Supporting People After Terrorism:
A Compendium of Learning, Practices and Resources

Compiled by Dr Anne Eyre

Chair, Humanitarian Assistance and Psychosocial Support Expert Group

Counter Terrorism Preparedness Network (CTPN), 2023

About the Humanitarian Assistance and Psychosocial Support (HAPSS) Expert Group

The CTPN Humanitarian Assistance and Psychosocial Support Expert Group consists of researchers, practitioners and subject matter experts spanning Europe, North America and Australasia. Membership reflects diverse disciplines and experiences relevant to counter-terrorism humanitarian assistance preparedness, post-trauma response, psycho-social support and wider resilience agendas.

The focus of the Expert Group is on informing, advising and supporting the CTPN membership on issues and developments related to Humanitarian Assistance (HA) and Psychosocial Support (PSS). This is with a view to enhancing awareness and understanding of the psychosocial impacts of terrorism and promoting the proactive integration of best practice in city HA and PSS arrangements across all phases of emergency management.

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Compiled by
Dr Anne Eyre, Centre for Collective Trauma, UK

Lead contributors
The following members of the HAPSS Expert Group have contributed to these Compendium sections:

- Kjell Brataas, Ministry of Transport, Norway - Sections 3, 10
- Anne Eyre, Centre for Collective Trauma, UK - Sections 1, 2, 6, 7, 10
- Sílvia Fontanet, Centre for Urgency and Social Emergencies of Barcelona - Sections 5, 9
- Merche Cuesta Roca, Centre for Urgency and Social Emergencies of Barcelona - Sections 5, 9
- Ingeborg Porcar Becker, UTCCB, Centre for Trauma, Crisis and Conflicts, Barcelona - Sections 4, 5
- Natalia Proctor, London Borough of Croydon - Section 8
- Jennifer Stansberry Miller, Crisis Services, Mental Health America of Indiana, USA - Sections 7, 10
- An Verelst, Belgian Public Service of Health, Food Chain Safety and Environment - Section 4
- Jelena Watkins, Centre for Collective Trauma - Sections 4, 6, 7
- Shona Whitton, IFRC Psychosocial Centre, Copenhagen - Section 10
- Jolie Wills - Australasian Women in Emergencies Network & Hummingly - Section 9

Contents

Introduction

This Compendium offers information, guidance, practical tips and further resources for supporting people after acts of terror. Its content has been developed from the combined learning and expertise of members of the CTPN Humanitarian Assistance and Psychological Support (HAPSS) Expert Group. The Compendium itself is the outcome of meetings held as a professional working group to exchange information, ideas and recommendations emerging from our experiences over many years of working with those affected by terrorism and other disasters.

The aim of the Compendium is to be a source of help and support to professionals working in the field of counter terrorism. Under this broad term, we include those working in contingency planning, emergency response and the longer term aftermath of terror attacks. At the same time, we are mindful, and indeed hopeful, that it may be a useful resource for also understanding and addressing the needs of people affected by other collective experiences of trauma and tragedy.

We identified ten topics for the Compendium. It begins with introductory explanations of key terms and concepts such as 'Humanitarian Assistance' and 'Psychosocial Support'. It then outlines informational needs and ways of humanising communications after terror attacks, offering key tips for strategic leaders and highlighting exemplars of compassionate leadership in the aftermath of crisis.

Acts of terror affect people across and beyond jurisdictions, so we include a section summarising cross-border impacts, needs and the rights of cross-border victims as well as ways of addressing these. We also include case study examples and dedicate a section to sharing recommendations from terror attacks in Spain by those who have worked in the aftermath of incidents in Madrid, Barcelona and Cambrils.

A key principle in HAPSS is efficacy – enabling and empowering those affected by terrorism, including through opportunities for enhancing self-help and mutual help within and beyond programmes of formal psychosocial support. We include examples of post-terrorism peer support programmes facilitating this, tips for working with family associations and survivor support groups and recommendations for including these in counter terrorism planning, preparedness and response agendas. This is one example of an inclusive or 'whole of society' approach. We also include a section explaining the meaning and implications of delivering equality and diversity within wider organisational planning and responses.

