

# SVENSK STANDARD

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**Säkerhet och resiliens – Samhällets resiliens – Vägledning  
för att stödja sårbara personer i en nödsituation  
(ISO 22395:2018, IDT)**

**Security and resilience – Community resilience – Guidelines  
for supporting vulnerable persons in an emergency  
(ISO 22395:2018, IDT)**

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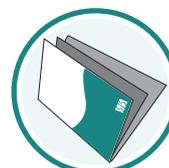
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The International Standard ISO 22395:2018 has the status of a Swedish Standard. This document contains the official English version of ISO 22395:2018.

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## Foreword

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

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

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

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

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

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

## Introduction

This document gives guidelines for identifying individuals who are the most vulnerable to an emergency and how to include them in the preparation, response and recovery from events, incidents and emergencies. Emergencies have different effects on people; for example, some individuals will become less able to anticipate, cope with, resist or recover from the impacts of an emergency. An individual is not defined as vulnerable by the nature of their vulnerability, but by their personal circumstances at the time of the emergency. A person's vulnerability to an emergency is influenced by many factors and can vary in different environmental, political, cultural and social contexts. It is widely acknowledged that persons who are vulnerable to an emergency require specific kinds of assistance. However, there is less understanding and guidance on how to recognize the individuals who are vulnerable in different emergency situations, and how to support them. This can be because vulnerability changes over time, so persons move in and out of being vulnerable, even to the same event, incident or emergency. Relevant factors include age, economic security, language and health, but also the effects of broader processes such as climate change, international security and national political trends.

In large numbers and in different contexts, vulnerable persons are not always recognized or there are too many and they could overwhelm emergency response teams. Furthermore, other types of support structures exist for vulnerable persons, but these might be fractured in an emergency. It is important to understand and implement best practices for recognizing and including vulnerable persons in all phases of emergency preparedness, response and recovery. In particular, this requires an understanding of what creates vulnerability in order to ensure persons are not overlooked or more negatively impacted through the management of emergencies.

This document emphasizes capacity building and community resilience. It recognizes that vulnerable persons and their representatives are key stakeholders and planning partners. It considers the preparatory measures for involving vulnerable persons in decisions made about providing assistance before, during and after an emergency, the planning required to engage vulnerable persons and their representatives, and the ways in which including vulnerable persons will help to increase understanding about those vulnerabilities and contribute towards their personal well-being during an emergency.

# Security and resilience — Community resilience — Guidelines for supporting vulnerable persons in an emergency

## 1 Scope

This document gives guidelines for organizations to identify, involve, communicate with and support individuals who are the most vulnerable to natural and human-induced (both intentional and unintentional) emergencies. It also includes guidelines for continually improving the provision of support to vulnerable persons in an emergency.

It is intended for use by organizations with the responsibility for, or involvement in, part or all of the planning for working with vulnerable persons in an emergency.

It is applicable to all types and sizes of organizations involved in emergency preparation, response and recovery activities, such as local, regional and national governments; statutory bodies; international and non-governmental organizations; businesses; and public and community groups.

The focus of this document is on vulnerable individuals and their needs in relation to an emergency.

## 2 Normative references

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

ISO 22300, *Security and resilience — Vocabulary*

## 3 Terms and definitions

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

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

- ISO Online browsing platform: available at <https://www.iso.org/obp>
- IEC Electropedia: available at <http://www.electropedia.org/>

### 3.1 carer

individual who provides support to a *vulnerable person* (3.2)

Note 1 to entry: Carers can be paid or unpaid providers of care.

### 3.2 vulnerable person

individual who might be less able to anticipate, cope with, resist or recover from the impacts of an emergency

Note 1 to entry: In this document, a vulnerable person is not defined by the nature of the vulnerability but by their personal circumstances at the time of the emergency.

