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The Manchester Briefing COVID-19

International lessons for local and national government recovery and renewal

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 information on our webinar series and three briefings:

Visit our webpage 'Recovery, Renewal, Resilience from COVID-19'

Contribute your knowledge to the briefing (via a 30-minute interview) by contacting 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.

Join the conversation
#RecoveryRenewal #Covid19Recovery

Previous briefings. If this is the first briefing you have received and you'd like to access more, they can be found here.

>>>>>>>> Please register at ambs.ac.uk/covidrecovery to receive future briefings <<<<<<<<

Recovery, Renewal, Resilience:
The Manchester Webinar Series

Over the coming months, our team, in collaboration with partners, will be running a series of webinars that will explore recovery and renewal from COVID-19. The webinars will mark key dates, discuss the themes emerging and developing through our project and report on key findings, good practice and global learning. We will sometimes also share webinars external to our project that we think might be of interest. Register for our upcoming and watch our most recent webinars:

Upcoming Webinars

24/06/2021, 2pm BST: Resilient Cities Network Webinar: Urban Heat

Join the Cities on the Frontline session on Urban Heat to discuss solutions to tackle extreme heat in and protect communities.

Register: http://bit.ly/UrbHeat

25/06/2021, 1pm BST: A Collective Memory: A webinar examining post pandemic commemoration

In this webinar we will consider how we will collectively remember the Covid-19 pandemic, reviewing lessons from history about building resilience through coproduced commemoration.

Register: https://tinyurl.com/5ywpky5n

25/06/2021, 1pm BST: Flood Resilience, the Climate Emergency and lessons from Covid-19

This is the first of the Food for Thought series of lunchtime learning sessions from the Emergency Planning Services (EPS) Flooding Professional Working Group. There will be four of these lunchtime learning sessions in total and they will be held monthly by the Flooding PWG. This first session will be free for members and non-members, thereafter there will be a small fee.

Register: https://tinyurl.com/2n6rev3n

07/07/2021, 1pm BST: Building the resilience of essential services post-Covid

In the second in the Continuity & Resilience Series our panel will examine the contribution of standards to resilience planning, business continuity, and city resilience to recovering from Covid-19.

Register: https://tinyurl.com/ymeumddy

Past webinars

07/06/2021: Continuity & Resilience Series: Looking beyond Covid-19

This webinar, in collaboration with the British Standards Institute (BSi) explored lessons in practice from local government, large organisations, small-medium enterprises and business networks. In this episode we examined the inter-dependencies between business continuity and resilience planning, and looked at how we will move beyond the responses to the Covid-19 pandemic.

Watch https://tinyurl.com/294fxtde

Recovery and renewal of community resilience: Recovery reinstates preparedness; Renewal enhances resilience

Introduction

This briefing focuses on the **role of the individual** in relation to crises and the benefits of **increasing public involvement** in emergency planning. We revisit the issues covered in TMB Issue 30 on the potential for communities to be recognised and established as a Local Resilience Capability. The briefing also addresses **lessons learnt** from the COVID-19 pandemic for approaches to risk planning and risk assessment, and the role of **exercising to test risk preparedness**.

We revisit the terms preparedness and resilience to consider how they relate to recovery and renewal. We propose that recovery aims to reinstate levels of readiness and preparedness for future crisis, while renewal aims to enhance resilience through ambitious transformation.

Our observations have been developed from 65 formal interviews with experts in local government, emergency planning, risk and resilience on response and recovery to COVID-19 since April 2020. Insights have also been developed from participation in response and recovery meetings in the UK and from identifying international lessons as developed through '**The Manchester Briefing**'[1].

Preparedness and resilience

The term 'preparedness' refers to the "activities, programmes, and systems developed and implemented prior to an incident that can be used to support and enhance prevention, protection from, mitigation of, response to and recovery from disruptions, emergencies or disasters" (ISO22300)[2]. Everyone can engage with some form of preparedness activities, whether this is ensuring they have an up-to-date list of their medications, know who to call when they need help, or keeping an emergency 'grab bag' filled with essential items in case of emergency evacuation. Preparedness leads to conversations of what can we prepare – and, in the context of a disaster, this is the vehicle through which we begin our journey toward becoming more resilient.

