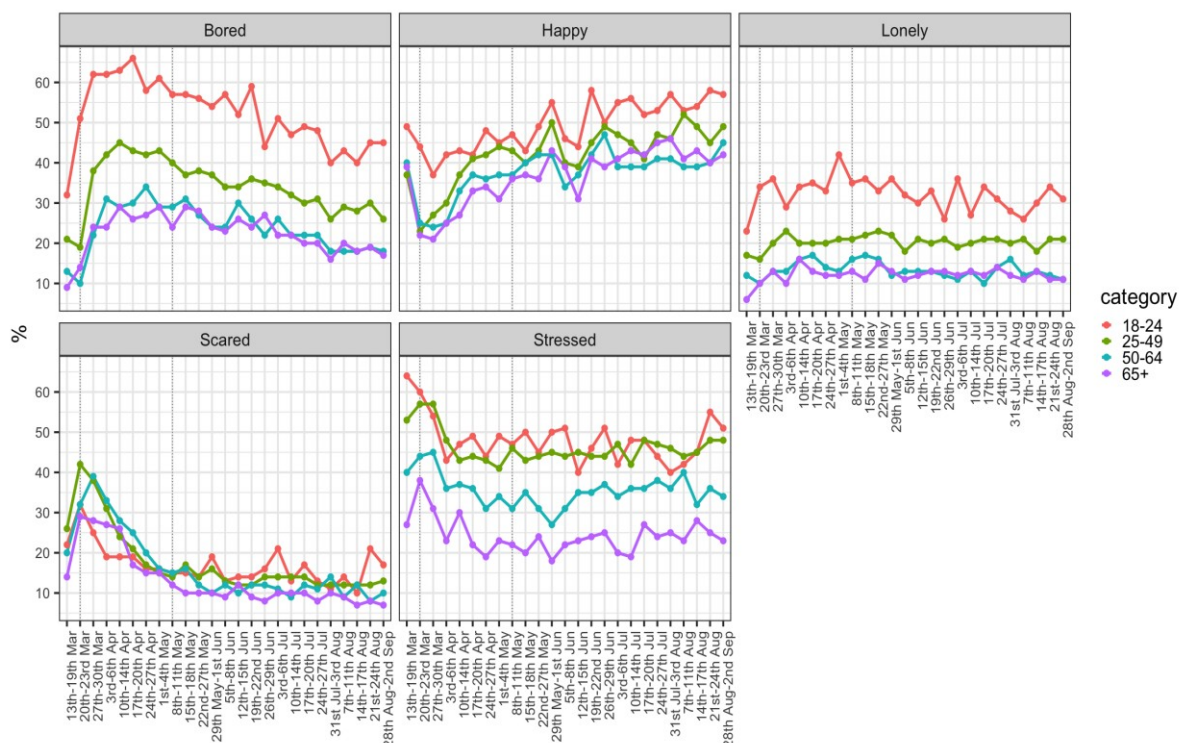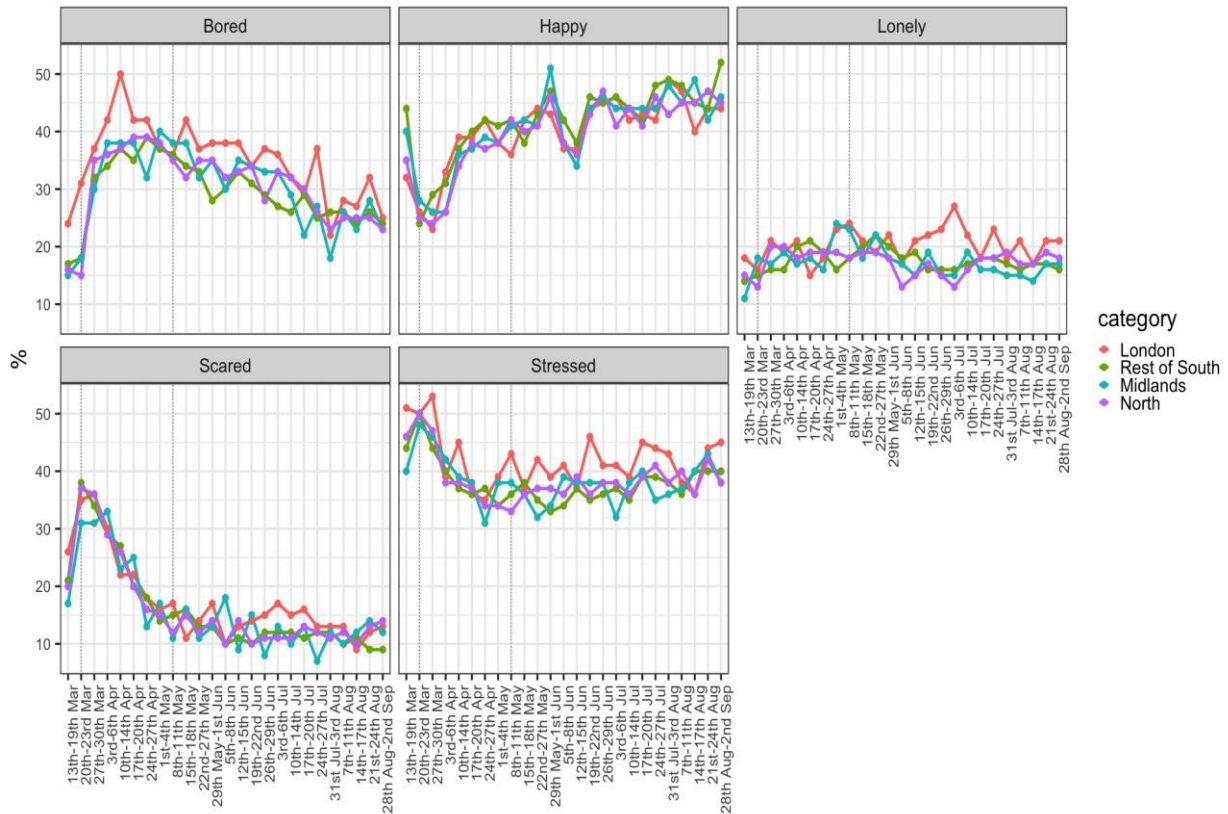