An important focus for organisations universally must be the resilience, welfare and support of their own personnel before, during and after deployment. A section on supporting the supporters includes examples, tips and links to further resources. In the final section on memorialization, we explain how memorials and related commemorative activities are symbolic expressions of personal grief and collective loss. It is helpful for all those working in counter terrorism to understand their wider meaning and purpose. Facilitating the establishment and maintenance of permanent memorials recognises those directly affected and can be a physical embodiment of the commitment to never forget. Memorialisation activities can also help the community and society at large make wider sense and meaning of terrorism and our collective responses, not just by helping us look back but also by linking commemorative moments and events with future-focussed education and prevention activities.

Dr Anne Eyre
Chair, HAPSS Expert Group

1. What is 'HAPSS'? Terminology and Guidance

(Anne Eyre)

Key Terms in HAPSS

Humanitarian Assistance: Activities aimed at meeting the needs of people affected by emergencies, including terrorism. In particular, this includes elements of planning, training and exercising aimed at addressing people's practical and emotional needs; response activities focussing on people's needs during and immediately after emergencies; and the coordination and provision of psychological and social aftercare for those affected in the weeks, months and years that follow.
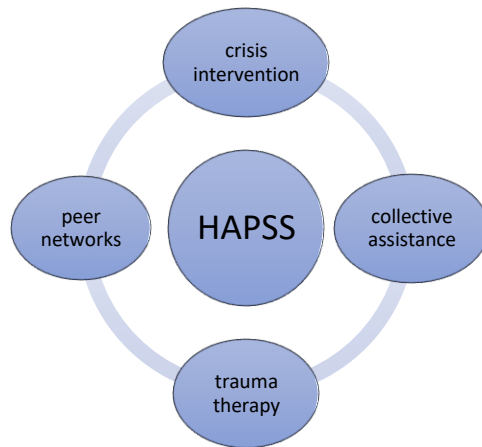
Psychosocial Support includes strategies aimed at addressing the material, cultural, social, emotional and environmental conditions engendered by terrorism and other collective trauma events. This includes evidence-informed interventions that promote safety, calm, connectedness, efficacy and hope.[1]

HAPSS is sometimes referred to and includes a range of Mental Health and Psychosocial Support (MHPSS)[2] interventions. In emergencies, people are affected in different ways and require different kinds of support. The UN Guidelines on supporting people after emergencies endorses a pyramid approach. They recommend organising mental health and psychosocial support around a layered system of concurrent and complementary supports that address the needs of different groups.

Figure 1: A layered approach to MHPSS based on UN Guidelines (IASC, 2007)

Specialised services

Focused, non-specialised supports

Community and family supports

Basic services and security
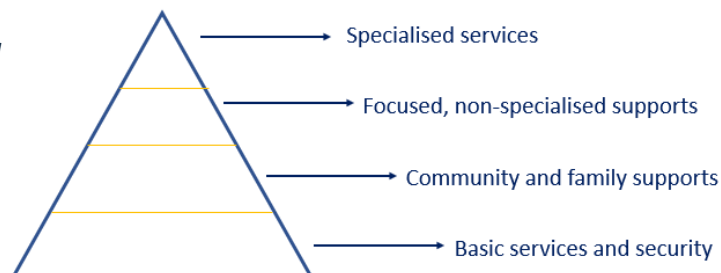
Key Principles in HAPSS

A number of international standards[3], charters and best practice reports promote a rights-based approach[4] to humanitarian assistance and provide useful guidance for planning and preparedness.[5]

International guidelines highlight that HAPSS:

- Is not just about **crisis intervention & psychological first aid** but is also about **longer term support services**.
- Is not just about individual **mental health, trauma therapy and PTSD** but is also about **collective assistance and social support,** e.g. with families and communities.
- Is not just about experts **delivering services** – at or to the vulnerable – but is also about working with harnessing **social capital**, enabling **self-help** and bolstering **peer support**.

Figure 2: Communities and people affected by crisis (CHS, 2023)

Are You Ready?

In practice, HAPSS activities embrace all phases of emergency planning and disaster management. They include strategies and programmes for delivering Psychological First Aid, mental health screening, referral and treatment, collective assistance, community consultation and engagement (e.g. in memorialisation and review processes) and peer support.

HAPSS activities should also embrace post-incident debriefing, reviews and consolidation of learning. This all requires multiagency collaboration and coordination, informed by best practice principles and guidance.

Checklist: How Prepared are You and Your City to Deliver HAPSS in Response to a Major Emergency?

