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Security and resilience — Community resilience — Guidelines for planning recovery and renewal

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Contents

Foreword

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The procedures used to develop this document and those intended for its further maintenance are described in the ISO/IEC Directives, Part 1. In particular, the different approval criteria needed for the different types of ISO documents should be noted. This document was drafted in accordance with the editorial rules of the ISO/IEC Directives, Part 2 (see www.iso.org/directives).

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For an explanation of the voluntary nature of standards, the meaning of ISO specific terms and expressions related to conformity assessment, as well as information about ISO's adherence to the World Trade Organization (WTO) principles in the Technical Barriers to Trade (TBT), see www.iso.org/iso/foreword.html.

This document was prepared by Technical Committee ISO/TC 292, *Security and resilience*.

Any feedback or questions on this document should be directed to the user's national standards body. A complete listing of these bodies can be found at www.iso.org/members.html.

Introduction

0.1 General

The invasive and often far-reaching impacts of major emergencies, disasters and crises (such as pandemics like COVID-19) can bring the need for short-term recovery and ambitious renewal of communities. Such events disrupt normal conditions, expose system fragilities and have impacts that can cause widespread suffering. This document provides a framework for how to assess the impacts of major emergencies, disasters and crises on communities, and address these by planning transactional recovery activities and strategizing transformational renewal initiatives.

Despite the sometimes complex and prolonged nature of responding to a crisis, the general planning for recovery starts before a crisis happens. Tailoring those general recovery plans to the specific conditions being faced in the crisis is initiated early, during the response. Tailored recovery plans can be produced while the crisis is ongoing so that swift action can be taken at an appropriate time and scale to begin the journey of recovery. In this context, recovery means different things to different people but, in this document, recovery is the design, coordination, and delivery of transactional activities to quickly overcome the negative impacts of a crisis to prepare for the next emergency and initiate positive outcomes for communities. Recovery is delivered in the short term with the aims of, for example, re-starting basic services, temporarily supporting livelihoods, providing governance, and encouraging the new behaviours needed to enable work and social lives. These transactional activities address immediate needs by reflecting on the crisis and learning lessons to inform future activities, reviewing preparedness for future crises, and reinstating parts of the system impacted by the crisis. While compelling in some situations, the goal of quickly "getting back to normal" is often too simplistic, underestimates the disruption caused, and fails to reflect the opportunity to address chronic underlying issues that have been exposed by the crisis. Such recovery should build preparedness following a crisis.

Beyond such transactional activity, the disruption caused by crises creates conditions that can encourage major strategic change; what is called here "renewal". In undermining much of what we regard to be normal, and in bringing the intensity of vulnerability to each of our doorsteps, a crisis presents a more radical opportunity where recovery is only the beginning. Renewal is the transformation of parts of a system through longer-term, ambitious strategic initiatives that have been co-developed with communities. Renewal should seek to reconcile broken relationships with communities, and to improve and amend the shortcomings, inequalities and strategic vulnerabilities that were laid bare by the impacts of the crisis and shown now to be insufficient as a basis for the future. This involves changing the environment to create more favourable conditions or reshaping operations in the light of those conditions. Such renewal should build resilience following a crisis.

In terms of what needs to be recovered and renewed, this document focuses on the people who have been affected by the crisis, the places where the impact and response has happened, and the processes that have been configured to meet the needs of the response. Key to addressing the people, places and processes is the need to have the right partners to support recovery and renewal, and acknowledge the emerging power relations to ensure that meaningful recovery and renewal can happen.

Recovery and renewal can aim to establish a new way of life that, in some cases, resembles life before the crisis but that is also adapted to, and conditioned by, the crisis. For this, it is necessary to learn during the crisis from what has happened as well as how communities and organizations in other cities/countries have dealt with similar effects in their context.

0.2 COVID-19 pandemic

The first reported cases of COVID-19 were identified in late December 2019 in Wuhan, Hubei Province, China. Since then, COVID-19 has had devastating impacts globally in terms of loss of life, societal wellbeing and economic stability, and has brought widespread concern among vulnerable persons. Among other impacts, the virus has exposed systemic weaknesses in resilience capabilities, changed how we interact with each other, and imposed new emergency legislation that has curtailed the freedom of citizens. In March 2020, the World Health Organization (WHO) declared a pandemic.

The development of the guidelines in this document began during March 2020 in the early months of the COVID-19 pandemic when a research project began to identify lessons on recovery from across the world. Lessons were identified via 64 interviews with experts in risk, resilience and recovery and by searching publicly available information for notable practices from across the world. After collecting this information, analyses by researchers from The University of Manchester (UK) led to the development of an early framework for recovery and renewal. That early framework was shared, critiqued, and refined in small group meetings with a range of local and national government recovery practitioners. The framework has been developed and shared through a document called "The Manchester Briefing on COVID-19: International lessons for local and national government recovery and renewal" which, since April 2020, has been disseminated weekly via a global distribution network. The framework has been further shared via global webinars and other local and national dissemination activities – all seeking feedback and improvements to align with good practice. The culmination of this work resulted in a set of principles and approaches that were mature enough to be developed into guidelines for planning recovery and renewal.

This document presents the results from an international expert group that has further enhanced those guidelines in alignment with their professional experience and their countries' practices. The aim of this document is to support an international community of recovery practitioners who will lead national and local organizations as they deal with the aftermath of COVID-19. The virus has created new challenges as well as opportunities for recovery on a scale that most resilience partners have not before encountered. This encourages an important change in mindset from "recovery" to "recovery and renewal" which reflects the need to quickly review preparedness for future crises and initiate ambitious initiatives to enhance local resilience.

Security and resilience — Community resilience — Guidelines for planning recovery and renewal

1 Scope

This document gives guidance on how to develop recovery plans and renewal strategies from a major emergency, disaster or crisis (such as the COVID-19 pandemic). It provides guidelines on how to identify the short-term, transactional activities needed to reflect and learn, review preparedness of parts of the system impacted by the crisis, and reinstate operations to build preparedness. It also distinguishes a longer-term perspective of recovery, called "renewal". In describing renewal, the document provides guidelines on how to identify visionary initiatives to address the strategic impacts and opportunities that have been exposed by the crisis and need to be addressed through transformational, ambitious initiatives. Recovery plans enhance preparedness following a crisis and renewal strategies enhance resilience. The guidelines cover how, in both recovery and renewal, there is a need to identify scalable activity on people, places, processes, power and partners.

This document is applicable to those involved in community, local, national and international recovery and renewal including staff from public, private, voluntary, community and social enterprise sectors, among others.

2 Normative references

The following documents are referred to in the text in such a way that some or all of their content constitutes requirements of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

ISO 22300, *Security and resilience — Vocabulary*

3 Terms and definitions

For the purposes of this document, the terms and definitions given in ISO 22300 and the following apply.

ISO and IEC maintain terminological databases for use in standardization at the following addresses:

— ISO Online browsing platform: available at https://www.iso.org/obp

— IEC Electropedia: available at http://www.electropedia.org/

3.1
recovery
operational, transactional and short-term activity to enhance preparedness following a crisis

Note 1 to entry: Recovery is focused on communities, i.e. the people, places and processes, and is underpinned by power and partnerships.