'Resilience' is the "ability to absorb and adapt in a changing environment" (ISO22300)[3]. The term 'resilience' is often used to encompass a broad range of issues, especially in regard to individuals and communities, resulting in its wide application. Resilience is something all parts of societies strive for. It is a fluid and ever-moving state, and should therefore be considered on a continuum, rather than a final destination that any system can attain, as its very nature requires that systems continually improve and adapt. Additionally, not all people are resilient to all

events – they are not able to withstand, absorb or adapt to that changing environment, shocks and stressors, and they require support and assistance.

The preparedness of individuals builds resilience and reduces risk

Encouraging preparedness at individual and organisational levels reduces the pressures on local responders and authorities, and shares out the responsibilities of risk planning between local government, their partners and individual members of the public. This thinking helps to shift risk planning towards 'capabilities' thinking, and away from the driving paradigm that risks, and therefore vulnerabilities, are based on the likelihood of an event multiplied by its impact. Capabilities are, thus, the moderator of risk and need to be considered when we think about attenuating likelihood and impact.

Community capabilities

The primacy of response to emergencies is community capability

When a crisis occurs, the primacy of impact is often with individuals, but the primacy of response is typically with organisations, groups and associations that often have statutory responsibilities to do so. This distinction is important to understand how capabilities can be realised during a crisis. We often use the term 'community resilience', but rarely consider the foundational blocks of a community. In overlooking this, we overlook the specific capabilities that different segments of the community may have, and the uniqueness of these. The National Risk Register 2020 (p18) explains that the community can to be comprised of the following segments that can take responsibilities[4]:

1. **individuals**, who can take responsibility for "raising awareness of risks, [vulnerabilities] and preparedness actions, e.g. through social media"
2. **households**, that can take responsibility for "property refurbishment such as property flood defence measures"
3. **communities**, that can take responsibility for "identifying vulnerable people and helping them access support"
4. **organisations**, that can take responsibility for "their own business continuity planning"
5. **systems and networks**, that can take responsibility for "building trusting relationships between different local and community organisations"

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1 https://www.alliancembs.manchester.ac.uk/research/recovery-renewal-resilience-from-covid-19/
2 https://www.iso.org/obp/ui/#iso:std:iso:22300:ed-3:v1:en
3 Ibid.
4 https://www.gov.uk/government/publications/national-risk-register-2020

Risk and vulnerability assessments and planning for preparedness should therefore consider the capabilities of all these segments of the community.

Co-produce risk plans with communities to reflect their different preparedness starting points

Not all communities are in the same place nor do they have the same capabilities. Local government is central when leadership and support is required by communities during crises, but there are opportunities to co-produce with communities on the type of support (or solutions) needed and how this is provided. Communities are more familiar with locale-specific information on local risk and vulnerability profiles, and have a wealth of skills and experiences that can inform community response and strengthen preparedness activities.

Co-production of risk plans can help people to understand and appreciate their own local risks, their potential vulnerabilities or isolation, and the societal networks (capabilities) that are locally available to support or mitigate vulnerability to risks and their impacts. In turn, this can highlight gaps in capabilities, and can inform planning assumptions regarding who requires assistance, where and when.

For those who are able, co-production can encourage self-reliance, and help to distribute responsibility for preparedness and risk mitigation between people and organisations. Co-produced responsibilities for preparedness can be led by local governments to involve whole-of-society through, for example:

- Continue to build public engagement with (and co-production around) risk assessment, and planning to build trust and support transparency and compliance
- Incorporate and capitalise on local knowledge and intelligence as a critical and effective way to identify and support the most vulnerable
- Develop the preparedness activities of community partners to support resilience building
- Develop preparedness at the individual level to ensure people are aware of their vulnerabilities and ways to mitigate these
- Provide support structures and training for volunteers as part of Local Resilience Capability