## 4 Identifying vulnerable persons in an emergency

### 4.1 General

The general aspects to be addressed when considering vulnerable persons in an emergency are

- identifying types of vulnerabilities (4.2),
- identifying vulnerable persons (4.3),
- identifying how vulnerable persons could assist others (4.4), and
- establishing information sharing arrangements (4.5).

An organization may implement all clauses of this document or only some clauses. Partial implementation of this document could still improve the organization's performance.

### 4.2 Identifying types of vulnerabilities

The organization should

- identify the contributing factors that make some individuals vulnerable to an emergency (e.g. physical, mental, emotional, cognitive, cultural, ethnicity, religion, language, citizenship, location, socioeconomic status, age, gender),
- determine the different kinds of vulnerabilities that exist and are relevant in an emergency,
- identify how these causes impact on the interaction between vulnerable persons and the emergency (e.g. the consequences of slower reaction times),
- determine the types of support that vulnerable persons might benefit from before, during and after an emergency,
- identify the reasons why some vulnerable persons prepare for an emergency and why others don't prepare,
- find out the questions that vulnerable persons have that could aid their preparation, response and recovery from an emergency,
- establish the challenges and opportunities that vulnerable persons face to aid their preparation for, response to, and recovery from an emergency,
- identify how vulnerable persons might react to an emergency (e.g. whether they will follow instructions from officials), and
- assess the impacts of different methods of communication on vulnerable persons.

The process of identifying vulnerable persons should

- analyse information about individuals using population-level information to gain a broader understanding of vulnerable persons,
- include difficult-to-reach groups that involve vulnerable persons, such as those whose interests are not well represented in decision-making structures,
- engage communities, local authorities and other organizations in the planning for an emergency,
- recognize that the vulnerability of individuals can change over time and that vulnerable persons might overestimate their own capabilities and so might not have an accurate estimate of their ability to respond,

- include that carers might support vulnerable persons and need assistance to do this during an emergency,
- learn from past emergencies and where vulnerable persons were located, and
- recognize the differences between vulnerable persons who live in remote, rural, urban and transient populations.

### 4.3 Identifying vulnerable persons

The organization should

- analyse how the impacts of an emergency might cause individuals to be vulnerable,
- develop and implement a process to identify the number of vulnerable persons and places where they might be (e.g. schools, hospitals, care homes); this process should acknowledge the changing nature of vulnerabilities and emergencies and be regularly updated, especially when major changes occur in the demographic,
- identify and prioritize vulnerable persons using databases from service providers,
- provide a system that allows vulnerable persons and their carers to voluntarily register before an emergency,
- identify contact points with vulnerable persons before an emergency as part of a communication strategy (see [Clause 5](#)),
- assess the number of individuals who might be vulnerable to different emergencies,
- assess the number of vulnerable persons who might benefit from particular types of support,
- assess the number of vulnerable persons who have prepared for an emergency and the types of preparations they have made, and
- recognize that not all vulnerable persons will require assistance.

### 4.4 Identifying how vulnerable persons can assist others

The organization should

- determine how vulnerable persons can assist other people who are affected by the emergency,
- identify opportunities for vulnerable persons who want to provide assistance to others, and

NOTE For further guidance on planning the involvement of spontaneous volunteers in incident response and recovery, see ISO 22319.

- support vulnerable persons as they provide assistance to ensure their own stresses are recognized.

### 4.5 Establishing information sharing arrangements

The organization should

- identify the stakeholder relationships (e.g. with the local emergency management organizations) needed to effectively share information for the support of vulnerable persons in an emergency,
- identify how, when and what information can be shared about vulnerable persons with stakeholders within an applicable privacy protection framework, and
- share the information with stakeholders who need to consider vulnerable persons when they conduct their work (e.g. local partners in emergency management).

## 5 Communicating with vulnerable persons in an emergency

### 5.1 General

When communicating with vulnerable persons, the organization should consider their abilities and needs as well as the potential impact of the emergency on them. The organization should provide information to vulnerable persons and those who work with them.