3.2
renewal
strategic, transformational, systemic endeavour to build resilience following a crisis

Note 1 to entry: Renewal is more ambitious than *recovery* (3.2), potentially tackling chronic societal issues that the crisis has exposed as offering significant opportunities to enhance people, places and processes.

3.3
resilience partner
collaborating entity that focuses on enhancing the ability of communities to absorb and adapt in a changing environment

Note 1 to entry: Local resilience partners are entities that collaborate in a geographic area.

4   Concepts in recovery and renewal

4.1   General

The depth and breadth of impacts on communities from a major emergency, disaster or crisis can be so widespread that "recovery" as a term is not suitably descriptive of the full spectrum of dealing with the aftermath of the crisis. This document differentiates the short-term, transactional recovery of communities from their ambitious, transformational, strategic renewal.

This clause covers:

— principles of recovery (see 4.2);

— principles of renewal (see 4.3);

— resilience partners for recovery and renewal (see 4.4);

— differentiating recovery and renewal (see 4.5);

— impacts and needs to recover and renew (see 4.6);

— cross-cutting systemic themes for planning recovery and renewal (see 4.7);

— arrangements to activate recovery and renewal (see 4.8).

4.2   Principles of recovery

Recovery:

— aims to design positive outcomes to enhance preparedness following a crisis by addressing the impacts of the crisis and the fragilities and opportunities it has exposed;

— is a social and developmental process of supporting communities towards the management of their own immediate future in a way that recognizes their different needs and priorities;

— is evidence-led in recovering the system based on a detailed appreciation of the impacts of the crisis;

— involves a series of short-term actions, each of which can be addressed by a transactional activity delivered by an organization or by a small group of collaborating organizations;

— occurs at a pace that depends on the residual impact of the crisis, ongoing demands, backlogs, fatigue and continuing supply difficulties;

— begins being planned during the preparedness phase so that recovery can begin as soon as is feasible, even though it might not seem appropriate or possible to discuss it during response;

— is applicable to all levels of society (e.g. from national government through to individuals);

— covers a wide range of activities (e.g. environmental, cultural, technological, partnership working, health, social, political, economic);

— reports to a group of local resilience partners that create and ensure local preparedness for crises.

The actions that aim to achieve recovery should:

— reflect and learn to understand what has happened during the crisis and its impacts, and to identify where transactional change is needed to renovate the system and reinstate preparedness;

— review preparedness to assess where the system can be made more ready for other crises or future waves of the same crisis, such as by replenishing and pre-positioning resources;

— reinstate operations in parts of the system impacted by the crisis as soon as possible, such as getting services, businesses and schools back working again.

4.3   Principles of renewal

Renewal:

— co-develops, with communities, the vision of new foundations through transformational activity to deal with strategic impacts and opportunities created by the crisis;

— focuses on ambitious, transformational change that can bring significant improvements, e.g. to create a more resilient society through equality, equity, sustainability and prosperity;

— recognizes that a crisis has compromised societal foundations (e.g. by bringing about the exacerbation of inequalities, the imposition of emergency legislation, the removal of liberties, undermining cultural norms and redefining vulnerability) so those foundations are now insufficient on which to rebuild, and thus need to be renewed;

— addresses enduring human, physical, environmental and economic strategic impacts and opportunities through a complex social, developmental and political approach that takes a holistic, interdisciplinary view of the system (i.e. the people, places and processes);

— addresses impacts and opportunities that are so intractable, complex, far-reaching and multi-perspective that complex interventions and wider partners are needed to address them satisfactorily;

— begins with a period of pause to appreciate what has happened during the crisis, giving time for healing to begin, strategic thinking and wider strategic partners to be established;

— continues with a period of multiple strategic partners working to implement transformational initiatives that are coordinated according to their priority.

The actions which aim to achieve renewal should support:

— reconciliation with people by developing new pathways for collective healing and renewed relationships with people, particularly with those who have suffered systemic inequalities and inequities which have left them more vulnerable;

— reparations to people by compensating those affected by the crisis to make amends for their losses;

— repurposing places by reimagining how spaces can be used, their purposes, how people interact with places and how places make them feel;

— relocating to new places from understanding new local needs and by moving services into new places where they are needed, or away from areas where they are no longer needed;

— regenerating places to improve the growth, prospects and strength of places to avert or reverse decline and tackle inequalities by, for example, removing economic barriers, encouraging investment and improving employment opportunities;

— reshaping the external environment to create an operating context that better accommodates external influences on internal activities, e.g. through influencing the expectations of services users, or changing guidelines or systems;

— reorganizing processes by changing how activities are done to respond to environmental requirements, e.g. to accommodate new behavioural, cultural, technical or process-related needs;

— repairing the system (people, places and processes) through the reconceptualization of a service's proposition, value, location and ethics through appreciating that it is no longer functional, has violated its contract with beneficiaries, and needs to change broadly and fundamentally.

4.4   Resilience partners for recovery and renewal

Effective collaboration with resilience partners is key to recovering and renewing from a crisis. Resilience partners should help by:

— sharing information, coordinating efforts, and promoting consistent media and communications messaging;

— coordinating the co-production of recovery plans and renewal strategies with communities to ensure their contextual suitability;

— collaborating in the delivery of recovery plans and renewal strategies.

Renewal, in particular, should be co-produced with multiple resilience partners due to the scope and scale of the ambition. Recovery and renewal should involve collaboration across resilience partners such as those responsible from the response phase, including:

— national government and departments;

— sub-national and local government partners;

— local communities, including small place-based community organizations and local initiatives;

— individual organizations;

— individual members of the public.

National government and departments should contribute to national agendas including the initiation of recovery planning, and the timing of transitions from elements of response into recovery, and back again if needed. In recovery, they should lead on restoring their services, for example, in health and social care, by addressing the backlog of normal treatments created during the response. On renewal, they should contribute to, for example, national economic and infrastructure programmes, and policy and legislative changes.

Sub-national and local government partners should contribute to planning the recovery of essential services across the partners. This should include, for example, recovering crisis preparedness, transportation, public works, as well as renewing wellbeing services, health services and economic regeneration.

Local communities should self-organize and recover as appropriate, and co-produce renewal initiatives in conjunction with other partners. Communities have the potential to drive local recovery and renewal through the people and the places where they are based.

Individual organizations should recover their own operations and service delivery, re-establishing processes where they remain economically viable or value-added. They should reinstate normal statutory and business functions, attend to the welfare and wellbeing of their people, and should develop new ways of delivering services where on-going restrictions remain (e.g. social/physical distancing). Strategic renewal can exploit new opportunities or respond to new constraints (e.g. reconfiguring supply chains).

Individual members of the public should recover themselves with support from other partners, e.g. a groundswell of local initiatives to provide mental health services and strengthen financial futures. They should influence renewal through public opinion and behaviour, but their ability in this regard is likely to vary greatly.

Some resilience partners will already participate in planning and exercising the crisis response so will be well placed for ongoing collaboration. New partners should be found if needed and additional support should be given to them to increase their understanding of the crises, procedures, and collaborative working in recovery and renewal.