Local Resilience Capabilities

Community preparedness as a Local Resilience Capability

The response to COVID-19 has clearly demonstrated that our communities are an essential **local resilience capability**. In some local governments this was recognised and designed into their plans years ago by including their voluntary and community sector response as an intrinsic partner. During COVID-19, others developed new capability and partnerships on-the-spot to address gaps that could not be filled by existing voluntary and community sector (VCS) organisations or established partnerships. Throughout the pandemic individuals and communities, in their roles as first and prolonged responders, have undertaken invisible acts of good neighbourliness, volunteered in their hundreds of thousands, and provided visible donations (including from large and small business/organisations). This has been coordinated by local government, the VCS, and key members of communities. This preparedness of the community

to respond may have reduced the devastating impacts of the virus because the outpouring of support has created a local resilience.

The Local Resilience Capability created from individuals and communities to provide support over time has been possible as a result of:

- Vulnerability to COVID-19 being felt by all members of the public – creating a deeper understanding of personal vulnerability and how to prepare for, and mitigate, risk and vulnerability
- Members of the public becoming more knowledgeable about risk information due to their prolonged experience with it from information about COVID-19 that has been communicated by officials, including risk assessment and mitigations
- Exposed weaknesses in society and systems – that has required individuals, communities, and local government to respond and help

Formalising these capabilities as part of planning our Local Resilience Capability can help build structures and systems that are more prepared for crises. This may include:

- Continue to support first responders on how to lead community and voluntary responses through establishing ongoing training, as we move from response to recovery and renewal
- Develop formalised, tested procedures and online management systems to support volunteer coordination as we encourage their transition into ongoing volunteering roles to create local resilience
- Build on existing guidance[5] to enhance local governments' and voluntary organisations' ability to work with communities to build capabilities, including on:
  o volunteers, such as the UK Cabinet Office guidance 'Planning the coordination of spontaneous volunteers' the ISO 22319:2017 'Guidelines for planning the involvement of spontaneous volunteers'
  o supporting vulnerable people, such as the UK Cabinet Office guidance 'Identifying people who are vulnerable in a crisis' and the ISO 22395:2018 'Guidelines for supporting vulnerable persons in an emergency'

Increasing public involvement in building preparedness to build local resilience

The need for connecting closely with communities is evident and present as we move from response to COVID-19 to recovery (building preparedness) and renewal (building resilience). Given the involvement of communities in the response, emergency planning should be able to reflect community experiences, needs, and knowledge. Community knowledge can be leveraged to integrate local expertise into risk assessment, mapping and planning to help prepare for, and address, specific local risks and needs. Whilst few communities may thirst to develop a risk plan – risk planning with communities can help them appreciate that they are a part of risk management and increases their legitimacy and familiarity with: the risk, partnerships with organisations and agencies, appropriate preparedness/response activities, and the role of risk planning and its limitations. To aid this, individuals and communities are well-placed to:

- Provide information on local risks up to local government
- Provide local insights into what may or may not work in

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5 https://www.iso.org/search.html?q=Security%20and%20resilience%20%E2%80%94%20Community%20resilience

communicating risk to the community, thereby informing efforts for compliance, transparency and legitimacy

- Stress test/challenge planning assumptions about how their community may respond or react to a crisis
- Provide information on, and account for, vulnerabilities pre- and post-emergency (including inequalities and inequities e.g. race, gender, age, socio-economic background, sexuality)
- Highlight where community capacity exists to support response and recovery, and develop local self-help/resilience/response support networks – that, if accounted for in risk planning, could be supported by local partners

Enhancing the public's awareness of risks

Much research has explored the public's awareness of risks, including the need to:

- Hold meaningful conversations around community risk registers with individuals, households, communities, organisations, and associations about the most likely risks they should prepare for. A good example is the locally-driven East Coast Flood Group[6] in Lincolnshire, which encouraged preparedness and resilience based on a shared understanding that resources would need to be prioritised as they could not stretch further to provide universal support
- Educate individuals about the likely impacts and responses, so that they are galvanised into taking reasonable steps for their own preparedness, and better understand how to access support where needed – either from their own networks or via support providers in the public, private or third sector