- What structures do you have in place to fund and resource HAPSS activities?
- Are you ready to immediately deploy a HAPSS response following a terrorist incident?
- Have you already identified vulnerable populations, and could you do so after an incident?
- Who will deliver your HAPSS communications, including proactive outreach and engagement?
- What arrangements have you made for harnessing community-based responses and enabling connectedness and peer support following terrorist attacks?

2. Humanising Post-Terrorism Communications and Addressing People's Information Needs

(Anne Eyre)

People's information needs during and after terrorist incidents are best addressed[6] when communication:

- Is clear, targeted and relevant.
- Methods are varied, appropriate and inclusive.
- Is timely, tailored and accurate.
- Remains consistent and coordinated over time.
- Forums set up for bereaved/survivors online are private, secure, managed and moderated.
- Is monitored, reviewed and evaluated, including getting users' feedback.

Figure 3: Providing information to victims of terrorism (VOT) (INVICTM, 2019)

Figure 4: Key principles (Hobfoll et al., 2007)

Post-terrorism messaging promotes humanitarian principles when it:

- Promotes psychological first aid and the five key principles of psychosocial care (see Figure 4).
- Addresses stakeholders' rights and expectations around being warned and informed.
- Resists being a platform for perpetrators (e.g. not using their names) and promotes social cohesion.
- Signposts people to quality-assured assistance, support and advice.
- Is kind, caring and compassionate, including when delivered by civic leaders.
- Acknowledges human impacts and validates people's needs and experiences.

Good practice in public communications post-terrorism includes:

- Prioritising public information over public relations.
- Advising the public about not sharing graphic images online.
- Addressing all those impacted and differently affected.
- Resisting stereotyping people's reactions and responses (e.g. suggesting 'everyone will have PTSD' or everyone 'is not afraid').
- Highlighting ethical expectations around respecting the dignity and privacy of those affected.
- Using positive or value-neutral language wherever possible, e.g. use 'survivor' or 'affected person' rather than 'victim'.

Checklist: How Prepared are You?

Do you have the following in place:

- Death notification protocols and family liaison arrangements ready to deploy?
- Arrangements to swiftly deliver coordinated information and updates to the public?
- An emphasis on proactive outreach and engagement in your comms strategies, informed by ongoing humanitarian impact assessment?
- The capacity to deliver an online information, consultation and support portal for those affected by a terrorist incident (see the FBI Chicago[7] example following the Highland Park shooting)?
- Advisors who can ensure your communications strategies meet the humanitarian best practice principles outlined above?

Dos and Don'ts of Post-Terrorism Communication and Implications for Psychosocial Support

1. **Foster good relationships** between city leaders, emergency managers and political leaders as part of good communications and psychosocial support preparedness. This makes it easier to influence ethical leadership and appropriate psychosocial messaging in the aftermath of terrorist attacks.

2. Appreciate the importance of **social media, both pros and cons.** Monitor and counter fake news and online conspiracy theories and support those targeted for online abuse or accused of being 'crisis actors'.

3. Exemplify and promote responsible reporting around identifying, describing and giving a platform to perpetrators. Political leaders vowing **never to say perpetrators' names** is powerful.

The 'No Notoriety' campaign[8] includes a media protocol on their website available for sharing. It challenges the media to cover mass shootings responsibly and to stop publishing videos, artwork, pictures and manifestos by the killer.

4. When **stating numbers of who died** in a terror attack, do not include perpetrators in the same total. It is better to state the number who were killed 'plus x perpetrators'. Help raise awareness of the sensitivity and importance of this in media, training, meeting and other reporting environments.

5. Are arrangements in place to ensure **bereaved families are informed in advance** and first about sensitive information to be put into the public domain by the authorities. Good practice includes achieving this through direct family liaison and/or closed, online portals. Longer term supportive approaches include extending advance notice of updates, news/media outputs and upcoming legal developments to survivors and other affected parties ahead of public announcements.

6. Promote messages of **reassurance, calm and safety** (see West Midlands Police example[9]). Encourage dialogue that achieves this, and actively counteract messaging promoting fear, hate, or notions of being a community or nation under threat.

7. 'Newsworthiness' and social media popularity feed on human interest stories and sensationalism. Publicly encourage and **praise responsible information-sharing and reward ethical reporting with access** to appropriate, well supported human interest storytellers.