When a crisis is far-reaching, it is sometimes necessary for resilience partners to include neighbouring countries, regions or other entities across borders.

4.5 Differentiating recovery and renewal

Designing recovery plans and working with communities to co-develop renewal strategies should be approached differently. Table 1 explains the differences between recovery and renewal. Clause 7 explains how the recovery coordination group (RCG) should plan recovery, while Clause 8 explains how renewal strategies can be agreed by partners in a renewal summit.

Table 1 — Differentiating recovery and renewal

Differentiators	Recovery	Renewal
Name of organizing meeting:	recovery coordination group (RCG)	renewal summit
Established under the authority of:	local resilience partners	community, political and strategic leaders
Function of meetings:	coordinate information gathering, design the plan, monitor activity implementation	co-produce community and political alignment behind a co-produced ambitious vision for change
Planning based on:	understanding impacts of the crisis on local communities and services	prioritizing the widest strategic impacts and opportunities revealed by the crisis
Type of problems being addressed:	discrete and comparatively straightforward	systemic, complex and political
Type of actions:	limited scope contained to an organization	broad scope interwoven across multiple partners
Actions delivered by:	single organization or small group of resilience partners	wider set of partners including resilience, economic, society, healthcare, etc.
Type of activities being planned:	transactional	transformational
Example of enablers for actions:	an organization's will and resource	a strategic partnership's collective ambition for transformational change

4.6 Impacts and needs to recover and renew

Not all crises will create impacts in every part of a system, but their impacts are typically far-reaching and intense. Crises create new impacts on the system and expose needs that existed before the crisis. Recovery and renewal should address such impacts and needs. The topics that impacts and needs cover include:

— humanitarian assistance: for example, the impact or need for support regarding services to alleviate suffering, maintain the dignity of affected persons, protect at-risk groups, support vulnerable people and provide life-saving services;

— economic: for example, the impact or need for support regarding finances, commerce, national programmes, restricted operations, supply chains, job markets and sectors (e.g. hospitality, leisure, manufacturing);

— infrastructure management: for example, the impact or need for support regarding drinking water, food, transport systems, information and communication technologies, cyber security, healthcare and education provision;

— environment: for example, the impact or need for support regarding the use of green spaces, new behaviours in the built environment, air quality and natural hazards;

— communication and engagement: for example, the impact or need for support regarding the effectiveness of communication channels, principles for communicating, engaging the public in governance and decision-making, encouraging changing actions and routines, and the personalization of information and instructions;

— governance and legislation: for example, the impact or need for support regarding legislation, restrictions, crisis management scenario planning, public safety and order, cascading and concurrent risks, and future plans.

4.7 Cross-cutting systemic themes for planning recovery and renewal

When considering the impacts and needs identified in 4.6, there are cross-cutting systemic themes for recovery and renewal, including:

— people involved in the crisis, including:

   — those who are affected, such as vulnerable people, marginalized communities, children and other members of the public;

   — those who respond, such as crisis-related staff, critical workers and volunteers;

— places and infrastructure affected by the crisis, including:

   — areas that have infrastructure, such as utilities, sanitation, health and care systems, organizations, housing and neighbourhoods;

   — areas of human activity, such as cities and rural areas where people live, work and visit;

— processes affected by the crisis, including:

   — access to, and constraints on, services and infrastructure for people who are affected, vulnerable or marginalized;

   — ways of working, rules and procedures, especially those that were changed during the response or should be changed using learning from the response.

Underpinning people, places and processes are key enablers for planning recovery and renewal which should also receive particular focus:

— power and the formal and informal influence including that from legislative power at national and sub-national government levels, democratic power through local government and elected officials, and people power from groups of individuals united by a cause;

— partners and the relationships developed during the response that underpin recovery and renewal activities, enabling action through multi-departmental and cross-organizational working, underpinned by power.

Recovery and renewal should use these five cross-cutting issues when planning transactional activities and transformational initiatives based on the themes stated in 4.6, i.e. humanitarian assistance, economic, infrastructure management, environment, communication and engagement, governance and legislation.

4.8 Arrangements to activate recovery and renewal

The general arrangements to activate recovery and renewal work that are described in the remainder of this document should:

— be planned, agreed in principle, exercised and improved by partners as much as is possible in advance of a crisis, including preparations to:

— establish the basis to initiate an RCG (see Clause 5);

— assess impacts and needs (see Clause 6);

— develop a recovery plan (see Clause 7) and renewal strategies (see Clause 8);

— continually improve (see Clause 9);

— include the governance mechanisms, organizational structures, policies, procedures, processes, partnerships and processes needed by resilience partners to support their work;

— clarify the role of partners;

— be activated in the early stages of a crisis so gain the earliest understanding of the challenges.

The remainder of this document provides more detail on establishing how these general arrangements can be adapted to the specific context of the crisis.

5 Setting up a recovery coordination group

5.1 General

The general arrangements in 4.8 should prepare the groundwork on which to establish an RCG to coordinate the impact and needs assessment (see Clause 6) and develop the recovery plan (see Clause 7). To initiate the RCG, local resilience partners should:

— agree the membership of the RCG (see 5.2);

— agree the terms of reference of the RCG (see 5.3);

— initiate the work of the RCG (see 5.4);

— access resources for recovery and renewal (see 5.5);

— communicate with interested parties (see 5.6).

The RCG should not coordinate the renewal strategies (see Clause 8) but should initiate the renewal summit and encourage resilience partners to pursue renewal initiatives.

5.2 Agreeing the membership of the RCG

Local resilience partners should agree on the RCG's membership, which should include:

— a chairperson who:

— is from a core partner;

— has leadership skills along with the authority and confidence of the group and other partners;

— understands statutory requirements on the RCG;

— is able to establish links with a wider set of strategic partners;

— is able to analyse, solve problems and make important decisions during uncertainty;

— has personal endurance (e.g. treats people with respect as fatigue sets in);

— members who:

    — are local strategic recovery leads with statutory responsibilities for resilience, communities, infrastructure and environment;

    — are subject matter experts with particular skills and knowledge, e.g. understand how people, places and processes have been affected by the crisis;

    — will brief their constituents of the work of the RCG;

    — can commit their organization's resources;

— project management support to the group.

The membership should be constantly reviewed by local resilience partners and the RCG to ensure appropriate representation as new information becomes available.

5.3 Agreeing the terms of reference of the RCG

Before the RCG begins its work, local resilience partners and the RCG should agree:

— the shared information and intelligence about the crisis;

— the language and vocabulary for recovery and renewal;

— the terms of reference of the RCG, including:

    — scope and parameters;

    — its constitution (e.g. the RCG as a commissioning body that:

        — draws on the knowledge, expertise and lived experiences of others;

        — approves the recovery plan and renewal strategies;

        — monitors progress on implementation;

        — provides assurance);

    — its local, national and international statutory and non-statutory duties as well as good practices;

    — its place in the structure of committees that are dealing with the crisis;

— what training is needed to enable members to fulfil their duties and responsibilities, including:

    — training needed for the RCG's members and the timescales for this;

    — areas of responsibility for partners and the organizations, constituents and perspectives they represent;

    — how organizations and structures should support recovery and resource implications;

— the identity of other interested parties, including:

    — their power and interest in the recovery process (e.g. which interested parties to involve and which to consult);

— the RCG's relationships with other interested parties (e.g. its influence and [in]dependence, and current/future relationships with national, local and community bodies);

— a structure for the RCG, including:

— the arrangement of working groups to feed information and intelligence into the RCG;

— where intelligence about local and national response can be collected to support its work;

— the pace and rhythm of the RCG's work;

— an approach to develop a recovery plan, including to establish:

— a shared vision, aims and objectives for recovery;

— criteria/thresholds for when each of the following phases begin and end: response, recovery, renewal (see 5.4);

— collaboration, resourcing and funding opportunities;

— a media and communications strategy.