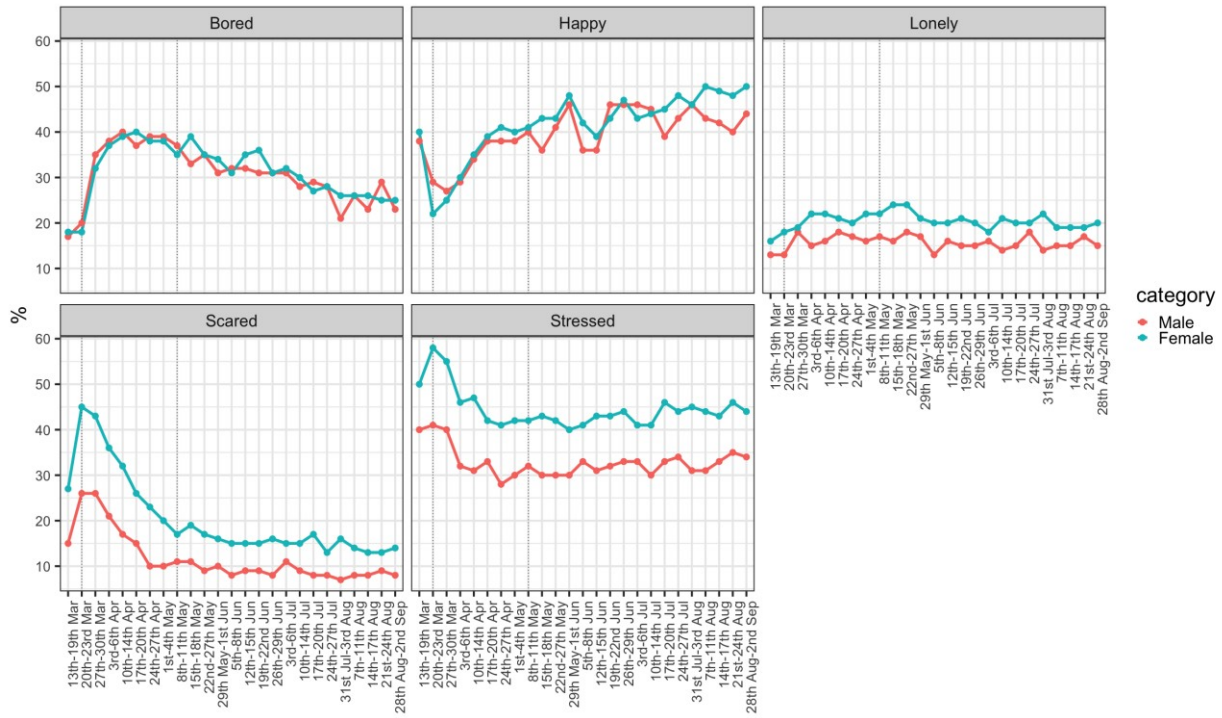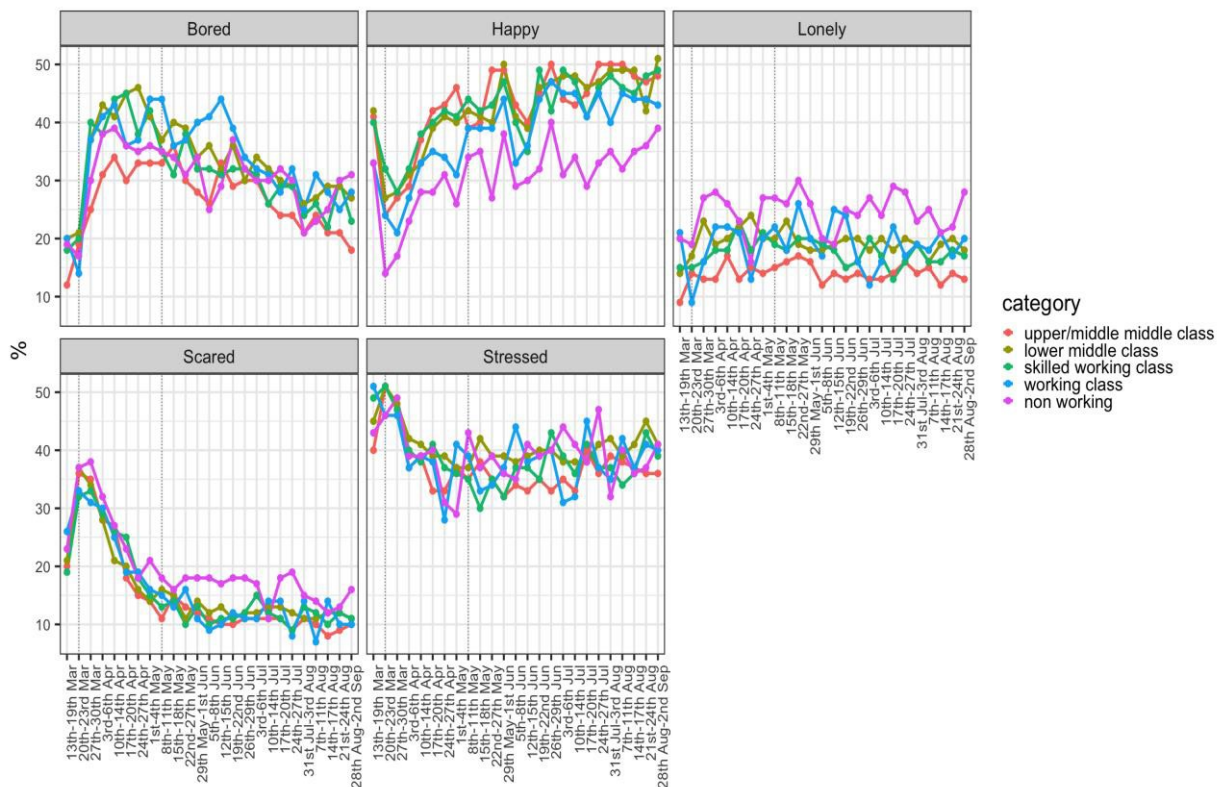