The Manchester Briefing on COVID-19

International lessons for local and national government recovery and renewal

Twenty-second briefing: Week beginning 5th October 2020

Produced by Professor Duncan Shaw and Dr Jennifer Bealt from The University of Manchester, UK. With guest briefing by Dr Su Anson, Research Manager and Dr Katrina Petersen, Associate Research Manager, Trilateral Research, Inspector Sue Swift, Lancashire Constabulary.

What is 'The Manchester Briefing on COVID-19'?

The Manchester Briefing on COVID-19 is aimed at those who plan and implement recovery from COVID-19, including government emergency planners and resilience officers.

We bring together international lessons and examples which may prompt your thinking on the recovery from COVID-19, as well as other information from a range of sources and a focus on one key topic. The lessons are taken from websites (e.g. UN, WHO), documents (e.g. from researchers and governments), webinars (e.g. those facilitated by WEF, GCRN), and other things we find.

We aim to report what others have done without making any judgement on the effectiveness of the approaches or recommending any specific approach.

This week We have provided four briefings: **Briefing A: Co-designing response and communication strategies with the public** **Briefing B: Lessons you may find helpful from across the world** **Briefing C: Learning lessons from COVID-19 response and recovery actions** **Briefing D: Useful webinars**	**Please register at ambs.ac.uk/covidrecovery to receive future briefings**

Other information

If this is the first briefing you have received and would like to access the previous ones, they can be found here

If you would be willing to contribute your knowledge to the briefing (via a 30-minute interview) please contact Duncan.Shaw-2@manchester.ac.uk
We also produce a blog series which you can access here along with other news about our team and our work.

Briefing A: Co-designing response and communication strategies with the public

Written by Dr. Su Anson, Research Manager and Dr. Katrina Petersen, Associate Research Manager, Trilateral Research and Inspector Sue Swift, Lancashire Constabulary, and The Manchester Briefing Team

Introduction

Since early in the COVID-19 outbreak, we have repeatedly been reminded of the important role that effective risk communication plays in response and recovery. The absence of a vaccine meant that the early communications focused (in part) on public health guidance and instructions for public compliance to stem virus transmission (lockdown and social distancing, among others).[1] All groups within society require trusted, factual information about the risks to inform what decisions and protective actions they take. For COVID-19, current information and message fatigue makes it more difficult to reach intended groups with tailored information and elicit appropriate responses. A communication breakdown can result in the public taking incorrect and misguided actions or losing trust in government advice, potentially bringing a raft of negative consequences including an increased transmission rate.

While organisations can draw on existing theory and practice to design their risk communication strategies, COVID-19 poses new challenges due to the localised, complex, changing (and often conflicting) nature of the messages being communicated. Thus, the pandemic has unique public communication needs that requires balance between public health guidance to be followed by communities and individual decisions[2]. In this briefing we consider if a collaborative design of risk communication strategies with the public may help to shift the dial on communications. We discuss a common trend of relying on broadcasting messages without community engagement which the public then find confusing. In this briefing we pose questions on whether a collaborative approach is possible – to design in dialogue with the public messages about response and communications that require palatable behaviours by the public and which meet responders' needs to control the virus.

This briefing prompts thinking on risk communication approaches in the context of COVID-19. It also prompts review of how response is approached, to consider how the public are active agents in their own response to COVID-19 and how this awareness could better inform communication and response. The authors use their research insights to reflect on some risk communication lessons emerging during COVID-19, and draw on practical experiences from Lancashire Constabulary's experience of communicating with citizens during the COVID-19 pandemic.

Identifying the Goals and Outcomes

Before designing and communicating risk information it is important to identify clear goals, audiences, and outcomes. Why do you want to engage the audience? What do you want from them? This should be based on an understanding of the context in which the communication is taking place. Any understanding should evolve along with the crisis. Goals and outcomes may include:

[1] Fakhruddin, B., Blanchard, K., & Ragupathy, D. (2020). Are we there yet? The transition from response to recovery for the COVID-19 pandemic. *Progress in Disaster Science*, 100102.

[2] Katrina Petersen, Better communication for pandemics at all scales https://www.trilateralresearch.com/better-communication-for-pandemics-at-all-scales/

- ***Raising awareness and influencing perceptions of the risk*** – While public awareness of COVID-19 is currently high, research identifies the ongoing need to influence public perceptions of the actual risk. Finding new ways to communicate the benefits and lower barriers to public compliance with current advice is important to influence positive public health behaviours. This is especially vital for the groups that find it harder to comply[3]. For example, research with residents in the USA and UK[4], suggests that **providing information to the public about the comparative effectiveness of prevention methods** may encourage appropriate health behaviours. This can be, for example, the comparative effectiveness of: common surgical masks versus frequent and thorough handwashing and avoiding close contact with people.
- ***Building trust and resolving conflict*** – Building trust and resolving conflicts about public health concerns is vital during COVID-19. For this it is important to collaborate with non-governmental organisations that have good local connections with communities e.g. civil society and faith-based organisations. This has been successful in Argentina, where public health experts partnered with the Catholic Church to work at the community level to dispel inaccuracies about the virus, reduce people's fears over providing information for contact tracing, and provide an important point of contact for people to receive reliable information[5]. Partnership working can support the dissemination of information in multiple languages, to those without access to the internet or regular news updates, and increases access to information for those not integrated with formal systems e.g. homeless people.
- ***Providing inclusive information*** – The diversity of the population requires communication to be tailored to the needs of different audiences (Mileti and Peek, 2002)[6]. For instance, Doctors of the World has made COVID-19 advice for patients available in 44 languages, the UK Government produces guidance in different languages, while communities in Australia have translated information for themselves[7]. However**, having material available in different languages is not enough** as people from different cultures may interpret and respond to a communication differently based on differences in perceptions, semantics, word connotations, and tone (Giri, 2006)[8]. Moreover, risk factors are also influenced by socio-economic considerations, thus impacting how health and risk messages are understood and how behavioural requests – like social distancing -- are seen as even possible or only for the privileged.[9] Consideration must be given to how this information is disseminated and by whom and to whom, including considering community perceptions, experiences, opportunities, and relationships with various organisations.

