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

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Contents

	Page
Foreword	v
Introduction	vi
1 Scope	1
2 Normative references	1
3 Terms and definitions	1
4 Concepts in recovery and renewal	2
4.1 General.....	2
4.2 Principles of recovery.....	2
4.3 Principles of renewal.....	3
4.4 Resilience partners for recovery and renewal.....	4
4.5 Differentiating recovery and renewal.....	5
4.6 Impacts and needs to recover and renew.....	5
4.7 Cross-cutting systemic themes for planning recovery and renewal.....	6
4.8 Arrangements to activate recovery and renewal.....	7
5 Setting up a recovery coordination group	7
5.1 General.....	7
5.2 Agreeing the membership of the RCG.....	7
5.3 Agreeing the terms of reference of the RCG.....	8
5.4 Initiating the work of the RCG.....	9
5.5 Accessing resources for recovery and renewal.....	9
5.6 Communicating with interested parties.....	10
6 Assessing the impacts of the crisis and community needs	10
6.1 General.....	10
6.2 Understanding the context of the crisis.....	10
6.3 Identifying themes on which to commission impact and need assessments.....	11
6.4 Designing and setting up the impact and need assessments.....	12
6.5 Collecting information for the impact and need assessments.....	14
6.6 Calculating net economic loss.....	14
6.7 Analysing and presenting results from the impact and need assessments.....	14
6.8 Selecting action areas to recover and renew.....	15
7 Developing a recovery plan	15
7.1 General.....	15
7.2 Identifying transactional activity to implement in the recovery plan.....	16
7.3 Managing delivery of the recovery plan.....	16
8 Developing renewal strategies	16
8.1 General.....	16
8.2 Organizing a renewal summit.....	17
8.3 Identifying transformational initiatives to implement in the renewal strategies.....	18
8.4 Considering challenges to renewal.....	19
8.5 Encouraging commitments to deliver the renewal initiatives.....	19
9 Continuous improvement	20
9.1 General.....	20
9.2 Identifying lessons.....	20
9.3 Acting on lessons.....	21
9.4 Scenario planning and exercising future crises.....	21
Annex A (informative) Examples of impact areas to consider in an impact and need assessment	22
Annex B (informative) Examples of affected community groups to be considered in an impact and need assessment	28
Annex C (informative) Example template for impact and need assessment	31

Annex D (informative) Example presentation of high-level results from the impact and need assessments	33
Annex E (informative) Examples of how three action areas can be pursued as transactional activities or transformational initiatives	34
Annex F (informative) Examples of transactional recovery activities for people, places and processes	35
Bibliography	36

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Foreword

ISO (the International Organization for Standardization) is a worldwide federation of national standards bodies (ISO member bodies). The work of preparing International Standards is normally carried out through ISO technical committees. Each member body interested in a subject for which a technical committee has been established has the right to be represented on that committee. International organizations, governmental and non-governmental, in liaison with ISO, also take part in the work. ISO collaborates closely with the International Electrotechnical Commission (IEC) on all matters of electrotechnical standardization.

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.

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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.

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ISO/PRF TS 22393

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);