5.4 Initiating the work of the RCG

The response to the crisis should continue for as long as needed to reflect the ongoing danger to life, property and the environment. Intelligence should be used to understand how the response effort is reducing that ongoing danger and when the work of the recovery phase will be initiated.

Recovery and renewal should be considered as phases that should be initiated while the response continues. To facilitate this, the local resilience partners and the RCG should:

— establish clear criteria to initiate recovery;

EXAMPLE   The crisis is contained with no significant risk of resurgence, no significant risk of harm or environmental hazards remain, there is a clear need for partners to start planning recovery and renewal.

— agree a shared understanding of the nature of the crisis and of all significant information that has been collated and made available from the response phase;

— recommend a formal handover process from response to recovery is described in planning.

5.5 Accessing resources for recovery and renewal

Resilience partners should access the resources that are available to support the delivery of actions for recovery and renewal, including:

— resources from local resilience partners (e.g. trusted information, equipment, knowledge, direct funding from current budgets);

— resources from national government (e.g. intelligence, government grants);

— support from philanthropic organizations;

— donations from charities and community-led sources.

The allocation of these resources should be partly based on the perceived relative importance of actions in the recovery plan and initiatives in the renewal strategies.

5.6 Communicating with interested parties

Communications during recovery and renewal are critical to ensure resilience partners, interested parties and communities are informed of actions in the recovery plan and initiatives in the renewal strategies. The RCG should have communications processes that:

— disseminate information to internal and external (local and national) interested parties that:

— provide a consistent, agreed message from all RCG partners;

— enable them to monitor progress on recovery;

— support two-way communications with interested parties to:

— receive feedback from interested parties;

— follow protocols for engaging elected officials;

— ensure that communications are being received and understood by interested parties;

— are coordinated by media and communications professionals in a multi-agency information management group;

— engage affected communities in the renewal summit (e.g. via consultation, surveys and representation).

6 Assessing the impacts of the crisis and community needs

6.1 General

The general arrangements in 4.8 should prepare the groundwork for one of the first activities for the RCG, i.e. to commission an evaluation of the impacts of the major emergency, disaster or crisis on, and the wider needs of, people, places and processes.

The assessment of impacts should focus on the consequences of the crisis. In contrast, assessing needs should focus on important requirements that existed before the crisis and can be addressed through recovery and renewal. Such needs would not be identified as impacts or consequences of the crisis; nevertheless, those needs can inform the RCG of important improvements.

The assessment of impacts and needs should be done through the following activities:

— understand the context of the crisis (see 6.2);

— identify themes on which to commission impact and need assessments (see 6.3);

— design and set up the impact and need assessments (see 6.4);

— collect information for the impact and need assessments (see 6.5);

— calculate net economic loss (see 6.6);

— analyse and present results from the impact and need assessments (see 6.7);

— select action areas to recover and renew (see 6.8).

6.2 Understanding the context of the crisis

To design impact and need assessments, the RCG should:

— understand the context of the assessment by reviewing the general information that has already been collected during the response by strategic and tactical operations;

— identify gaps in the general information available and fill those gaps through collecting new information, conducting workshops for interested parties, desktop reviews, field assessments, interviews and surveys;

— be regularly updated through the production of a common operating picture to ensure information on the current situation informs the assessment.

This information should cover:

— the crisis and the response (e.g. its details, rhythm, capabilities deployed, resources used);

— the people, places and processes that have been affected by the crisis;

— the impacts of the crisis on people, places and processes, and their nature (e.g. positive or negative, tangible or intangible);

— where major impacts have/will arise and what measurement techniques are being used to monitor these;

— existing partners and their contribution to the response.

The RCG should use this information to identify the themes on (see 6.3), and the design of (see 6.4), the impact and need assessment.

6.3   Identifying themes on which to commission impact and need assessments

The RCG should commission impact and need assessments that:

— identify important themes to be recovered or renewed;

— align with current knowledge of the crisis (as determined in 6.2);

— are appropriately scoped using impact themes (see Table 2).

To describe each theme, Table 2 provides examples of impact areas to be considered by the impact and need assessments.

The detail of these impact areas can be used to analyse the impacts and needs, to ensure comprehensive coverage of the information collected.

Annex A provides examples for each impact area in Table 2. The RCG can use Annex A to provide additional detail to the scope of the impact and need assessments.

Table 2 — Impact themes and examples of impact areas to consider in impact and need assessments

Humanitarian assistance	Economic	Infrastructure management
— Vulnerable people — Volunteers — Community engagement — Health and wellbeing — Public protection — Management of deaths	— Economic strategy (national and local) — Business regeneration/rejuvenation — Public sector — Voluntary, community and social enterprise sector — Personal finance — Innovation	— Infrastructure providers — Infrastructure customers — Utilities (water, sanitation, energy) — Digital — Workforce/staffing — Urban infrastructure — Emergency services — Health systems — Education and training — Welfare (including social care) — Transport — Waste management — Supply chains and logistics
Environment	**Communication and engagement**	**Governance and legislation**
— Urban planning — General environment — Clean living	— General communications — Targeted communications — Connectivity between health and the wider system	— Legislation — Planning for recovery — Risk — Governance (national and local) — Justice and law enforcement — Crisis planning — Legal and financial frameworks for response — Learning lessons

6.4 Designing and setting up the impact and need assessments

The RCG should use the output from understanding the context of the crises (see 6.2) and identifying the themes on which to commission impact and need assessments (see 6.3) as a basis to design the impact and need assessments. Different impact and need assessments should be conducted to address different impact themes or impact areas. For each impact and need assessment, the RCG should:

— identify its purpose, including:

    — what the assessment is to be used for;

    — issues that its results should address;

— desired level of complexity, accuracy and refinement needed to accomplish the purpose;

— organize consultation and information collection, including:

— decide the workplan and time frame;

— identify the information needed about the impact themes and impact areas in Table 2 and how that can be collected (e.g. from discussions, conducting surveys, analysing database information, and existing reports from authorities and organizations);

— identify sources that can provide expert information to the impact and need assessment (e.g. from response cells/structures, representatives of affected groups and trusted experts);

— define the boundary and time frame of the impact and need assessment:

— consider how the wider the boundary (e.g. whole-system, all-of-society) can reduce its clarity;

— consider the affected groups that are to be considered in an impact and need assessment (see Annex B for examples) and how to collect the appropriate range of important impacts from these;

— define how long after the crisis the assessment will consider;

— select the type of impact and need assessment to be made:

— identify criteria to ensure consistency across assessments made (e.g. assessing the number of people, the state of services and needs);