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[3] Devlin, H. (April 22, 2020). Why are people from BAME groups dying disproportionately of Covid-19?, https://www.theguardian.com/world/2020/apr/22/why-are-people-from-bame-groups-dying-disproportionately-of-covid-19 (last accessed May 18, 2020)

[4] Geldsetzer, P. (2020). Knowledge and Perceptions of COVID-19 Among the General Public in the United States and the United Kingdom: A Cross-sectional Online Survey. *Annals of Internal Medicine*.

https://www.acpjournals.org/doi/full/10.7326/M20-0912 (last accessed September 25, 2020)

[5] The Manchester Briefing on COVID-19 (B17). Week beginning 27th July 2020

[6] Mileti, D.S. and Peek, L.A. eds., (2002). *Understanding individual and Social Characteristics in the Promotion of Household Disaster Preparedness. New Tools for Environmental Protection: Education, Information and Voluntary Measures*. Washington: National Academies Press.

[7] Devlin, H. (April 22, 2020). Why are people from BAME groups dying disproportionately of Covid-19?, https://www.theguardian.com/world/2020/apr/22/why-are-people-from-bame-groups-dying-disproportionately-of-covid-19 (last accessed May 18, 2020)

[8] Giri, V. N. (2006). Culture and communication style. The Review of Communication, 6(1-2), 124-130.

9 Abrams, E. M., & Szefler, S. J. (2020). COVID-19 and the impact of social determinants of health. The Lancet. Respiratory Medicine. https://doi.org/10.1016/ S2213-2600(20)30234-4 (last accessed 05 October 2020).

- ***Co-designing the response*** – In addition to sharing information on recommended prevention behaviours such as wearing masks, handwashing and social distancing, responder organisations and policy makers who draft key messages can take the opportunity to invite citizens to co-design solutions to respond to the pandemic. Such a participatory approach enhances public trust in the information provided, as they see themselves represented in the work. Even more, because interventions are designed pairing expert knowledge with contextual and community experience, there is increased chance of it being understood and acted upon as intended. It can also become more readily visible when the messages need to differ across geography, community, or culture. These ideas are starting to take hold. In Germany, the government invited academics, industry, and citizens to participate in a hackathon to develop solutions to address socially relevant challenges resulting from COVID-19[10]. Over 42,000 stakeholders participated in the hackathon resulting in other governments exploring the potential to co-design solutions with citizens. In the US, a range of government agencies called for the public to collaborate with them on open-innovation efforts, from data dashboards to better visualise information for the public, to tracking projects that can build on local community and multi-national experience to build more trusted data and information practices.[11]

Developing the message

Direct engagement with the target audience is required where the aim is to foster behaviour change and the adoption of protective action. Consideration of how messages are communicated, received, understood and acted upon by the audience is important for organisations. Organisations should consider what they would like to achieve with the risk communication so that the messages designed are consistent with this. In line with the different aims and objectives of risk communication strategies outlined above, potential messages about COVID-19 may include:

- Information on symptoms and the risk
- Advice on what actions to (not) take in relation to COVID-19
- Where to access trustworthy information
- Different types of support available to the public and how to access it, for example, from health services, supermarkets, local government services

To increase their effectiveness, it is recommended that messages are short, clear and concise (Müller et al., 2015)[12] to avoid confusion and inconsistency. Feedback on proposed messages can be gathered from the target audience to improve their effectiveness and appeal.

Channels for two-way engagement

There are various **communication channels** to communicate risk information many relying on face-to-face communication as a key channel. As mentioned earlier, this can include on-the-ground activity and incorporate

[10] https://www.alliance-scotland.org.uk/blog/opinion/citizen-co-design-new-solutions-to-meet-covid-19-challenges/#expanded

[11] A full list can be found here: https://my.usgs.gov/confluence/display/cdi/COVID19+Open+Innovation+Efforts

[12] Kuhlicke, C., Begg, C., Müller, A., Karanci, A. N., Doğulu, C., Konieczny, R., Walczykiewicz, T., Siudak, M., Madej, P., Shreve, C., Anson, S., Watson, H., Wadhwa, K., and Mante, C. (2016). "Report on the long-term learning framework for a multi-hazard context", Deliverable 8.2 of the TACTIC project, April 2016. https://zenodo.org/record/3775199#.XsLCzy-ZMdU (last accessed May 18, 2020)