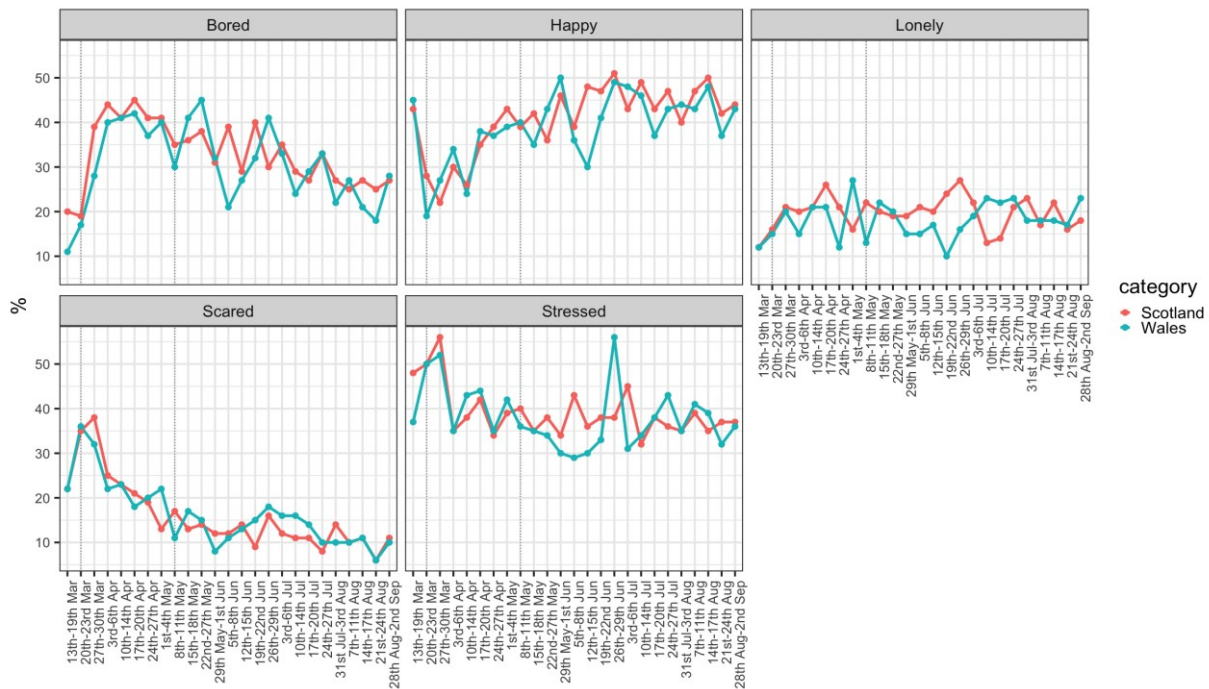
Whole of Society Approach (Integrated Review)