Approaches to assess Local Resilience Capabilities

COVID-19 has exposed the fragilities of our systems and planned capabilities. One theory of systems which can help to manage the complexity of risks, and assess the capabilities of the system, suggests considering 5 broad, yet interconnected systems[7]. The 5 systems that should be considered for developing Local Resilience Capabilities are:

a) Strategy, vision and leadership
b) Intelligence
c) Management of processes, systems and planning
d) Coordination and communication of operations
e) Delivery of operations

Developing resilience capability can be facilitated by learning lessons from COVID-19 so that community resilience can be sustained, further developed, and embedded. Thus, Local Resilience Capability can be interrogated to learn lessons on how to enhance the capability through each of these 5 systems.

Role of exercising to test local resilience

Exercising to test local resilience plays a central role in understanding the extent of vulnerabilities in a community, where capabilities can be supported and built, and for testing the capabilities an organisation believes it has to reach into communities. Exercising to test risk preparedness can also shed light on the successes and challenges of preparation activities and education within the community to elucidate where capabilities need to be built, and potential pressure points on response.

The importance of testing risk preparedness was described in interviews we collected with local authorities in the UK. One Former Chief Executive stated that their authority had pandemic plans but they did not exercise them due to a lack of funding and high staff turnover, which resulted in a lack of institutional memory. However, exercising plans should not be restricted to table-top exercises for government and Category 1 and 2 responders. They also need to be exercised with communities to understand their capabilities, test critical timelines, and identify vulnerable groups that may otherwise be overlooked in planning. In turn, this helps to raise the community awareness of risks, generate local ownership and educate them about their own levels of preparedness, vulnerabilities, and exposures to risk. It also helpfully exposes responders to public involvement, and provides insights into real-life scenarios for responders, including the impacts of the public on response which helps to challenge risk planning assumptions.

Resilience

The general messages from this briefing include:

- Recovery reinstates preparedness, while renewal enhances resilience
- Communities as a Local Resilience Capability need to be nurtured to encourage community spirit (and response capabilities) to endure in the way that was realised during COVID-19
- Local government can provide coordination and oversight, as well as practical support, to support Local Resilience Capability (e.g. continue training responders on community leadership)
- Local government can co-produce risk plans to help communities recognise and understand their local risks and vulnerabilities, generate local ownership of risk, and realise ongoing community resilience, thereby reducing pressures on official response organisations
- Planning risk preparedness and exercising can be coordinated with the five segments of community identified at the beginning of this briefing (individuals, households, communities, organisations, and networks). This can provide insights into previously unknown resilience capabilities that have yet to be realised, explored or tested

Specifically, this briefing argues that local government cannot rely on community resilience to sustain itself. This briefing has shared a wider range of activities that government can consider to support communities to maintain preparedness and resilience. For example, local government should consider how Local Resilience Capability can be understood, sustained and enhanced, including by:

- Co-producing local resilience governance, processes, and assurance with communities to support them through productive collaboration, without which frictions could undermine the progress made
- Measuring and testing what Local Resilience Capability is present so that planning can gauge the extent of the capability and the resources needed to respond to a crisis
- Monitoring measures to ensure that local resilience continues to be sustained for the foreseeable future
- Enhancing community awareness of other local risks, beyond COVID-19

6 https://lincolnshire.moderngov.co.uk/documents/s3732/East%20Coast%20Flood%20Group%20Appendix%20A.pdf

7 Applying systems thinking at times of crisis https://systemsthinking.blog.gov.uk/author/dr-gary-preece/

- Planning interventions to reignite and build upon the enthusiasm for community involvement, preparedness and resilience e.g. exercising to test community resilience and conduct meaningful community activity between crises

The Recovery, Renewal, Resilience team is working on these issues with several areas. Future work will share lessons and experiences of building local resilience capabilities.

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 process of recovery and renewal although many also relate to the response phase, and the likely overlap between response, recovery, and renewal.