COVID-safe community meetings (e.g. online meetings) which facilitate two-way interaction and discussion with the public. Where face-to-face communication is not possible to deliver risk information, organisations are increasing their use of other communication channels such as social media, television and online advertising, brochures and direct mail. **While many of these channels are limited to one-way dissemination of risk information that do not effectively allow the audience's voice to be heard, there are channels that facilitate two-way engagement and access to harder to reach groups.**

- ***On-the-ground community engagement*** – I**nformation alone does not guarantee a specific understanding or lead to desired action.** There is a need to directly engage with audiences. UK research found that the "most economically disadvantaged in society" are unable to adopt and comply with recommended actions in response to COVID-19[13]. For example, those with the lowest household income were frequently unable to work from home and follow the recommendations communicated on self-isolation. In Oldham, Greater Manchester, evidence has shown the effectiveness of having local 'boots on the ground' to disseminate information, advice and testing door-to-door; as of mid-August, 80 volunteers have visited 5,500 homes[14]. Street teams went into the community to explain guidance and offer immediate coronavirus tests – and the rate of infection dropped[15]. Similar success was seen in Pune, India where an 'Action Plan for Hotspot Areas' was developed to support implementation of contact tracing and wide-spread testing, water and sanitation support, and public awareness. Local teams involved police, medical staff and community engagement officers who carried out local door-to-door check-ups of all households in hotspot areas[16]. Community engagement is vital to a nuanced articulation of goals and outcomes that work for your whole audience, especially in at-risk communities that may have difficulty accessing information that has not been tailored to their needs.

  Direct engagement with the target audience (not only one-way dissemination of information) can enhance their understanding of the situation, and enable organisations to measure the effectiveness of the risk communication in achieving its aims and objectives[17]. Research should seek a deeper understanding of the barriers to action, and how policies and communication can be developed that address their differing perspectives and needs.

- ***Social media and digital engagement -*** Lockdown and social distancing have resulted in a significant increase in online communication with people accessing social media to connect with each other and stay up-to-date. Research with 25,000 consumers across 30 markets by Kantar has shown that social media engagement has increased by 61% during COVID-19.

  This has meant greater opportunity for many responder organisations, as they build new suites of online media channels to reach a larger audience. For instance, Lancashire Constabulary use social media as part of their

[13] Atchison, C. J., Bowman, L., Vrinten, C., Redd, R., Pristera, P., Eaton, J. W., & Ward, H. (2020). Perceptions and behavioural responses of the general public during the COVID-19 pandemic: A cross-sectional survey of UK Adults. *medRxiv* https://www.medrxiv.org/content/10.1101/2020.04.01.20050039v1.full.pdf+html (last accessed May 18, 2020)

[14] Figures are correct up to 12th September 2020: https://www.ft.com/content/8a8aaee6-1444-44d6-a2f5-7737968a2928

[15] https://www.ft.com/content/8a8aaee6-1444-44d6-a2f5-7737968a2928

[16] http://cdri.world/casestudy/response_to_covid19_by_pune.pdf

[17] Shaw, D, Albores, P, Anson, S, Kailiponi, P, Nagarajan, M, Tissington, P and Hart, T (2011), "Final Report", Evacuation Responsiveness by Government Organisations (ERGO) project

COVID-19 communication strategy that incorporates Facebook, Twitter, YouTube, In The Know, Flickr and Instagram. Social media has been used to provide updates to the public on key messages and the ongoing work of different teams such as Tactical Operations and the Neighbourhood Policing Teams. Additionally, to provide variety in how the information is communicated to different audiences, the Chief Constable has published a series of VLOGS. Lancashire Constabulary have also taken note of which communities are not reached by the channels, and for what reasons – be it internet access, language, or more community centric communication expectations – and been able to better tailor their remaining efforts for these communities.

The vast amount of information being generated on social media about COVID-19 also provides organisations with more information to analyse to understand the conversations taking place, including conspiracy theories[18]. It of increasing importance to understand how and why misinformation continues to spread on social media. Research suggests that this is in part due to the way misinformation takes advantage of vulnerable human emotions. Findings suggest:[19]

- Misinformation is 70% more likely to be retweeted than the truth due to people's emotional reactions (especially those which are negative)
- False news travels farther, faster, deeper, and more broadly than the truth, sometimes by an order of magnitude
- It is easy and not uncommon to become part of a cycle of disinformation as readers cut corners, often sharing stories based on headlines rather than the story itself
- Repetition of false information convinces people of its validity
- Political news travels faster than the rest of false news

Potential mitigation strategies for organisations to consider includes **labelling information**[20] in a way that is similar to food labelling – conceptualising information as being consumed like food. Labelling can report what is contained in the message, what is the source, what is the information type and may help consumers to make informed choices about whether it is reliable or not. The EU funded EUNOMIA project[21] provides information hygiene guidelines to protect social media users against the 'infodemic' of misinformation[22].

Social media should only be one of many channels used in the COVID-19 risk communication strategy due to its potential to exclude voices that use social media less e.g. the elderly, those living in poverty, or those without access. This is particularly pertinent when reaching out to vulnerable people during COVID-19. For example, Lancashire Constabulary's Neighbourhood Policing Teams have been making phone calls to vulnerable people to provide support.

