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



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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).

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. ISO shall not be held responsible for identifying any or all such patent rights. Details of any patent rights identified during the development of the document will be in the Introduction and/or on the ISO list of patent declarations received (see www.iso.org/patents).

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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.

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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.