— agree how to quantify impacts from a crisis (e.g. assessments based on similar previous crises, synthetic approaches based on estimations of losses/impacts, survey approaches based on establishing actual losses/impacts);

— decide whether to count actual or potential losses/impacts and agree how the actual or potential impacts can be used (e.g. actual losses can discriminate against well-prepared communities or discriminate against poorer communities that have fewer assets, actual and potential losses will change over time as circumstances change);

— design criteria to assess the impacts, which:

— are measured on a 1 to 5 scale to gauge relative importance;

— consider the impacts of the crisis (e.g. 1 = minor impact; 2 = limited; 3 = moderate; 4 = significant; 5 = catastrophic) on, for example:

— health impacts (e.g. number of casualties, hospitalizations, fatalities);

— psychological impacts (e.g. public outrage, anxiety);

— social disruption (e.g. loss of transport services, food and water, fuel, gas, electricity, finance, communications, education, housing, healthcare);

— social needs (e.g. number of evacuees, people needing shelter);

— environmental impacts (e.g. damage to wildlife, land, water, air);

— consider the likelihood of the impact (e.g. 1 = very low; 2 = low; 3 = medium; 4 = high; 5 = very high).

The RCG should design a template to collect information on how the crisis has impacted affected groups (see Annex B for examples of affected groups) according to impact themes and impact areas (see Table 2) and using the criteria to assess these (see Annex C for an example impact and need assessment template).

6.5   Collecting information for the impact and need assessments

The RCG should:

—   use the template designed in 6.4 to collect information on impacts;

—   identify and use measures to assess the impacts/losses through additional data available from survey, synthetic or averaging approaches;

—   on an ongoing basis, review if the impact and need assessments are still asking the correct questions and if information is being collected on all relevant groups, and update as appropriate;

—   update the impact and need assessments with new information as it becomes available during the planning and implementation of recovery (i.e. the assessment is not a one-off activity).

6.6   Calculating net economic loss

The RCG should calculate the financial cost of losses from impacts from the crisis. This can help to understand the need for financial reimbursement. However, there can be effects of the crisis beyond negative and financial losses, e.g. opportunities.

The RCG should:

—   calculate economic loss through identifying economic losses and the justifiable need of investment for economic redevelopment and crisis mitigation;

—   calculate net economic loss through identifying the economic effect of:

   —   savings from the crisis that will offset the economic losses and will inform an assessment of post-crisis aid and insurance claims;

   —   net economic losses of the crisis by subtracting the assessed economic benefits/opportunities from the assessed economic losses;

—   collate and present the results of the economic loss assessment:

   —   present results from the impact and need assessments;

   —   identify important intangibles to consider alongside economic loss to ensure they are considered in recovery planning.

The RCG should use the calculated net economic loss when considering the financial impact of the crisis, e.g. when claiming or distributing compensation.

6.7   Analysing and presenting results from the impact and need assessments

The RCG should:

—   analyse all the qualitative information by categorizing impacts and needs according to:

   —   the impact themes and impact areas (see Table 1);

   —   how groups of people have been affected (see Annex B);

—   analyse all the quantitative information to quantify the extent of impacts/financial losses;

—   clearly present the analysed impact and need assessments to communicate a comprehensive understanding of the impacts of the crisis and wider needs (see Annex D for an example).

6.8   Selecting action areas to recover and renew

As the coordinating body for the impact and need assessment, the RCG will receive a large amount of information and should use this to:

— understand potential action areas where activity can be helpful to address the impacts of the crisis and needs of the community;

— group all the impacts, opportunities and needs from across different respondents to appreciate the diversity of impacts and opportunities within an action area and across action areas;

— select action areas to address by considering:

  — the desired outcome;

  — the likelihood that the action will achieve the desired outcome;

  — the availability of capability and capacity to achieve the desired outcome;

  — the duration and effort needed to achieve the desired outcome;

  — the partners' motivation for change and general fatigue with the crisis;

  — the impact on reputation from (not) addressing the action area;

  — the resources needed and those available;

  — the urgency, for example, based on risk;

  — the priority, relative to other action areas;

— identify which selected action areas to pursue through transactional activity and which to pursue through transformational initiatives, and the scale of intervention for each of these.

The RCG should decide whether to pursue each selected action area as either:

— transactional action, i.e. a limited action to be addressed within a recovery plan (see 7.2); or

— transformational initiative, i.e. an ambitious action to be addressed within a renewal strategy (see 8.3).

Annex E presents examples of how three action areas can be pursued as transactional actions and transformational initiatives.

7   Developing a recovery plan

7.1   General

The general arrangements in 4.8 should prepare the groundwork for planning recovery. Planning recovery aims to support the people, places and processes that have been impacted by the major emergency, disaster or crisis, recognizing the importance of power and partners, potentially working across the five interested party groups of national government, local partners, organizations (e.g. local authorities, emergency services), local communities and people. The short-term activities should reflect on the crisis to learn lessons, review preparedness for future crises, and reinstate operations in affected parts of the system.

There are two steps in developing the recovery plan:

— identify transactional activity to implement in the recovery plan (see 7.2);

— manage delivery of the recovery plan (see 7.3).

7.2 Identifying transactional activity to implement in the recovery plan

For each action area that is selected (from 6.8) to be addressed in the recovery plan, the RCG should identify specific activities that:

— align with the resources available;

— review learning from the response (i.e. activities to improve the next response based on current experience);

— renovate parts of the system impacted by the crisis (i.e. improve their current condition);

   EXAMPLE   Immediate salvage and repair to damaged infrastructure, environmental clean-up and waste management.

— restore critical or essential services;

— rehouse and support affected victims, survivors and displaced residents;

— ensure the business functions of responding organizations involved in recovery activities;

— support any ongoing public inquiry or criminal investigation (if applicable);

— reinstate resilience for future crises.

Which specific activities to implement to have the maximum impact should be decided using identified criteria, such as:

— benefits to vulnerable communities;

— benefits to other demographic groups, communities and sectors;

— benefits to the recovery of multiple important impacts and needs;

— enables multiple beneficial outcomes for renewal and resilience.

Annex F presents examples of transactional, short-term recovery activities for people, places and processes.

7.3 Managing delivery of the recovery plan

The RCG should:

— write the short-term actions into a recovery plan that articulates how the organizations have agreed to recover from the impacts of the crisis;

— publish and publicize the recovery plan so that interested parties can understand what recovery will address;

— use a project management methodology to monitor delivery of the plan;

— meet periodically to monitor outcomes of the plan, agree how to overcome challenges and adjust where needed.

8 Developing renewal strategies

8.1 General

The general arrangements in 4.8 should prepare the groundwork for developing renewal strategies. The process of developing the renewal strategies involves specifying the wider, longer-term endeavour that addresses challenges that are so intractable that they are not easily defined and agreed, and addressing them through an interconnected web of activities forming a portfolio of action by multiple partners.

An example is creating a new customer journey, which cannot be defined as sitting within only one of the broad categories of people, places and processes because the transformation needed to address the customer journey crosses all three categories. Other examples are summarized by the United Nations' 17 sustainable development goals (SDGs) all of which needs to be addressed locally, nationally and globally through multi-partner collaboration across people, places and processes.