Understanding the effectiveness of COVID-19 communication

Research is required to monitor and evaluate the effectiveness and impact of the COVID-19 communication strategy in relation to the understanding in the intended audience of the goals and outcomes of the response and

[18] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/906724/CCE_Briefing_Note_001.pdf
[19] https://www.nationalgeographic.com/science/2020/09/coronavirus-origins-misinformation-yan-report-fact-check-cvd/
[20] https://www.ted.com/talks/sinan_aral_how_we_can_protect_truth_in_the_age_of_misinformation/transcript?rss#t-192952
[21] https://www.trilateralresearch.com/project/eunomia/
[22] https://www.eunomia.social/infodemic

required behaviours. While face-to-face research is more difficult during COVID-19, organisations can collect public feedback through online surveys on social media, digital ethnography, and (critically) through online town halls/forums and by working with local community groups that engage with the public virtually and directly (such as during vulnerable persons visits). There are a range of accessible co-design techniques publicly available[23]. This feedback can then be used to inform and adapt the COVID-19 communication strategy.

Conclusion

COVID-19 has necessitated the evaluation of communication strategies that organisations would usually rely on, including those commonly used during emergencies. Organisations are unlikely to have unlimited resources available for risk communication so partnership working is key to share resources and reach different groups. However, **information alone is unlikely to influence behaviour.** Whatever the scale and scope of the risk communication strategy, there is the need for two-way, on-the-ground engagement with the target audience to influence behaviour in a meaningful way, and to ensure the adoption of protective actions.

This could have profound implications for local government and the way in which information is gathered and disseminated, and how government engage with the public's current capacity for information and the requirement on them for new behaviours. The widespread societal impacts of COVID-19 may have brought new needs for the public to be at the heart of communications for crisis response. Reconceptualising risk communication as a process of co-production can support the design of proportionate and palatable measures that resonate with the public. This could encourage active participation in, and acceptance of, public health measures in a way that broadcasting a message and hoping for compliance may not. Collaborating with the public acknowledges that people are wilful actors with agency, and have knowledge about their communities and the best way to speak with them.

Some questions to consider:

- Do the public understand the COVID-19 expectations that are communicated to them?
- How can a communications strategy support an even higher rate of understanding and compliance?
- Is it possible to co-design a response to COVID-19 with the public?
- How can 'broadcast' be combined with 'co-design' to enhance understanding and compliance?
- How can the diversity of society help to reframe a communications strategy?

Additional resources

The EC funded TACTIC project developed a preparedness check to support organisations in understanding the impact of their risk communication. Further information is available here:
https://zenodo.org/record/3775199#.XqsLMi-ZN-U

[23] https://connected-communities.org/wp-content/uploads/2018/07/Co-Design_SP.pdf

Briefing B. Lessons you may find helpful from across the world

We provide the lessons under six categories, with sub-categories for ease of reference. We have selected lessons that are of specific interest to the recovery process although many also relate to the response phase, and the likely overlap between response and recovery.

This week our lessons on humanitarian assistance consider involving staff in strategic planning for returning to work, and increasing societal resilience by focusing on maternal, neonatal and child health. Economic lessons consider supporting economic stimulation through existing analyses and methodologies for sustainability and resilience, and the promotion of job creation in low-carbon economy initiatives. Infrastructure lessons focus on the need to imminently consider the infrastructure and supply chain partners needed to safely store and transport a COVID-19 vaccine, and utilisation of partnerships with events security providers to support COVID-19 marshalling. Environmental lessons consider protecting the land rights of indigenous and local people to mitigate the loss of biodiversity that can cause new pandemics. Communications lessons focus on ways to encourage understanding of local COVID-19 restrictions. Governance and legislation includes lessons on revising risk management practices in light of compounding chronic risks that disrupt resilience, and assessing the effectiveness of local lockdowns by locale.

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Recovery: Categories of impact	Actions	Country/ Region	Source
Humanitarian Assistance			
Health and wellbeing/ engagement	**Consider how to involve staff in strategic planning for returning to work and ensuring COVID-19 safe workplaces.** Organisations should carefully consider the impacts on staff of re-entry into the workplace. Understanding the mental and physical condition of staff can help organisations to prepare accordingly. Some staff be enthusiastic about returning to the office, others may not want to return, and others may want to theoretically return to work but have anxieties about the risks to their health and the health of loved ones. Consider steps to include staff in strategic planning for a return to work including the need to: ▪ Ask staff if they are able to return to the office, or if there are not able to return – rather than assume that everyone should return ▪ Regularly survey employees so you understand the anxiety levels in your organisations – seek to identify and remedy practical concerns ▪ Understand why some staff may not wish to return, whether this is because they are in high-risk groups, or have other challenges such as reliable childcare ▪ Make the return to work planning processes transparent. Include staff in these processes and communicate to staff who is working on the plan in your organisations, how they are thinking about it, and when announcements will be communicated ▪ Mitigate uncertainty where possible by sharing what is definitely happening, what is definitely not happening, and when firmer answers can be expected ▪ Seek feedback from all stakeholders on a regular basis. Consider establishing a task force to process feedback, and set up regular, recurring dialogues with employees ▪ Clarify how people can get their questions addressed and who will address them	USA	https://www.mckinsey.com/business-functions/organization/our-insights/communications-get-personal-how-leaders-can-engage-employees-during-a-return-to-work Example plans: https://www.shearman.com/perspectives/2020/04/key-considerations-in-designing-a-return-to-work-plan-covid-19 https://www2.deloitte.com/content/dam/Deloitte/uk/Documents/human-capital/deloitte-uk-workforce-strategies-for-post-covid-recovery-workbook.pdf