Key Messages

- Whole society approaches acknowledge the contribution and key role of 'all' in society to work towards a shared goal.
- They often adopt public engagement principles and strategies.
- In the context of resilience these approaches share responsibility with all parties and take a long term and sustainable approach to cope with emergency situations.
- Five key themes are outlined to support this approach.
- The literature highlights that top down approaches to whole society approaches will struggle to succeed, they need ownership and empowerment from the local to work.
- As outlined in prior NTU outputs communities must be able to self-define boundaries to support the complex work of identifying vulnerabilities. Traditional governmental or census boundaries are often inappropriate.
- Highly networked groups should define the shared interests and challenges rather than organisational bodies.
- Whole society approaches must recognise the complexity within communities/society. Top down and centralised responses will struggle to understand and respond to the way this complexity shapes responses. Horizontal rather than centralised models are required to manage incidents.
- Leaders in whole society approaches must be capable of switching between a wide variety of styles and skills to be successful.
- Emergency preparedness campaigns have not had success, bottom up community led methods to shift social norms are required.
- Rekindling local social activity can have greater lasting impacts for recovery.
- Trust between institutions and communities is central to any whole society approach. Small scale local trust building systems are required.
- Private sector engagement in whole society approaches can't be ignored as they form a key role in recovery and planning.

What are the key steps the UK should take to maximise its resilience to natural hazards and malicious threats? How can we build a whole of society approach to tackle these challenges?