The general aspects to be addressed when preparing for, and responding to, an emergency are

- communicating information to vulnerable persons before, during and after an emergency (5.2),
- understanding the limitations of different media in communicating with vulnerable persons (5.3),
- providing awareness, skills and knowledge on how to work with vulnerable persons (5.4),
- making vulnerable persons aware of preparations made by the organization (5.5),
- providing information on how vulnerable persons can prepare themselves (5.6), and
- providing information during an emergency on how vulnerable persons can respond (5.7).

### 5.2 Communicating information for vulnerable persons before, during and after an emergency

The organization should be familiar with the general principles of public warning and coloured coded alerts.

NOTE For further information on public warning, see ISO 22322. For further information on coloured coded alerts, see ISO 22324.

In addition, when communicating information for vulnerable persons, the organization should

- identify general information to be provided to all vulnerable persons, for example,
  - contact details to request assistance from the organization during an emergency or for an independent authority that can deal with serious complaints about service delivery,
  - preparations that could increase their resilience (e.g. participate in developing a community action plan, plan escape routes), and
  - provisions for service animals (e.g. guide dogs) and non-service animals (e.g. pets) regarding evacuation transport and emergency shelters,
- identify specific information to be made available depending on the risks (e.g. predictions for flood severity, fire spread rates),
- disseminate information through trusted communications (e.g. TV, internet, radio, loudspeaker, social media, messengers),
- identify alternative communication methods for specific needs (e.g. sign language, visual aids),
- provide messages in different languages before, during and after an emergency,
- have substitute systems for communication during an emergency in case primary communication channels are not available,
- provide ways for vulnerable persons to notify others of their need for assistance during an emergency (e.g. a dedicated phone number, using available technologies such as personal care alarms), and
- decide what is the aim of the information (e.g. to raise awareness, to create a lasting behaviour change, such as on the benefit of preparing and how to prepare) and seek feedback from all

stakeholders on the appropriateness of information that has been issued to achieve the aim; use the feedback to improve the information.

### **5.3 Understanding the limitations of different media in communicating with vulnerable persons**

The organization should

- identify the effectiveness of different channels to communicate with different types of vulnerable persons and places where groups of vulnerable persons might be,
- consider how information is communicated to vulnerable persons in the most appropriate and effective ways that respect the causes of their vulnerability (e.g. written form, face-to-face, visual video recordings, accessibility, representation),
- develop means of communication to be used before and during different types of emergency (e.g. leaflets, fridge magnets, sirens, website, social media, radio, TV, signage), and
- consider the limitation of an automated telephone warning message for vulnerable persons, for example,
  - consider how long it might take a person with reduced mobility to pick up the telephone, in order to ensure sufficient time is given before the dialling is cut off,
  - decide whether the vulnerable person would be called back if they did not answer the first call, and
  - enable the vulnerable person to replay the telephone message as they listen to it, in case they do not understand it the first time.

### **5.4 Providing awareness, skills and knowledge on how to work with vulnerable persons**

In preparing for an emergency, the organization should

- promote awareness within communities about the potential to support vulnerable persons,
- identify what skills and knowledge are needed to work with individuals with different causes of vulnerability,
- ensure the staff and members of the public who will work with vulnerable persons have the skills and knowledge to safely provide support,
- understand the sensitivities involved in accessing and working with vulnerable persons, and
- identify the additional needs of those who work with vulnerable persons (e.g. the provision of psycho-social support).

### **5.5 Making vulnerable persons aware of preparations made by the organization**

In preparing for an emergency, the organization should

- make vulnerable persons aware of the preparations made by the organization in their area and the essential services that will be available to them before, during and after an emergency,
- communicate the arrangements in place for vulnerable persons to identify themselves to the organization, and
- ensure there are opportunities for vulnerable persons and groups that represent them to provide input to the preparations made by the organization.