Recovery: Categories of impact	Actions	Country/ Region	Source
Vulnerable people	**Consider how to increase societal resilience by focusing on maternal, neonatal, and child health (MNCH).** Research into MNCH demonstrates that early-life determinants of health help create more resilient societies. Previous trends indicate that socioeconomic shocks lead to an increase in markers of poor MNCH including low birthweight, maternal and infant malnutrition, and maternal drug or alcohol misuse etc. These factors can have impacts across a person's life and effects the next generation. At particular risk are people from Black, Asian, or minority ethnicities who are more likely to be socio-economically disadvantaged, and at higher risk of pre-existing health conditions, contracting COVID-19, and having poor markers of MNCH. Consider: ▪ Research and data collection to monitor the immediate and longer-term effect of COVID-19 and related socioeconomic crisis on MNCH, using routine data collection systems and reinstating systems that have been suspended during COVID-19 e.g.: ○ the short, medium, and longer-term consequences of COVID-19 on neurocognitive development in children ○ disruptions as a result of COVID-19 e.g. on food insecurity, access to health services and impacts on MNCH ▪ Investment of resources into promotion of early-childhood health and development, including the training and provision of community health workers ▪ Promotion of MNCH care as an essential service and human right, including investment to access to contraception/reproductive health services, antenatal/postnatal care, and child health etc ▪ Strengthen community-based interventions to promote MNCH, such as home visits during and after pregnancy and in the early years ▪ Develop new policies to drive gender equity and reduce the penalties of motherhood e.g. parental leave for each parent on a use it or lose it basis	Nepal All	https://www.thelancet.com/action/showPdf?pii=S2468-2667%2820%2930200-0 https://www.thelancet.com/action/showPdf?pii=S2214-109X%2820%2930350-8

Recovery: Categories of impact	Actions	Country/ Region	Source
Economic			
Economic strategy	**Consider supporting economic stimulation with existing analyses and methodologies for sustainability and resilience.** To inform investment decisions for the future, the Fiji Government worked with the World Bank to develop the country's first ever Climate Vulnerability Assessment (CVA) to quantify and better understand the threat posed by natural hazards and climate change and to help design climate adaptation and risk management plans. The CVA paved the way for responding to short-term needs while boosting long-term sustainability and resilience. This applies directly to the COVID-19 crisis as the CVA provides a means to assess current, and candidate interventions that could be successful for sustainable economic recovery from COVID-19. Consider how a CVA could be used to: ▪ Co-opt government programs related to resilience into stimulus measures e.g. national development plans, infrastructure masterplans, or resilience plans already identify interventions that can be cross-checked against a sustainability checklist to determine relevant COVID-19 interventions that address both short and long term needs ▪ Determine locale-specific priorities for economic stimuli that account for local risks and needs. This may include accelerating interventions that are already expected to be delivered, expanding interventions already underway, or prioritizing interventions that are cross-sectoral e.g. improving agricultural productivity, the reliability of infrastructure, or by reducing energy ▪ Identify additional economic stimulus, generated from various resilience-building interventions, that could be used to mitigate the economic shocks imposed by the pandemic	Fiji	https://www.worldbank.org/en/news/immersive-story/2020/09/17/how-to-build-back-better-after-the-covid-19-crisis-a-practical-approach-applied-to-fiji http://ourhomeourpeople.com/assets/120756-WP-PUBLIC-nov-9-12p-WB-Report-FA01-SP.pdf

Recovery: Categories of impact	Actions	Country/ Region	Source
Economic strategy	**Consider how to promote the creation of jobs that support low-carbon economy initiatives.** COVID-19 is having an adverse impact on the economy amid the ongoing global climate crisis. Balancing long-term economic recovery and renewal with environmental agendas may be one way to ensure economic growth while mitigating issues such as climate change. One means of achieving this is through renewed commitment from local and national government to invest in, and develop job creation for a low carbon economy. Consider how to encourage low carbon projects including upskilling and training local people in: ▪ Clean electricity generation and provision of low-carbon heat for homes and businesses e.g. the manufacturing wind turbines, deploying solar PV, installing heat pumps and maintaining energy-system infrastructure ▪ Installing energy efficiency products ranging from insulation, lighting and control systems ▪ Providing low-carbon services such e.g. financial, legal and IT, and producing alternative fuels such as bioenergy and hydrogen ▪ Encouraging low-emission vehicles and the associated infrastructure e.g. electric vehicles, manufacturing batteries, installing electric vehicle charge-points	UK	https://www.ecuity.com/wp-content/uploads/2020/06/Local-green-jobs-accelerating-a-sustainable-economic-recovery_final.pdf