8. Encourage and employ the **principle of 'informed choice'** when advising and supporting those directly affected by terrorism about speaking with the media. While some family members may wish to speak to the media and have the names of their loved ones known, others may prefer not to. Offering the advice and expertise of organisational communication officers can be invaluable.

9. Consider ways of **publicly recognising examples of ethical public service communications** following terrorist attacks and sharing their experiences as examples of good practice. An example of this is the Parliament of Catalonia and Barcelona City Council awarding Gold Medals of Honour for Civic Merit to those responding to the 2017 la Ramblas attacks.

10. Extend proactive outreach and psychosocial support measures to cover **longer term triggers arising from media coverage** of anniversaries, documentaries, movies or reconstructions of real incidents. Forms of popular culture often cause controversy and distress among families,

survivors, responders and others. Pre-emptive engagement, communication, advance notice and making available support for those affected should be promoted as positive psychosocial support strategies.
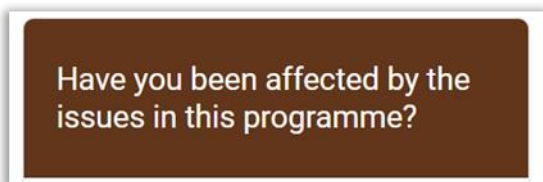
3. Leading People through Crisis: Tips for Strategic Leaders

(Kjell Brataas)

When disaster strikes, crisis communications become vital. How you and your organisation respond to those affected, the media and the public can change the course of the crisis – for better or worse.

In the aftermath of terrorism, good communications by strategic leaders can help reassure the public, deliver compassionate leadership, galvanise community solidarity, direct those affected to helpful sources of information and support, and complement good multiagency working.

On the other hand, poor crisis communications can cause or exacerbate secondary trauma, shatter public trust and confidence, divide the community, end careers, and have a catastrophic impact on personal and organisational reputations.

Figure 5: The circles of crisis communication (Brataas)
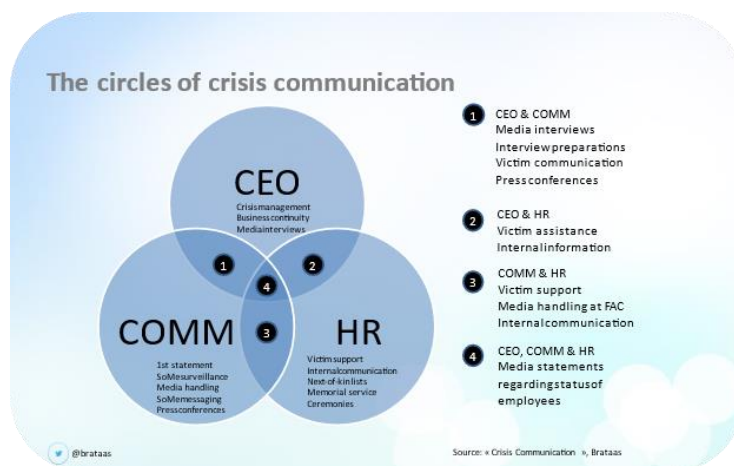
Plan for a Collaborative Approach

Getting messages across in a timely, compassionate and understandable way requires pre-planning and collaboration across your organisation.

As a strategic leader, the CEO (which may be a police chief, mayor or governor) takes charge but needs a lot of advice from those with a humanitarian or HR focus as well as their media (including social media or SoMe) and communications teams.

Focus on Good Crisis Communication and Leadership Across All Phases

Figure 6 highlights key themes relating to humanitarian impacts and needs following disasters across a timeline. Good crisis communication and leadership have a role to play across all these phases.