Table of Contents

Communities	Actions

Impact on:
Community participation

Global; Nigeria; Tanzania; Pakistan:
https://tinyurl.com/2e63x9yv

Oman:
https://tinyurl.com/6nb4wcvh

Consider the lessons learned on the role of communities in local pandemic preparedness and response. There has recently been a new spotlight shone on the impact that communities have had on their local response. A key message from the UK's Integrated Review was the need to build whole-of-society resilience through enhancing capabilities in local resilience (see a recent TMB case study). TMB has often highlighted the renewal of community resilience through building a **Local Resilience Capability** (TMB Issue 30, as well as Briefing A in this current issue). Communities are being seen in a new light in local resilience.

This has been further identified in a paper by the Independent Panel for Pandemic Preparedness and Response, titled 'Centering communities in pandemic preparedness and response'. This paper emphasizes the importance of community involvement in tackling disease outbreaks and advises of the need to:

- Establish **partnerships** to work with communities to design, plan, implement and monitor local and national pandemic preparedness and response, for example:
  - In Sur, Oman, the city government developed an intervention of response in partnership with civil society (e.g. community sports clubs, the Omani Women Association, youth groups and voluntary organisations). These groups supported activities to "arrange, maintain, and supervise" pandemic response activities
- Improve **community engagement** through "clear structures and sustained funding", recognising that continuous effort is needed (not just a one-off effort during crisis). This can help to **develop trust** between communities and official service providers
- Recognise that risk communication is key to community engagement, and one part of local resilience capabilities: **two-way, bi-directional and co-produced communications** are essential to understand needs, communicate responsibilities, and gain feedback (see TMB Issue 37 'Risk communications as part of the Local Resilience Capability')
- Community resilience requires a "**sustainable framework for community empowerment and recovery**", including:
  - "Invest in civic mindedness" to establish a culture of social connectedness and empower communities to take responsibility through co-production to understand risk preparedness, response and recovery
  - Establish partnerships between governments and community-based groups/voluntary organisations/businesses to integrate communities into the planning and leadership of interventions that enhance their local resilience
  - "Invest in social and economic wellbeing, and in physical and psychological health" to ensure access to health services

Economic	Actions

Impact on:
Labour and workforce

Philippines:
https://tinyurl.com/ynnm6cnv

Consider the early policy lessons for employment. Before the pandemic, the Philippines saw a prolonged period of economic growth and job expansion, with employment increasing, and large numbers of people moving from precarious jobs to more secure employment. COVID-19 reversed these gains, as it did in many other countries that experienced positive labour market growth and expansion. The Asian Development Blog offers five global best practices to address lower employment rates which are predicted to persist even after economies begins to grow again (known as "hysteresis in employment after an acute shock"). Consider the early global policy lessons that have supported people to make labour market transitions:

- Evidence shows that wage subsidies have been the most successful mechanism for protecting employment
- Hiring subsidies should replace wage subsidies, to support the **reallocation of displaced workers** into secure employment
- Skills funding schemes (e.g. Kickstart UK) are helping to **upskill the workforce** (e.g. Skillnet Ireland provides local or sectoral networks of at least 30 employers with annual matching grants to fund their short-term training of workers)
- Establish **apprenticeship councils to guide and peer review** changes to "industry-led apprenticeship programs". The changes suggested include:
  o Introducing "progressive salary scales"
  o Extend apprenticeship programmes from "6 months to 2-4 years"
  o Expand apprenticeship programmes into new industries and "service occupations such as legal, finance and communications"
- Provide unemployment insurance to give **income stability** and help people **transition to new employment**. For example:
  o Malaysia has a "national pooled insurance fund" which employers and employees make monthly contributions. The government funds "financing gap" which workers qualify for if they are made involuntarily unemployed
  o In Chile, employers and employees contribute monthly to "an account in the name of the employee". This is supplemented by the Solidarity Unemployment Fund, which supports employees if they diminish their personal savings accounts. The Chilean scheme doesn't "create contingent fiscal liabilities".