Definition:

A whole of society approach is one that **acknowledges the contribution of and important role played by all** relevant stakeholders, including individuals, families and communities, intergovernmental organizations and religious institutions, civil society, academia, the media, voluntary associations and, where and as appropriate, the private sector and industry, in support of national efforts for disaster prevention and control, and recognises the need to further support the strengthening of coordination among these stakeholders in order to improve the effectiveness of these efforts (World Health Organization, 2011).

National strategies that adopt "whole community," "whole-of-society", and "enabled citizens" **public engagement principles provide a solid foundation for reshaping and invigorating** the type of relationships between government and local citizens needed to support community resilience. They offer a broad collection of strategic principles and priorities that lead to effective and sustainable initiatives, projects, and programs. These efforts do not replace governments' own roles and responsibilities, but underscore that resilience requires broadly

connected institutions and groups to do more together, not less (Bach et al, 2015).

An effective whole-of-society approach to resilience **shares responsibility for reducing disaster risks widely and equitably.** It engages groups from many different sectors to work proactively throughout a community as opposed to responding only to a disaster or to those immediately affected. To be effective, this approach **requires a sustainable, long-term strategy to strengthen communities proactively**, not just building specific capabilities to respond only to an area immediately involved in a particular disaster (Genik & Godsoe, 2015).

Pandemic Specific Lessons

Mosselmans et al (2011) suggests that "The U.S. government, the World Food Programme, the Food and Agriculture Organization, the World Health Organization, and the World Bank contributed expertise and a range of specialists prepared reports looking at achievements and lessons from pandemic preparedness across 11 thematic areas. These reports are available at www.towardsasaferworld.org, which gathers…the key findings of each of those 11 individual reports into one coherent whole.

Some of the key themes emerging include: **1**) the need for government, civil society, and the private sector to work together in preparedness for major threats, **2**) the advances in good practice in business continuity planning and contingency planning that the pandemic movement helped to stimulate, **3**) the value of well-designed simulation exercises, **4**) the importance of communications in crisis preparedness and response, and **5**) the need to invest greater funding in preparedness efforts."

These themes are reflected in the rapid reviews carried out by the C19 National Foresight Group, and should therefore be considered in future policy implications.

Local Needs and Complexity

A key aspect of a whole of society approach is that it is sensitive and responsive to the very specific needs and inevitable complexities of local communities. Top-down approaches to disaster risk management often fail to address the specific local needs of at risk, or vulnerable communities. A key aspect of a **successful community-based initiative is partnership with, empowerment of, and ownership by the local communities**- factors that underpin sustainability (Mosselmans et al, 2011).

Identification of Local Needs

Community vulnerabilities can be identified before disasters occur, if sufficient attention is invested. However, Whitehouse et al (2015) report that, during the 2007 floods in the UK, often this had not happened. Knowing pre-existing vulnerabilities required detailed familiarity with the social characteristics of local residents and structure of local communities.

Whole of society approaches should also be **co-ordinated within locally meaningful boundaries, rather than administrative or jurisdictional boundaries that may not reflect the networks of activity** and arrangements that exist 'on the ground' (Genik and Godsoe, 2015). This will require sharing, co-ordinating and relinquishing of authority by various local and central bodies. Central authorities should encourage and reward these joint activities across administrative boundaries.

Community members should be empowered to redefine their own jurisdictional boundaries to pursue a common problem and shared interest that is identified and endorsed locally. For example, the Winds of Change initiative in a local community in Canada achieved a program identity (i.e., the safety of children and the health of families) that different communities could rally behind, and demonstrated how organizing across jurisdictional lines and integrating

activities rather than proceeding separately led to a reduction in drug and alcohol abuse. Genik and Godsoe, (2015) therefore suggest the creation of a **collective, highly networked initiative that flexibly recruits and supports campaigns around shared interests and objectives rather than institutional membership**. As a network of engaged individuals interact and share their interests, new ideas would emerge from crosscutting experiences, interests, and capabilities. New leaders, with broader connections throughout the community, would step forward to nudge cooperation among previously disconnected initiatives.

In reality a lot of major incident response work adopts this position by necessity due to the nature of some types of major incident, as communities of interest, rather than communities of geography (for example major events at sport or entertainment events).