Given that some of the potential renewal initiatives are identified from the results of the impact and need assessments, the RCG should be initially involved in selecting action areas to be addressed through transformational, renewal initiatives (see 6.8). Other potential renewal initiatives will be identified by a wider set of interested parties. Thus, the wide-reaching nature of renewal suggests that other partners (beyond the RCG) are needed to galvanize political backing.

The RCG should initiate conversations on when a renewal summit (see 8.2) should be organized and by whom.

The renewal summit should:

— identify transformational initiatives to implement in the renewal strategies (see 8.3);

— consider challenges to renewal (see 8.4);

— encourage commitments to deliver the renewal initiatives (see 8.5).

8.2   Organizing a renewal summit

The renewal summit should:

— engage key strategic interested parties in a thoughtful and consultative approach to co-produce the vision for delivering the renewal of local people, places and processes;

— aim to:

— co-produce a positive vision and ambition for what longer-term change is to accomplish;

— align the thinking of partners around an agreed vision, a common language and a shared narrative for renewal;

— engage local officials and other interested parties to understand their contribution (and that of different groups) to delivering the vision;

— agree common actions, funding sources and what needs to be done together;

— provide information inputs on:

— impact areas and selected action areas (from 6.8) to outline what happened during the crisis, the current situation and the need for change;

— how the crisis has reinforced local inequalities and chronic problems;

— what renewal means in the local context of building resilience of people, places and processes, especially in the light of systemic chronic problems;

— the need for healing;

— the opportunities for sustainable development through ambitious renewal regarding:

— the people, such as how more homeworking can rebalance the double burden on women to deliver paid work (e.g. career progression) and unpaid work (e.g. caring for children or family);

— their places, such as how environmental planning can prioritize equity across society (e.g. building habitable houses with access to green spaces and healthier environments);

— the processes, such as fair access to healthcare and non-precarious work opportunities;

— have an agenda to discuss:

— what happened to people, places and processes during response by sharing information from the impact and need assessments;

— existing development strategies, change programmes and long-term visions;

— desired scale of ambition post-crisis;

— new ways of working together with wider groups of interested parties;

— renewal opportunities that align with existing local strategies;

— renewal opportunities that are new or do not align with existing local strategies, suggesting a possible need for more discussion because agreement is less clear;

— be enabled by:

— involving partners in co-production and not only engaging them through arms-length consultation;

— understanding the differences in views held, resolving competing views, exploring the boundaries of transformation and galvanizing local strategic thinking;

— optimism by aligning a renewal agenda to positive opportunities rather than the negativity or fatigue of the crisis;

— ambition for common action, funding, efficiency and effectiveness;

— sharing of good practices to align and engage interested parties on what is possible;

— thoughtfulness to provoke ideas and productive challenges;

— participation from, for example, a wide range of influential leaders and interested parties, elected leaders, chief executives and officers, leaders from faith, community, business, voluntary sectors;

— facilitation to structure dialogue, synthesize common thinking, identify opportunities and vision.

8.3 Identifying transformational initiatives to implement in the renewal strategies

The renewal summit should identify, discuss and agree transformational initiatives (selected from 6.8) to recommend as part of the renewal strategies. The initiatives should outline the ambition and route map for renewal, be consistent with the SDGs and cover the renewal of:

— relationships with people, such as the need for:

— reconciliation: actions that address systemic inequalities and inequities in services, before and after the crisis, which have left people vulnerable and services undermined; reconciliation develops a means for collective healing through a renewed relationship with interested parties;

— reparation: action that surrenders resources to those affected during the response to make amends for their loss, perhaps due, for example, to a lack of effective service delivery;

— places, such as the need for:

— repurposing: action to change the use of places to meet new needs, such as expanding the role of community networks to collaborate differently with local groups to better identify persistent vulnerabilities, risks and mitigations;

— relocating: action to move services to meet changing needs, such as moving retail and transport provision according to new demands and operating conditions;

— regenerating: action to enhance the prosperity of places, such as securing new national investments to attract new industry, encourage job creation and increase wellbeing;

— processes, such as the need for:

— reshaping: action that seeks to influence the external environment to better align it with internal operations, such as lobbying for policy change, influencing customer expectations and changing product compliance requirements;

— reorganizing: action to change internal processes to accommodate pressures from the external environmental, e.g. reducing staff due to fewer customers, creating new products to meet new demands, reducing bureaucracy to meet new urgencies;

— people, places and processes, such as the need for:

— repairing: actions that reconceptualize a service's proposition, purpose, value, location and ethics through appreciating that it is broken, has violated its relationship with interested parties, and needs to change broadly and fundamentally.

8.4 Considering challenges to renewal

Challenges which can disturb or undermine the delivery of renewal initiatives should be considered when developing the renewal strategies. These include the challenges of renewing while also:

— responding, by providing crisis response functions during the crisis, during its second and subsequent waves, and to other crises, and the intensity of response demands on resilience partners and the public;

— recovering, by reflecting and learning from the response, reviewing preparedness and reinstating operations for the next crisis;

— renewing other important issues, by delivering other major ambitions previously agreed;

— addressing wider political priorities, by working within new and ongoing political challenges;

— considering wider financial pressures, by understanding local and national economic implications of the crisis and global financial downturns;

— combating fatigue, caused by the effects of the prolonged crisis, that has led to responders, resilience partners and members of the public just wanting the focus on the crisis to end.

To combat these challenges, renewal can be embedded in a wider narrative which is not directly linked to the losses and stresses of the crisis but is connected to a positive vision of a better future.

8.5 Encouraging commitments to deliver the renewal initiatives

The renewal summit should:

— identify interested parties to deliver the transformational initiatives (selected from 6.8), e.g. statutory agencies, elected officials, a strategic partnership;

— encourage the commitment of interested parties to deliver transformational initiatives.

Following the renewal summit, the interested parties who commit to delivering the transformational initiatives should:

— write the initiatives into renewal strategies;

— publish and publicize the renewal strategies so that other interested parties understand what renewal will address;

— use a project management methodology to monitor delivery of the renewal strategies;

— meet periodically to monitor delivery, agree how to overcome challenges and adjust where needed.

9 Continuous improvement

9.1 General

This clause outlines the ongoing activities needed to continuously improve recovery and renewal to a major emergency, disaster or crisis:

— identify lessons (see 9.2);

— act on lessons (see 9.3);

— scenario plan and exercise future crises (see 9.4).

9.2 Identifying lessons

After action reviews, hot debriefs and debriefs of recovery and renewal are among the activities that are conducted during and after a crisis (or exercise) to identify lessons to enhance resilience. When the crisis requires a whole system response, the identification of lessons needs to reflect the experiences of the whole system. The RCG should identify lessons from:

— resilience partners and others that have responded to the crisis;

— interested parties (e.g. customers, the public, elected officials), including those who are not obvious partners;

— external local, national and international sources that have experienced a similar crisis;

— analysing all available lessons to understand the performance of the system as a whole.