Economic	Actions

Impact on:
Labour and workforce

Philippines:
https://tinyurl.com/ynnm6cnv

Economic	Actions
Impact on: *Labour and workforce* Asia; Europe, USA; Latin America; Global: https://tinyurl.com/j5396c2h	**Consider the future of work and how to transform to hybrid working.** Working from home became the new normal for various sectors during the pandemic. However, this "pandemic-style" of working from home may not translate smoothly to post-pandemic working. A recent McKinsey survey of 100 executives across various industries and locations found that 90% of organisations intend to adopt **a hybrid model of working (a combination of remote and on-site working). However, many organisations have only just begun** to consider how this new approach will be integrated into organisational practice, resulting in **employees feeling** uncertain and anxious. Consider: • Be transparent and open from the start with employees. If still in the planning stage, **communicate the uncertainty** of plans for remodelling current working practices • Be clear on the **current expectations of employees** considering that their personal circumstances may have changed during the pandemic, and they may not be able to make a swift return to the office (e.g. consider a phased-in approach) • Support and encourage "small moments of engagement", which can include coaching, mentoring and co-working • **Reimagine the leadership process** in your organisation. Train managers on "remote leadership" and re-evaluate current performance metrics so these represent how employees might succeed when working from home • Develop **new codes of practice** (e.g. for online meetings) so that employees don't always feel they must be available and don't have to go from one meeting to the next, relentlessly • Establish **new ways of monitoring and evaluating** employee attendance and productivity, so that employees don't feel they need to be constantly logged into their computers to prove they are working. Focus on the work output, and assess if employees have the tools and skills to succeed, before assessing how many hours they spent logged in • Pilot a hybrid approach that suits your organisational context and is **tailored to the needs of specific teams and roles** (e.g. evaluate what roles require on-site working) • Develop new ways of **monitoring employee wellbeing**

Infrastructure	Actions
Impact on: *Supply chains and logistics* Global; Burkina Faso; Rwanda; Ghana: https://tinyurl.com/3x7pxjvs	**Consider how COVID-19 could re-shape food supply chains and markets.** The pressures placed on the global food system during COVID-19 activated various policy responses across the world to manage supply and demand. Sub-Saharan African countries rely heavily on food imports. This means that international agricultural policy responses to the pandemic in markets on which Africa relies, directly affect the region's food markets. Potential impacts include "commodity price volatility the availability of supplies and farmers' planting decisions". Consider how to address the impacts of COVID and **build food system resilience** for the future with regard to countries that rely on food imports: • Design more "holistic policy interventions" which tackle bottlenecks in the vast span of "value chain actors" e.g. suppliers and transporters, traders and retailers, to advance resilience of the entire supply chain • Invest in market infrastructure, e.g. cold storage systems, to strengthen supply chains of perishable goods • Establish and increase social protections for particularly vulnerable groups e.g. "urban poor, informal workers and resource-poor smallholder farmers" • Advance regional and local trade agreements that enable **greater food market integration** – with the aim of developing resilient domestic and regional food systems, lowering the reliance on importing, and increasing local domestic economic growth