Recovery: Categories of impact	Actions	Country/ Region	Source
Infrastructure			
Supply Chains	**Consider in advance the infrastructure and supply chain partners needed to safely store and transport a COVID-19 vaccine.** Vaccines are highly perishable and must be kept at very cold, specific temperatures. The majority of COVID-19 vaccines under development will spoil, and need to be discarded, if they are not kept at the right temperature. National and local governments, alongside health systems and the private sector, need to imminently consider their cold chains to avoid unnecessary spoiling of vaccines. The cold chain is a supply chain that can keep vaccines in tightly controlled temperatures from the moment they are made to the moment that they are administered to a person. Preparing the cold chain may take months, so investments into planning and resources now can help expand and support the current vaccine cold chain so it is ready and able to meet the scale of the mass vaccination programmes required. To prepare/scale up the cold chain consider: ▪ Where vaccines will be produced and transported, and the requirements for transportation including planes and trucks within countries and for distribution abroad ▪ There are a number of vaccines under development, many of which require different temperatures and handling procedures. Which will be approved first is unknown, therefore to prepare staff when one is approved staff in the cold chain should be trained to handle all possible vaccines to save time and avoid spoilage ▪ The frequency of deliveries that may be needed to facilities where dispensing will take place. This depends on the refrigeration capacity of health care organizations and hospitals, staffing resources, the locations the vaccines, and the shelf life of the vaccine ▪ How to expand shipping and storage capacity, including the specialised equipment needed to store vaccines at certain temperatures. Encourage airports and logistics companies to evaluate how well they could meet cold chain requirements	USA Netherlands	https://theconversation.com/keeping-coronavirus-vaccines-at-subzero-temperatures-during-distribution-will-be-hard-but-likely-key-to-ending-pandemic-146071 https://www.cdc.gov/vaccines/pubs/pinkbook/vac-storage.html

Recovery: Categories of impact	Actions	Country/ Region	Source
Workforce/ staffing	**Consider how to utilise partnerships with events security organisations to support COVID-19 marshalling requirements.** Many cities have imposed COVID-19 restrictions on the use of public spaces such as social distancing, mask wearing, and number of people allowed to be in a single group to limit the transmission of the virus. Successful implementation of such measures may require additional support from COVID marshals who can provide reassurance to the public and organisations, and help improve compliance with regulations. Organisations that have experience of crowd and people management may have the skills to support the implementation of COVID related restrictions. Consider how trusted events security organisations may be trained to provide COVID marshalling support where needed. This may include: ▪ Working with supermarkets to protect staff and minimise panic buying; including queue management ▪ Working in civil contingency roles with local authorities to support town centre patrols in the daytime and night-time economy ▪ Working with local authorities and law enforcement to help report low level antisocial behaviour and social distance breaches ▪ Crowd and people management at COVID-19 testing centres	UK	https://showsec.co.uk/news/showsec-show-support-for-civil-contingencies-in-leicester/

Recovery: Categories of impact	Actions	Country/ Region	Source
Environmental			
General environment	**Consider how protecting the land rights of indigenous people can mitigate the loss of biodiversity that can risk causing new pandemics.** The Covid-19 pandemic has reinforced the importance of protecting biodiversity to prevent future zoonosis outbreaks. Communities, especially indigenous communities have been shown to consistently outperform governments as the most effective custodians of nature, and offer the knowledge and expertise to mitigate climate and biodiversity crises. However, research in 42 countries found that while many countries recognise the rights of indigenous and local peoples, they have not implemented laws to secure and protect those rights and ensure territory is not used in a dangerous way. Consider how to best work with local communities to support the protection of green spaces by: ▪ Committing to legal processes that secure the rights of indigenous people and the protection of green spaces ▪ Investing in the countries and communities that are ready to scale up land rights to affordably and effectively protect ecosystems and biodiversity e.g. mitigating deforestation and coastal erosion, and supporting sustainable fishing ▪ Reduce poverty and exclusion through improved land rights and access to green spaces, to help build resilient societies and secure livelihoods which can mitigate compounding inequities exacerbated by COVID-19 ▪ Scaling up attempts to secure land rights in territories that have yet to be recognised by states	All	https://www.rfi.fr/en/science-and-technology/20200916-indigenous-land-rights-can-help-stop-future-pandemics-scientists-say-resources-and-rights-initiative-biodiversity

Recovery: Categories of impact	Actions	Country/ Region	Source
Communications			
Targeted communication	**Consider how to encourage understanding of local COVID-19 restrictions.** Research by University College London (UCL) suggests that confidence in understanding coronavirus lockdown restrictions varies greatly across the UK and has dropped significantly since early national measures were put in place in March. As part of their ongoing research UCL determine that people generally consider themselves compliant with restrictions, but UCL caution that this should be interpreted in light of previous reports that show understanding of guidelines are low; therefore possibly reflecting *belief* in compliance opposed to actual compliance levels. Consider how to ensure residents in lock areas understand the rules that apply to them: ▪ Make direct contact with resident via social or traditional media, messaging apps, or leafleting through doors to ensure people understand their local restrictions. This may be especially important in combined authority areas as restrictions differ across metropolitan boroughs, the boundaries of which may not be clear to residents ▪ Encourage the display of digital tools showing local information about which restrictions apply in certain areas. This may be a simple video, or an interactive tool which people could access through localised digital marketing on their smartphones ▪ Consider where local, clear information could be publicly displayed e.g. digital advertising boards at local bus stops, or localised social media and television adverts ▪ Consider the demographics, resources and capacities of each community to establish the most appropriate methods of dissemination and key actors who could support this. In Mexico, this included: Video and audio messages shared via WhatsApp; audio messages transmitted via loudspeakers; and banners in strategic locations	UK Mexico	https://b6bdcb03-332c-4ff9-8b9d-28f9c957493a.filesusr.com/ugd/3d9db5_3e6767dd9f8a4987940e7e99678c3b83.pdf https://preparecenter.org/wp-content/uploads/2020/09/MX_Case-Study-1-COVID19-1.pdf