The system can be a country, a region/province, a group of resilience partners, a city, a collection of organizations or a delivery unit within a small organization. For each of these examples the same systems principles hold true – that delivery is coordinated and supported by management, informed by intelligence and led by strategy. Thus, and following the structure in ISO 22392, the RCG should learn lessons on the performance of the system during response by analysing:

— strategy, vision and leadership, by assessing the effectiveness of the system's strategy, leadership and focus;

— intelligence, by assessing the effectiveness of the system's use of external and internal data, strategic collaborations, and understanding of its social and physical environment;

— management of processes, systems and planning, including auditing, by assessing the effectiveness of the system's management structure, planning of operations, sustainable resource management, management of corporate risks, supporting functions, continuity of service arrangements, regular performance monitoring, auditing, and learning from itself and others;

— coordination and communication of operations, by assessing the effectiveness of the system's coordination of resources and partners, communications internally and externally, and system for notifying senior leaders quickly of issues;

— delivery of operations, by assessing the effectiveness of the system's delivery approaches, management of effective and efficient on-site delivery, decision-making autonomy of its operating units, and interpretation of feedback from beneficiaries and other interested parties.

Analysing lessons using the framework in ISO 22392 allows the RCG to pinpoint opportunities for improvement to identify:

— areas of high effectiveness to find where actions should embed good performance;

— areas of low effectiveness to find where corrective actions should address underperformance.

9.3 Acting on lessons

Once lessons are identified, the RCG should:

— identify actions to embed good performance and address underperformance (and monitor the delivery of actions);

— record how lessons have been addressed, which is especially important for public accountability and formal independent review;

— share actions with other local, national and international parties so they can learn how to improve.

9.4 Scenario planning and exercising future crises

It is important to think about current risks, future risks and compounding risks – a range of alternative possibilities given the uncertainty of the future. Thinking about alternative futures will help to:

— identify how to strengthen the general recovery arrangements that are planned before a crisis;

— consider a range of impacts to identify more opportunities for gathering information, improving resilience and preparing for those uncertainties;

— identify where the system is likely to strain if alternative futures happen;

— ensure that recovery and renewal actions implemented now will help (or not exacerbate) the situation if alternative futures happen;

— strengthen interested parties' involvement in thinking about the future and their role in preparing for it;

— instil confidence that planning is creating a resilient system even if the situation changes.

To consider alternative futures, the RCG should:

— involve knowledgeable parties to identify assumptions on how future conditions can evolve over time;

— include scenarios and conditions that have never been encountered;

— agree which future conditions to consider as part of the scenario planning activity;

— design a number of different scenarios about the future, focusing on the impact of the new conditions in those scenarios;

— use a scenario planning approach to evaluate the ability of the response plans and recovery and renewal actions to build a more resilient society in each of the different scenarios;

— identify learning from the scenarios, amend plans accordingly and share lessons.

Annex A
(informative)

Examples of impact areas to consider in an impact and need assessment

A.1 General

This annex provides a menu of impact themes and impact areas which should be the focus for an impact and need assessment as described in 6.3.

The RCG should use A.2 to A.7 to decide which impact areas should be covered by an impact and need assessment. A.2 to A.7 are set out as follows.

— Impact theme: The menu is organized around the six impact themes: humanitarian assistance (A.2), economic (A.3), infrastructure management (A.4), environment (A.5), communication and engagement (A.6), and governance and legislation (A.7).

— Impact area: For each impact theme, the area where impacts have been felt are stated.

— Examples: For each impact area, two examples to cover in the impact and need assessment are provided. The italic title of these bullets can be put into the question "What has been the impact on [*content*]?" and the following text provides additional insight to what this should cover.

A.2 Humanitarian assistance

A.2.1 Vulnerable people

— *Support to people who need special help* – sourcing food/water/sanitation; paying for heating; medicine delivery; befriending; cash society; groups of impoverished people.

— *Knowledge of at-risk groups* – hard to reach groups (e.g. homeless people, asylum seekers); data sharing.

A.2.2 Volunteers

— *Spontaneous volunteers* – organized volunteering; self-organizing networks; governance of processes; safeguarding; pop-up volunteer groups.

— *Corporate offers of support* – matching offers of help with need; governance; donations management.

A.2.3 Community engagement

— *Community capacities* – changing identity/pride; community schemes; online networks; use of social areas.

— *Community needs* – wider inequalities; lived experiences of the crisis; fragile community groups.

A.2.4 Health and wellbeing

— *Primary/elective care* – demand (surges, backlogs, delays); health inequalities; difficulty of accessing care provision; personal resilience.

— *Mental health* – crisis-related causes of stresses; post-traumatic stress disorder of frontline staff; increased public dependency on drugs or alcohol; health service capacity and resilience.

A.2.5   Public protection

— *Need for protection* – adherence to protection advice; enforcement; abuse against people affected by the crisis and frontline workers.

— *Health management* – providing healthcare services; surge management; continuity of healthcare; healthcare staffing.

A.2.6   Management of deaths

— *Processes* – mortuary provision; body management; disposal; effect on death management professionals.

— *Bereavement support* – faith and cultural norms; support/counselling; commemorate/memorialize deaths.

A.3   Economic

A.3.1   Economic strategy (national and local)

— *Inward economies* – trade; tourism; travel; international/national students; foreign labour; investment.

— *City/region reputation* – perception of safe city/region; relationships and influence; economic uncertainty; momentum.

A.3.2   Business regeneration/rejuvenation

— *Staff* – safe business practices; health and safety; attitude to risk; fairness; staff availability; transport to work; furlough; upskilling and reskilling.

— *Operations* – supply/demand; new activities (disruption, opportunities, logistics); business continuity; construction; cash flow.

A.3.3   Public sector

— *Political priority* – confidence in elected members; subsidiarity practices; funding link to strategic priorities.

— *Finances* – uncertain income (budget, generation, recouping cost) and expenses (normal, exceptional).

A.3.4   Voluntary, community and social enterprise sector

— *Fragility* – uncertainty of income; limited income streams; staff/volunteers shielding; new volunteers.

— *Activities* – rapid response; overwhelming demand; local government collaboration; training; commissioning.

A.3.5   Personal finance

— *Income* – salaries; job security; dividends; sole trader finances; savings; demographics; impact of support.

— *Household assets* – security of savings; investments (pension/house value); cost of living; disposable cash.

A.3.6 Innovation

— *Enablers* – investment/funding; staff availability; market opportunities; infrastructure; sharing intelligence.

— *Industrial environment* – business initiatives (furlough staff, grants, tax interventions); business confidence; industrial policy.

A.4 Infrastructure management

A.4.1 Infrastructure providers

— *Provider* – worker safety; capacity/demand of service; partners; crisis impact control; innovation capacity.

— *Maintain provision* – resilience; repair; staff/skills availability; investment; planning/response/ recovery; cascading failures; secondary effects.

A.4.2 Infrastructure customers

— *Users* – risk perception; safe operating practices; customer service; inclusion/exclusion of customer groups.

— *Alternatives* – comparison/popularity of alternatives; adapt to new routines; barriers to adoption.

A.4.3 Utilities (water, sanitation, energy)

— *Demand* – changing private use (peak usage, extended home working); changing organizational use (business closure, reduced staff, flexible operations).

— *Environmental impact* – use different utility sources; supplier cooperation; emphasize carbon neutral.