Figure 6: Humanitarian impacts after a disaster (Brataas)

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Additional Tips and Case Studies

Use the following links for further tips and case studies[10] on Crisis Communication and Managing the Human Dimension of Disaster.[11]
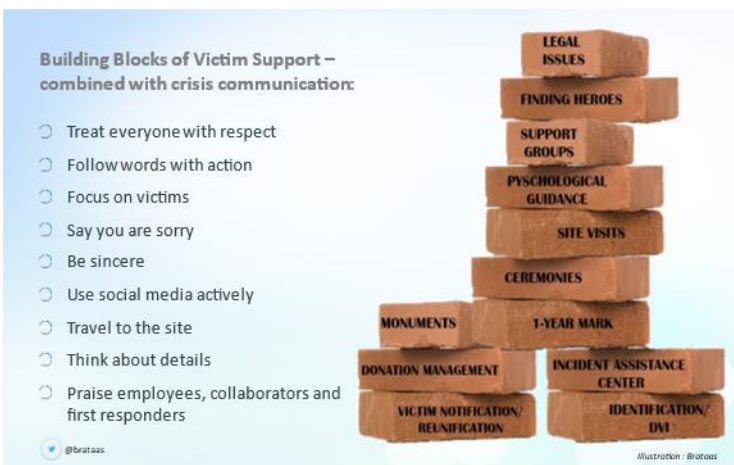
Figure 7: Building blocks of victim support (Brataas)

Figure 7 gives top tips on **how to integrate a humanitarian approach into crisis communication**.

Jacinda Ardern[12], New Zealand's Prime Minister, and Dr Anthony Fauci[13], a top Public Health expert, are two leaders who have consistently demonstrated these key principles in response to crises.

Following the Whakaari/White Island volcanic eruption, 2019, which killed 16 people, Jacinda Ardern:

- Paid tribute to those who died and those who responded, saying: 'Many people did extraordinary things to save lives, those who have been lost are now forever linked to New Zealand, and we will hold them close.'
- Visited responders to personally thank them and show appreciation of their efforts.

During the Covid-19 pandemic, she:

- Thanked her 'team of five million' for their great efforts and the sacrifices they had made to protect the country's most vulnerable during the outbreak. 'Kiwis from all walks of life were resolute and determined – determined that this was a war we could eventually win, but only if we acted together,' she said of the low infection rate at the time.
- Remained consistent, concise and direct about her strategy. And at the same time, showed authenticity in remaining honest about her concerns.

Responding to the **Christchurch shootings**, **2019**, she:

- Used a press conference to bring citizens together, uniting them against hatred. 'They are us,' she said of the victims. 'New Zealand has been chosen because it was safe, because it was no place for hatred or racism. Because we represent diversity, kindness, compassion, and home for those who share our values. Refuge for those who need it.'
- Backed up words with actions. Having rejected and condemned the shooter, and refusing to speak his name[14], she immediately implemented tighter gun laws across the nation.

Dr Anthony Fauci is a top US infectious disease expert.

As the public health spokesperson during the Covid-19 pandemic[15], he demonstrated the following four top tips[16] during his public appearances:

- **Exude empathy.** Throughout the pandemic, Dr Fauci showed great concern for human welfare.
- **Simplify and be concise**. As a leading scientist, Dr Fauci made complicated situations or unknown concepts understandable to the audience.
- **Build trust through transparency**. Being honest — despite the gravity of the situation — creates calm, which produces trust.
- **Be factual and firm.** One of the most important parts of being a good crisis spokesperson is to avoid conjecture. Dr Fauci firmly focussed on the facts during the pandemic and didn't mince words.

For further guidance on leading people from crisis through recovery, see the **Leading in Disaster Recovery**[17] guide, a pocketbook of wisdom from over 100 recovery leaders who share the messages they wish they'd had.

4. Cross-Border Victims of Terrorism: Addressing Immediate and Longer Term HAPSS Needs

(Ingeborg Porcar Becker, An Verelst & Jelena Watkins)

Experience has long highlighted how acts of terrorism and other disasters generate impacts on people beyond and across jurisdictions. While this can generate challenges for addressing the needs of those affected within and across local borders and regions, the focus of this section is on challenges associated with the impact of terrorism across international borders.

International Effects of Terrorism

Examples of the extensive multi-national impact of particular terrorist incidents include the following:

- Christchurch mosque shootings, 2019 – at least 12 different countries of birth represented among the 51 people murdered.
- Barcelona attack, 2017 – over 1500 German adolescents caught up in the attacks at Las Ramblas.
- London Bridge attack, 2017 – 7 of the 8 people killed were citizens from outside the UK.
- Brussels attacks, 2016 – citizens from 13 different nations among the 32 victims.
- MH17 attack, 2014 – 298 people from 10 different countries were onboard a plane shot down over Ukraine.
- September 11 attacks, 2001 – 2,977 victims from over 90 different countries.
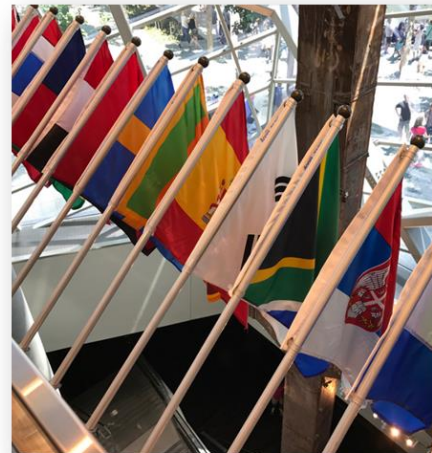
Figure 8: Flags from some of the 90 countries whose citizens died in the September 11 terror attacks (Watkins)

'The magnitude and intensity of the impact is unfathomable: 298 loved ones leave thousands behind in grief… The right to address the court has made it clear to us that the grief is not limited to one generation. It will have a lasting impact on several generations… the pain and suffering that has been caused can be compared to war trauma.'

Arlette Schijns, a lawyer for relatives of those killed in the MH17 tragedy, spoke these words at a criminal trial which began seven years after the attack. Her comment[18] highlights not only the enduring impact of loss but also the need, value and importance of the bereaved being able to participate and present personal testimony in processes of the longer-term commemoration and justice.

Addressing the HAPSS Needs of Cross-Border Victims: Counter-Terrorism Responsibilities

In addition to the significant practical and emotional impacts of such events on individuals, being a citizen based beyond the nation of impact brings additional layers of need, the complexities of which are known to exacerbate initial and secondary impacts. This requires additional pre-planned, particular and proactive responses if people's needs and rights are to be properly addressed.

Common needs & universal rights	Additional complexities for cross-border victims	Examples of additional support needed to fulfil needs & rights
• Respect and recognition • Organisation of support • Provision of information • Emotional and psychological support • Practical and financial support • Access and continuity in specialist support • Protection from secondary victimisation • Access to justice & compensation • Media liaison, privacy &sensitivity • Pre-planned pathways, training and testing of services.	Language Culture Practical Distance Timing (Un)Familiarity Further exacerbated by states' lack of understanding, limited pre-agreements & dis-integrated support systems across borders.	• Early comms and proactive outreach to family members located abroad and joined up support across agencies and states • Practical assistance, eg fares, visas & accommodation for families travelling to country of attack and dedicated case-worker support • Tailored information, communication and language services for those located abroad • Clear, centralised and integrated humanitarian assistance focal point eg digital HAC • Ongoing humanitarian impact assessments and bespoke response mechanisms to address longer term needs of those located beyond borders • Facilitated access, engagement and participation, in process of commemoration, memorialisation, and justice.

The Rights of Terrorism Victims

Local, national and international legislation, guidance and frameworks recognise a rights-based approach to supporting cross-border victims and emphasise the importance of preparedness through planning, response and longer term recovery-based phases. These offer a valuable basis for quality assuring that your preparedness and plans meet needs and expectations.

Helpful Guidance on Supporting Cross-Border Victims

In addition, there is good work and guidance to assist planners and responders, including, for example, Victim Support Europe's 2017 report on Cross-Border Victims, INVICTM's Strasbourg 2019 report on supporting victims of terrorism[19] and the networks of specialists referred to below.

POSSIBLE CONSEQUENCES OF NOT BEING REGISTERED AS A VICTIM

REGISTRATION
- Not considered a victim by the government to access services, information
- Not considered victim from legal perspective

NEEDS ASSESSMENT
- Needs are not assessed
- Preventative support can not be offered

SUPPORT
- Not receive information on services
- Not get a navigator
- Not receive emotional, practical, admin support

ACCESS TO JUSTICE
- Won't be contacted to inform on rights
- Can't participate in criminal proceedings

COMPENSATION
- Victims don't get information on compensation
- Will not be supported in applying

MEMORIAL
- No invitation to attend memorial
- No participation in organization

How Prepared are You and Your City?

- When did you last train for, test and review your arrangements for the registration, sharing of information and signposting of support for non-nationals affected by a terror attack in your jurisdiction?
- How quickly could you resource a multi-lingual team of crisis support personnel to deliver psychological first aid and follow up on humanitarian support impacting your area?
- What funding arrangements are or should now be in place to help you deliver your responsibility to address the immediate and longer term needs, expectations and rights of victims affected by an act of terrorism in your country?