Environment	Actions
Impact on: *Environmental health* Italy: https://tinyurl.com/637jtame	**Consider approaches to strengthen inclusive resilience to disasters at local levels.** The Sendai Framework Voluntary Commitment (VC) initiative calls for enhancing governance, including local governance, for disaster response, rehabilitation and reconstruction. A recent commitment on the Sendai VC 'Strengthening inclusive Resilience to Disasters, boosting sustainable Development', by the Province of Potenza (PPZ), Italy, is focused on **re-assessing, monitoring and reviewing the level of resilience** of its 100 Municipalities Network. Consider the following objectives and actions in the PPZ commitment: ▪ Encourage communication between local governments by maximizing on the 'Making Cities Resilient (MCR) Campaign' ▪ "Share on the development and implementation of comprehensive urban disaster risk reduction plans" ▪ Showcase the **value that the Human Security approach adds** when implementing the Sendai Framework for disaster risk reduction at local levels ▪ Highlight local activities that are working to identify and implement innovative measures for disaster risk reduction and are striving to achieve SDGs ▪ Identify and introduce creative approaches to cooperation on different topics at local levels ▪ Implement the project using the new Resilience Scorecard through a "**city-to-city peer review**, based on a multi-stakeholder and holistic approach to disaster risk reduction" ▪ Collect data for a review and evaluation process of the Sendai Framework at the local level through strategic alignment to local indicators ▪ Share learning based on cities' disaster risk assessments, and design a Resilience strategy ▪ This project is said to have achieved an "**inclusive approach** to strong community involvement" and developed "a governance-accountability system as a powerful mean for creating the conditions that contribute to change towards resilience". You can contact the team working on this project to find out more here
Health	**Actions**
Impact on: *Health and wellbeing* New Zealand: https://tinyurl.com/ds7yx7wj	**Consider how communities can inform their own local recovery.** The city of Napier, New Zealand conducted a wellbeing survey to understand how the community was feeling about the pandemic, its impacts, their concerns and expectations for the future. This survey was then used to inform planning for recovery, renewal and other Council programmes. The Napier Recovery Plan identifies five key initiatives which can address issues for recovery and opportunities for renewal: ▪ "Support and Celebrate Napier", by launching a **"We are Team Napier" campaign** which focuses on promoting innovation and achievement in the local economy and within communities, e.g. "Environmental restoration of green spaces" comprising of a community-led partnership with the Council, land agencies and other relevant stakeholders ▪ Investment in **local infrastructure and community facilities**, e.g. "3 Waters projects supporting the renewal of Napier's water supply and strategic water services", to ensure everyone in the community has access to safe drinking water ▪ Establish a coordinated approach to **housing and accommodation** to ensure everyone has access to safe housing, e.g. "Continue partnerships established during Alert Level 4 to provide emergency accommodation" and establish "public-private partnerships to repurpose city centre visitor accommodation for transition and/or permanent residential accommodation" ▪ Introduce a targeted 'Jump Start Innovation Fund' to promote innovation in business and not-for-profit sector. Other initiatives include: Appointing business support liaisons to assist and advise on Napier Council regulations and initiating a "redeployment scheme" for SMEs ▪ A focus on advancing sustainability within the tourism sector, e.g. establishing a partnership with the Art Deco heritage trust to drive domestic tourism

Governance	Actions

Impact on:
Strategic communications

UK:
https://tinyurl.com/5bx3cfee

Consider approaches to co-production which ensure the process is equal, fair and successful.
We discussed co-production in TMB Issue 33 and detailed three barriers to co-production during COVID: Pace, Distance and Complexity. The Centre for Loneliness Studies recently developed a toolkit for co-production organised around a cycle of: "Co-commissioning; Co-design; Co-delivery and Co-evaluation/co-governance". This toolkit supports those who want to begin a journey of co-production. It is based on research on co-production with older people who experienced isolation and loneliness. The principles are transferable and useful to anyone thinking about how to do co-production. Consider:

- That **co-production can apply to a broad range of contexts** (e.g. co-producing service delivery for a city/region/on a national level or co-producing care delivery for an individual). Depending on the context, those involved should agree on what co-production means based on their context. This can be done by:
  - Define what co-production means e.g. to your organisation/to the group of people delivering a service/to those using a service
  - Agree a statement about what co-production means, to manage expectations and provide clarity on the direction of co-production activities
- Understand individual and group **co-production values**. This can help to direct work and activities and influence decision-making
- Empower each person involved by **working "with people** rather than for them"
- Promote equality, e.g. use the term 'stakeholders' to describe all of those involved in co-production to position all participants on an equal footing
- Seek to understand and make use of the skills, knowledge and experience of all stakeholders
- Ensure a **diverse group of stakeholders** are involved in co-production by considering:
  - Which stakeholders should be involved? (including those who represent current and potential future users of services)
  - What skills, experience, knowledge and resources are required to support co-production? (e.g. conduct an asset mapping exercise to understand needs)
  - How best to ensure a wide variety of stakeholders are included?
  - What resources might stakeholders require to keep them engaged?
- How to **fairly share power and influence** for co-production, e.g. hold regular deliberation meetings so that all stakeholders are heard, use voting systems, and feedback questionnaires
- Following each phase of the cycle:
  - Reflect on the experiences of each stakeholder and achievements of the group
  - Explore what worked well, the challenges that presented and how learning can be applied in future cycles of co-production
  - Identify any skills, knowledge, experience or strengths the group and co-production process could gain from and how to bring those into the process in the future