A.4.4 Digital

— *Use* – hardware availability; accessibility; digital skills; bandwidth; digital infrastructure roll-out; company ability to migrate online; whole system.

— *Cyber safety* – confidence; data protection; investment in resilient infrastructure; data sharing protocols.

A.4.5 Workforce/staffing

— *Behavioural* – safety practices; staff fears; perceived safety; effects of new safe working regimes.

— *Measures* – adequacy of hygiene/safety measures; safety control; availability of staff; safe working conditions.

A.4.6 Urban infrastructure

— *Utilization* – public confidence; footfall; event safety; "Friday night culture"; legislation on unused space.

— *City management* – effect on construction; investment; leisure; homelessness; housing; culture; digital.

A.4.7 Health systems

— Provision – safe/remote access to clinical/community health services; online consultation/ assessments.

— *Health outcomes* – inequalities; disadvantaged communities; minority communities; integrated health/social care delivery.

A.4.8 Education and training

— *Providers* – school closures; regional variations (equalities, culture); educational provision (childcare to university, vocational).

— *Safety fears* – concerns (student, teacher, parent); building access; attendance rates; alternative schooling provision.

A.4.9 Welfare (including social care)

— *Poverty* – access to welfare support systems; energy/food poverty; hidden communities.

— *Care homes* – hospital discharges; safety control design; provision of personal protective equipment (PPE); access regime; staff skills.

A.4.10 Transport

— *Commuting* – adaptation to new routine; accessibility; alternatives; perception of safety; protection regimes.

— *Adaptations* – repurpose car parks; bicycle storage; utilization of public transport; social distancing; repair.

A.4.11 Waste management

— *Behaviour change* – recycling; food waste; effect of panic/impulse buying; reconstruction waste.

— *Health protection* – cleaning/disinfecting surfaces; treating medical waste (e.g. PPE); personal hygiene in handling waste; sanitation.

A.4.12 Supply chains and logistics

— *Competing agendas* – innovation; social responsibility; international cooperation; inventory management.

— *Flexibility* – new markets; demanded items; pre-position for second wave crises; repurpose supply chains.

A.5 Environment

A.5.1 Urban planning

— *Sustainable urbanization* – new infrastructure (bus lanes, safe cycle routes); pedestrianization; pocket parks; building approval.

— *Health benefits/losses* – changes in physical/mental fitness regimes; public access to green spaces and pathways.

A.5.2 General environment

— *Health and safety* – fewer traffic incidents; clean streets; vulnerabilities; effect of social restrictions and use.

— *Green spaces* – space access (use, proximity, leisure); cultural shift (attitude, behaviour, community spirit); accelerate green policies.

A.5.3 Clean living

— *Clean infrastructure* – low carbon agenda (electrification of transport); low waste; reduced pollution; car use.

— *Sustainable living* – climate impacts; green homes; tree planting; appreciation of green space; carbon neutral commuting; working from home.

A.6 Communication and engagement

A.6.1 General communications

— *Public channels* – multiple media (to households, organizations and communities); public exchanges; fatigue; involving the public in co-designing response strategies; victim liaison.

— *Trust* – public trust in officials; public trust in advice; contradictory action by public figures; misinformation.

A.6.2 Targeted communications

— *Interested party management* – local versus national messages; engagement/receptiveness of audiences.

— *Message content* – clarity and diversity of content; languages; impaired audiences; national differences.

A.6.3 Connectivity between health and the wider system

— *Public communication* – scientific advice; confusion; clarity/confidence in strategy; receptivity to messages; trusted people.

— *Partner communication* – share data/information for decision-making; partner strength; transparency.

A.7 Governance and legislation

A.7.1 Legislation

— *Public response* – confusion; adherence to control measures; unified national approaches; compliance.

— *Transition to pre-crisis legislation* – potential for rapid innovation; science-led policy; consultation.

A.7.2 Planning for recovery

— *Recovery* – reflect and learn lessons; review preparedness for the next crisis; reinstate operations.

— *Renewal* – ambition for recovery; reconciliation; reparations; repurpose; relocate; regenerate; reshape; re-organize; repair.

A.7.3 Risk

— *Risk understanding* – updating risk profiles; managing risks; new behaviours; fatigue.

— *Procedures* – planning for concurrent/future crises; depleted resources.

A.7.4 Governance (national and local)

— *Political* – where influence lies; local power; national/local alignment; ongoing national initiatives.

— *Leadership* – aligned interests; budgets; reduced bureaucracy; responsibilities; perception of competence.

A.7.5 Justice and law enforcement

— *Community cohesion* – compliance; trends (crime, abuse, compliance); disorder post-lockdown.

— *Enforcement powers* – access/backlogs to justice; victims support; prison release; policing.

A.7.6 Crisis planning

— *Partnership working* – command structure; data sharing; debriefs; resource availability (PPE, facilities).

— *Preparing for next crisis* – second wave; concurrent crises or emergencies; system performance; resilience levels; scenario planning; training and exercising.

A.7.7 Legal and financial frameworks for response

— *Financing* – emergency assistance; response/recovery budgets; strategic investment; short-term needs.

— *Privacy* – trade-off between privacy and health impacts; legal proceedings.

A.7.8 Learning lessons

— *Sharing culture* – reflexivity; cross-sector dialogue; international and national practices; debriefs; sharing widely.

— *Processes for learning* – system-wide opportunities; post-crisis review; public involvement; logging learning.

Annex B
(informative)

Examples of affected community groups to be considered in an impact and need assessment

Table B.1 shows affected community groups and sub-groups that should be considered in an impact and need assessment. It also shows one possible example of the impact a crisis on sub-groups. Some persons will experience multiple, cross-cutting impacts, e.g. someone from an ethnic community with a disability.

Table B.1 — Examples of affected community groups to be considered in an impact and need assessment

	Example of potential impact
Vulnerable groups	
Ethnic groups	Exacerbation of existing health and social inequalities and impacts on their ability to recover
Bereaved families and friends	Distress/trauma/feeling of loss among bereaved families who have not been with loved ones as they passed away or been able to attend funerals
Homeless people	An increase in homelessness, driven by deteriorating home or financial situations and a loss of long-term legislation/funding for emergency housing
Individuals/households in poverty	An increase in poverty, and personal or household debt. Reliance on medium- and longer-term, direct or indirect, support from the public sector, e.g. for food and bills
Lesbian, gay, bisexual, transgender, queer community	Higher risk of homelessness (especially for young people) and high risk of domestic abuse
Employment groups	
Freelancers, independent contractors, project-based workers and temporary or part-time workers	Impact on people who work on temporary or zero hours contracts
Self-employed	Financial and emotional impact on the self-employed
Unemployed/recently redundant	Demand for online services as a result of redundancies and job seeking, and mechanisms to address this
Supporting groups	
Church/faith groups	Potential impact on places of worship and faith groups in terms of income and ability to support affected communities, including additional demand for memorial services
Community care providers	Increased demand on adult social care as isolated people become more vulnerable due to social distancing, and impacts on community care providers
Community groups	An accelerated decline of the high street will possibly exacerbate social inequalities and increase social isolation (by removing the "spaces" where people connect)