Complexity

Communities are often not made up of similar people in social groups- they are comprised of multiple, very different social clusters organized around distinct interests and very uneven capabilities and assets. The study of the 2007 UK floods mentioned above found that under stress, these clusters acted and interacted with each other and local institutions in unanticipated ways. Government programs and procedures simply did not anticipate this diversity and complexity. If left unattended, the misalignments with government programs became larger gaps between needs and services and resulted in challenges in providing the response (Whitehouse et al, 2015; Whittle et al, 2010).

Interactions among systems' parts create new conditions, problems and opportunities. Complicated, even unanticipated, consequences of these interactions undermine efforts to control and predict them. **Top-down, centralized program management techniques increasingly miss these interconnections, leaving important impacts and partners excluded from plans and responses.** From on-scene crisis leadership techniques that now focus on unified command to highly decentralized and even crowd-sourced horizontal collaborations, new strategies demand an approach that focuses on connectedness and cohesion.

A whole-of-society strategy for resilience necessarily involves working with and connecting a wide array of interests, groups, and distinct risks. This can lead to challenges in attempting to reconcile the perceptions, expectations, and narratives of different groups within the community. **Top down policy frameworks routinely miss the significance of these local complexities and can inadvertently exclude groups that are essential to sustaining resilience and lead to investments in less productive activities.**

Leadership

Innovation is therefore required to better align leadership practices with local priorities and community structure (Bach et al, 2015). At different times and places, effective leadership involves a conflict-ridden hybrid of styles, techniques, and organizations. When the need is to quickly bring supplies into an affected area, for instance, the leadership skills required to manage logistics may not be the same as when the task is to work locally and flexibly with loosely organized groups. This also impacts on the communication styles needed. Effective leadership also takes different forms depending on the levels of government and types of community involved. The primary conclusion is that **leaders need significantly greater abilities and institutional flexibilities to recognize these complex situations. They need the ability to pivot among different leadership skills to better match the context, and in particular to actively engage and support emergent groups as crucial co-participants in the community's own response and recovery activities.** That is, the cultural capital that exists in a community and their recognised assets, rather than just the assets and culture recognised and defined by those in authority outside the community. Our experience with

Covid-19 has highlighted this.

Education Campaigns

Bach et al (2015) report that, increasingly, policy leaders recognise that established informational campaigns regarding community and individual preparedness, or engagement with risks (pre-risk warning and informing) are having limited impacts. While educational efforts have successfully increased awareness and knowledge of risks, the public's preparedness behaviour has not changed, even when the quality of the information is high (Kerstolt and van Berlo, 2012; Frandsen, 2012). Efforts to connect knowledge and action call for new approaches that are rooted more deeply in community engagement and empowerment than passive, top-down educational programs. **The new objectives and tasks need to focus on changing social norms and influencing behaviour through peer and community wide activities.**

Social Infrastructure

Research has also suggested that central authorities need to support actions that invest more in communities' social infrastructure. For example, research on the Kobe earthquake in Japan and the Christchurch (New Zealand) earthquakes provides evidence that **quick attention to re-establishing social activity, including small businesses, schools, recreation and social life, sparks other forms of recovery and improves longer term efforts**. Beyond immediate investments in lifeline infrastructure, socially vibrant activities and areas provide a foundation for subsequent sustainable investments in physical capacities. Our challenge with the Covid-19 pandemic is how this can happen whilst managing the risk of viral transmission within the community.

Trust

Academics have consistently found that trust between communities, organisations and central government bodies is integral to the success of the whole of society approaches. Deepening processes of meaningful exchange between authorities and local residents is necessary for collaborative learning and the building of trust.

Research suggests that the generic trust-building and learning-based models of change in whole of society approaches require trust-generating efforts by institutions and authorities. In their absence, programmes based on whole of society principles could do more to **create these conditions by implementing decentralised and small-scale initiatives and agreements embedded in local communities and face-to-face based networks.** These approaches are associated with generating trust.