Briefing C:
Early lessons from the UK government's response to the COVID-19 pandemic

Governments and organisations across the world are beginning to evaluate and report on initial learning from their response to COVID-19. Prior to the pandemic, various countries were assessed on their preparedness to respond to a pandemic through the Global Health Security Index[1] (GHSI)[2]. Early evidence following the first wave of COVID, showed that those countries that were ranked by the index as being most prepared (e.g. USA, UK) and those ranked as lower prepared (e.g. Vietnam, New Zealand) was inconsistent with "actual performance"[3] i.e. their true readiness and actual ability to respond to a pandemic emergency did not reflect their GHSI assessment. This points to the need to learn lessons internationally and share information across nation states to establish an accurate benchmark to assess pandemic preparedness[4].

This case study extracts some key points from the UK's National Audit Office[5] report 'Initial learning from the government's response to the COVID-19 pandemic'[6]. The report summarises learning points across six themes:

1. Risk management

- Establish mechanisms (e.g. Impact and Needs Assessments) to identify the extensive potential impacts of different major emergencies. Design step-by-step actions on how to respond to those impacts e.g. through employment support schemes and financial support to local government

- Decide what levels of "risk appetite and tolerance" are acceptable (see TMB Issue 32 risk acceptance principles). Risk appetite is important when choosing which "trade-offs" to make in emergency management (e.g. between different preparedness or response options)

2. Transparency and public trust

- Communicate government objectives clearly and in good time during emergencies

- Produce evidence to support decisions and make this publicly available

3. Data and evidence

- Improve the "accuracy and completeness" of data (e.g. contact information of those most vulnerable to the health risks of pandemic emergencies and who may be advised to shield). Additionally, share data in good time across partners to enable their information-led decision making

- Systematically collect information from "end-users and front-line staff" to evaluate the effectiveness of the response interventions (e.g. equipment availability) and improve where necessary

4. Coordination and delivery model

- Allocate responsibilities for "decision-making, implementation and governance", in particular where service delivery systems and supply chains are "complex and involve multiple actors" (e.g. vaccine programme governance and delivery)

- Integrate health and social care. Position social care on an equal standing with other healthcare services

5. Supporting and protecting people

- Develop a comprehensive understanding of the extent to which the pandemic has exacerbated and/or created new inequalities, and take action to address this e.g. analyse national/local surveys, impact and needs assessments, lessons learned

- Provide targeted support to front-line and other key workers to deal with the "physical, mental and emotional demands of responding to the pandemic"

6. Financial and workforce pressures

- Put local government and healthcare providers on a "sustainable footing" to improve their capacity for dealing with future crises

- Assess existing systems to ensure they can respond "effectively and flexibly to emergencies, including provision for spare or additional capacity and redeploying staff where necessary"

- Evaluate the impacts (positive and negative) of COVID-19 spending and financial support

- Establish which measures are likely to be employed for the long-term, and what these mean for "long-term financial sustainability"

This audit offers a glance at initial lessons for the UK. Other reports that offer early reviews of international responses are:

- European Court of Auditors: The EU's initial contribution to the public health response to COVID-19

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1 GHS Index 2019, Global Health Security Index. Report & Model https://www.ghsindex.org/report-model/

2 Fisher D., et al., 2020. Assessing national performance in response to COVID-19. The Lancet. doi: https://doi.org/10.1016/S0140-6736(20)31601-9

3 https://www.who.int/emergencies/diseases/novel-coronavirus-2019/situation-reports

4 Ibid 2.

5 https://www.nao.org.uk/

6 https://www.nao.org.uk/report/initial-learning-from-the-governments-response-to-the-covid-19-pandemic/

- The Office of the Auditor-General New Zealand have shared various reports:
  - Ministry of Health: [Management of personal protective equipment in response to COVID-19](#)
  - [Management of the wage subsidy scheme](#)
  - [Preparations for the nationwide roll-out of the COVID-19 vaccine](#)
  - [Government's COVID-19 expenditure](#)