Recovery: Categories of impact	Actions	Country/ Region	Source
Governance and legislation			
Emergency planning	**Consider which risk management practices may need revising in light of compounding chronic risks that disrupt resilience.** The compound impacts of COVID-19 and climate change are important examples of disruptive risks that require the renewal of existing risk-management systems and practices. Disruptive risks are defined as unexpected, widespread, protracted, transboundary and novel. To address these requires 'disruptive resilience' whereby the status quo in risk management is disrupted to encourage new and innovative way to enable towns and cities to respond and recover effectively from these risks. Consider how to use new kinds of data, modes of collaboration, financial mechanisms, innovation models and decision-making approaches meet challenges of 'disruptive resilience'. Consider: ▪ The development community should promote the notion of 'disruptive resilience' to respond to the rise in outlier and extreme events; the shift in established hazard patterns; the increase in multiple, simultaneous crises within single geographies; and the growth in transboundary risk ▪ Policymakers and authorities need to revise urban risk-management practices, and embrace new kinds of data, collaboration, finance, innovation models and decision making ▪ Researchers must explore the financial, political, social and behavioural factors that inhibit or enhance disruptive resilience	Global South	https://pubs.iied.org/pdfs/17766IIED.pdf

Recovery: Categories of impact	Actions	Country/ Region	Source
Planning for recovery/ emergency planning	**Consider the impacts of local lockdowns on containing COVID-19.** During COVID-19 decision makers have grappled with containing outbreaks and how to reopen or reclose business and services based on infection numbers and other measures. Research in Canada has shown that accounting for geography, epidemiology, and travel patterns, localized county approaches to lockdown result in fewer days of service and business closure, and impacts fewer people compared to entire province closures. The research suggests, when implementing a local lockdown, to consider: ▪ The trigger conditions that require a local lockdown to be enforced and ensure they are agreed with central government but can be enacted upon by local government ▪ Coordinating with neighbouring counties or metropolitan areas, including the criteria for when and how local lockdowns should be implemented and when a neighbouring region should also lockdown ▪ Gathering local lockdown lessons that can provide useful insights into compliance of measures, and implementing learning to help avoid ineffective strategies ▪ Decentralizing control over when a local lockdown should be enforced to ensure local decision makers can enact closures promptly	Canada	https://www.pnas.org/content/pnas/117/39/24575.full.pdf

Briefing C: Learning lessons from COVID-19 response and recovery actions

COVID-19 has created a set of scenarios for which no organisation was fully prepared. Learning lessons from the ways in which people and organisations responded to this crisis is vital for improving future responses and for gathering detailed and timely information to inform recovery and renewal activities. Gathering such information can be achieved through conducting activities to learn lessons.

Approaches to learning lessons

Taking a systems approach to learning lessons can ensure all parts of an organisation, operation, or even individual can be considered. One method particularly relevant to crisis management (and previously applied to this context by government) is the Viable Systems Model (VSM)[24]. To learn lessons across the whole system, VSM advises that 5 systems should be considered:

1. Delivery of operations
2. Coordination and communication of operations
3. Management of processes, systems and planning, including audit
4. Intelligence
5. Strategy, vision and leadership

These 5 systems are: broad-based; interconnected; provide a balanced framework of strategic, tactical and operational matters; aim for balance across these systems; and ensure nothing is missed or unduly prioritised at the expense of others[25]. As a result, the systems can support the process of learning lessons by structuring the questions to ask. The questions may go beyond the approach of "what went well/not well, and what do differently next time" and, instead, focus on the capabilities of the system.

Drawing on VSM's 5 systems, we suggest a single question for 'improvement' which can be applied to each system to explore the experience and performance of the response, recovery or renewal[26]:

1. How could we improve our 'delivery of operations'?
2. How could we improve our 'coordination and communication of operations'?
3. How could we improve our 'management of processes, systems and planning, including audit'?
4. How could we improve our provision and use of 'intelligence'?
5. How could we improve our 'strategy, vision and leadership'?