Public-Private Interaction

Genik and Godsoe (2015) reported that the connectedness and interdependence of public and private sectors is one of the most challenging and underemphasized dimensions of building whole-of-society resilience. Critical infrastructure (CI), in particular, is a multi-stakeholder challenge with complicated governance. Multiple levels of government must work together within the public realm and each may have a different relationship to the private sector. Very different legal authorities, financial arrangements, and interests, for example, may govern the relationships between the regulatory bodies and the companies that own and operate CI. In a state of emergency, governments may also have the authority to direct CI resources. Undoubtedly, **the relationship between the public and private sector is critical to the resilience of most communities.**

In response to this, these authors suggest a public-private sector initiative that collectively builds a common understanding of the full risks in a community that aligns business interests and risks/vulnerabilities with their community partners. A "big picture" approach to situational

awareness, focusing specifically on interdependencies, could effectively identify opportunities for prevention and mitigation, reveal opportunities to create backup systems and plans for business continuity when under stress, and reduce costs by minimizing disruptions and the need to replace expensive equipment after a disaster, especially if and when the same asset has to be paid for several times.

Another expression of this has been when organisations have been engaged collectively in urban areas to design solutions to natural risks and collectively fund the mitigation of these, particularly in examples of blue and green cities to manage flooding risks.

Recommendation

To design a societal wide approach to resilience, is to engage all stakeholders on a local level to collaborate on the management and mitigation of risk. This should be with a connected and supportive network of central government resource and capacity behind this local public collaboration. It is not simply increasing consultation or one-step engagement points with society but co-creating emergency management across all stakeholders of communities with central coordination, support and resource.

What we do in this analysis, how and why (caution when interpreting)

A data review is undertaken by academics at Nottingham Trent University every week to inform the C19 National Foresight Group. Data related to Covid-19 UK social and economic trends is reviewed to inform, guide and help prioritise discussions at national and local decision-making level (LRFs). The C19 National Foresight Group are keen to ensure that the data included has been ethically governed and structured to adhere to open access, data protection and GDPR regulations and principles. For example, the data is to be manipulated in an ethical manner, and the content and context is to be fit for purpose in terms of the audience and decision timeframe in question.

Activity Completed

The following findings are based on a review of multiple data sources exploring Social, Economic, Psychological, Community aspects of Covid-19 in the UK. These could include:

- ONS: covers wellbeing, perceived financial precarity, objective indicators of UK economy, household financial pressures, perceived impact on work life
- OfCom: Public perceptions of information to help manage Covid-19, perceptions of preparedness and action
- ONS: Deaths from Covid-19
- Gov UK: Relevant contextual information
- Census and geographical data: Geographical/location specifics
- IMD: Socio economic trends associated with spread or primary/secondary impacts
- LG Inform: Population, social, demographic, lifestyle and health data
- You Gov: Public mood
- NTU's own analysis of open source data (lead by Dr Lucy Justice and Sally Andrews)
- Other academic survey work published within the last week

Limitations for Consideration: The National Foresight Group have been keen to quality assure the data assumptions, including the equity and representation of participants.

Internet use data indicates representational issues in older adults

Almost all of the data sets draw from online surveys. With this in mind the statistics behind online access were explored. The following is to be considered in the assumptions taken from the data sets.

The table below shows the estimated number of people who have never used the internet. The data are drawn from ONS 2019 Internet users:

Table 1: estimated number of people who have never used the internet

Age	Estimated number of people who have never used internet	Age	Estimated number of people who have never used internet
16-24	20,000	55-64	389,000
25-34	28,000	65-74	869,000
35-44	46,000	75+	2,482,000
45-54	158,000	Equality Act Disabled Not Equality Act Disabled	2,336,000 1,657,000

Table 1 shows that caution should be applied when considering the inferences made in the rest of the document as older adults could be underrepresented in the samples. The estimated numbers of those that have never used the internet begins to increase around age group category 35-44, the subsequent age categories increase by approximately twice as many non-users as the age category that precedes it. The numbers of 'over 75s' (2,482,000) for example not using the internet equates to almost a million more than the total of the other age group categories (1,510,000).

The interpretation of data should also consider the proportion of people known to be disabled by government agencies who do and do not meet the Act's criteria. These numbers make up 3,993,000 of the population, so this should be considered in the representativeness of the data.

END.

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