Learning lessons can gather information that can be applied while the event is still unfolding[27]. There are number of reasons why gathering lessons need to be done as soon as possible, even as an organisation continues to adapt to COVID-19 conditions. For learning lessons on response to COVID-19 consider[28]:

[24] Applying systems thinking at times of crisis https://systemsthinking.blog.gov.uk/author/dr-gary-preece/
[25] The Manchester Briefing on COVID-19 (B16): Week beginning 20th July 2020
[26] The Manchester Briefing on COVID-19 (B17): Week beginning 27th July 2020
[27] https://www.willistowerswatson.com/en-US/Insights/2020/05/a-debrief-for-business-continuity-debriefing
[28] https://www.b-c-training.com/bulletin/covid-19-why-you-should-be-conducting-a-debrief-now

- The pandemic is still ongoing and waiting until it is over may result in lost institutional memory and learning. While there may be logs of actions and outcomes, the context of these become less meaningful as time goes on and people return to their non-COVI roles
- COVID-19 impacts were swift so there was limited time for organisations to make decisions. Evaluating the actions taken in response will help prepare the next phases and reduce uncertainty whether this is recovery, or a return to a response mode during any second wave
- Understanding how prepared your organisation was for the pandemic is critical, including preparations made once the virus was declared. This will help with future response for health crises and can provide insights into the preparedness and flexibility of the organisation for other types of emergencies

Common issues to be aware of when learning lessons include[29]:

- Scattered or incomplete documentation and contemporaneous evidence. This may have been compiled during the crisis, but not centrally managed meaning it is scattered throughout the organization
- Failure to include external stakeholders in post-event analysis e.g. beneficiaries, partners, customers, investors
- Failure to delegate follow-up actions, including timescales to specific teams or departments with clear deliverables and accountability for actions

Gathering lessons

Lessons can be gathered and learnt in a number of ways, for example, internally within organisations, with external support from other organisations, and from international contexts:

Learning lessons internally

Mechanisms to assess performance and understand lessons learnt internally include impact assessments and debriefs.

- **Impact assessments** to learn about the strategic effects of COVID-19 but also learn about specific or emerging system-wide needs, inequalities, and opportunities to improve. This is particularly useful in reflectively considering the outcomes of specific actions and how negative consequences can be prevented or minimised. Guidance on conducting impact assessments can be found in The Manchester Briefing on COVID-19 (B15)[30] which relates to UK National Recovery Guidance[31] that describes the process of conducting an Impact Assessment.
- **Debriefing** to learn lessons is the process by which a project or mission is reported on in a reflective way, typically, after an event. It is a structured process that reviews the actions taken, and lessons learnt from implementing a project, and its subsequent outcomes. However, instead of only being a post-event activity, learning lessons is important for all stages of managing COVID-19 including preparing, responding and recovering. This will track reflections and learning to ensure information and lessons are not lost and to effectively act on this information to improve future activities.

Learning lessons with external support

Mechanisms to learn lessons from external sources can include:

[29] https://www.willistowerswatson.com/en-US/Insights/2020/05/a-debrief-for-business-continuity-debriefing
[30] The Manchester Briefing on COVID-19 (B15) www.ambs.ac.uk/covidrecovery
[31] https://www.gov.uk/guidance/national-recovery-guidance

- **Peer reviews** which may be most useful to provide an opportunity for a host country, region, city or community to engage in a constructive process to reflect on their activities with a team of independent, expert professionals. Peer reviews can encourage conversation, promote the exchange of best practice, and examine the performance of the entity being reviewed to enhance mutual learning. A peer review can be a catalyst for change and provide benefits for both the host and the reviewers by discussing the current situation, generating ideas, and exploring new opportunities to further strengthen activities in their own context. Guidance on conducting peer reviews is available from the International Organization for Standardization (ISO): ISO 22392: Guidelines for conducting peer reviews[32].
- **Learning international lessons** is also possible from other analogous contexts. The Manchester Briefing collects such lessons and reviewing what other organisations and countries are doing can help to share insights on practices that are worthy of consideration.

Lessons from internal and external sources can help to reflect on practice and continually improve. But identifying lessons bring a responsibility to prepare to do something better next time using those lessons. This is a particular challenge during intense periods when finding the time to stand back to think about learning is just as pressurised as finding the time to plan to do things differently.

[32] https://www.iso.org/standard/50289.html

Briefing D: Useful webinars

Taken place in the past weeks	Webinar Title	Link to presentation
23.9.2020	Levelling up regional resilience: Policy responses to COVID-19	https://www.facebook.com/168327416542829/videos/679723589320018/?__so__=channel_tab&__rv__=all_videos_card
24.9.2020	The role of physical activity in prevention and recovery from COVID-19 and the measures introduced to address the pandemic	https://www.youtube.com/watch?v=UFdgVWQAQl4&feature=youtu.be
24.9.2020	The reopening of universities: supporting councils with the implications for local areas	https://www.local.gov.uk/reopening-universities-supporting-councils-implications-local-areas
Coming up		
Date	**Webinar Title**	**Link to registration**
13.10.2020	What does the future of commercial activity look like post COVID-19?	https://lgaevents.local.gov.uk/lga/frontend/reg/thome.csp?pageID=345354&eventID=1011&CSPCHD=001001000000UXza2yWdF5NH9V8aHrDPhUT5$hl1GisZvE1MxQ
14.10.2020	The Post-Pandemic Economic Transition	https://register.gotowebinar.com/register/4908797558470422541
14.10.2020	International Day for Disaster Risk Reduction – 2020	https://hudac.zoom.us/meeting/register/u5wrce-urzkrHtap0CMts4Sw78OliEK2JbC8