Recommendations

- Prepare, translate, network and develop procedures to overcome predictable hurdles of foreign victims. A perspective on cross-border victims shouldn't be considered 'extra' or 'nice to have'.
- Maintain proactive, regular and continuous cross-border collaboration. Supporting and informing victims of terrorism is impossible without effective relationships, liaison protocols and arrangements for regular and prompt exchange of information.
- Connect with international networks such as the CTPN HAPSS Sub-Group, INVICTM and EUCVT (EU Centre for Victims of Terrorism[20]) for advice, information and assistance – before, during and after incidents involving cross-border victims.

5. Spain's Experiences of Delivering Post-Terrorism Support After the Attacks in Madrid (2004) and Barcelona (2017): Learning and Recommendations

(Merche Cuesta Roca, Sílvia Fontanet & Ingeborg Porcar Becker)

The Madrid Attacks ('11M') – March 11, 2004

- Between 07:36 and 07:40 (CET) on 11 March 2004, during the morning rush hour, ten near-simultaneous explosions occurred on four trains in Madrid.
- 3 of the explosions occurred at 1.5-minute intervals in 3 carriages of **train 21431** at **Atocha.**
- At **El Pozo** station, **train 21435** was starting its journey when two explosions occurred in two different carriages.
- **Train 21713** was at Santa Eugenia station when an explosion occurred in one of its carriages.
- **Train 17305** was about 800 meters from the **Atocha** station ('**Estacion**') which was its destination: explosions occurred in 4 different carriages on that train.
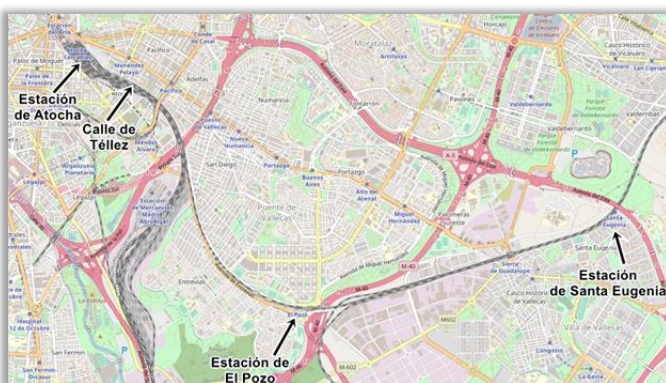
The map to the left shows the four sites of the bombings in Madrid.[21]

Key Facts About the Human Impact and Response:

- 193 people were killed.
- 1857 people were injured.
- 948 volunteer psychologists attended more than 5,000 families.

Figure 9: 11-M Memorial, Atocha Station

The total number of victims, depicted in Figure 10[22] and commemorated in Madrid[23], was higher than in any other terrorist attack in Spain, far surpassing the 21 killed and 40 wounded from a 1987 bombing at a Hipercor chain supermarket in Barcelona. On that occasion, responsibility was claimed by Euskadi Ta Askatasuna (ETA). At the time, it was Europe's worst terror attack since the bombing of Pan Am Flight 103 over Lockerbie, Scotland, in December 1988.[24]

Lessons Identified by Crisis and Disaster Psychologists

Although there were several previous experiences, 11M is now considered the birth of disaster psychology in Spain. Looking back, the country was not prepared in 2004 to deal with such a situation. Much of what has been learned is based on recognition of the mistakes and errors made at the time, including the following:

Citizenship	Victims
Spain	130
Romania	16
Bulgaria	12
Ecuador	7
Peru	7
Poland	4
Colombia	2
Dominican Republic	2
Honduras	2
Morocco	2
Ukraine	2
France	1
Brazil	1
Chile	1
Cuba	1
Philippines	1
Senegal	1
Guinea-Bissau	1
Total	**193**

Figure 10: Citizenship of the Madrid Bombings Victims

- During the impact phase, a large number of professionals and volunteers were assigned to the care of each family, but they were withdrawn just after the funeral on 24 March.
- The processes of identifying the bodies and recovering the objects of the deceased were particularly traumatic.
- A good census of those affected was not carried out because people who had not lost a family member or who had not been injured were not included; at that time, and to some extent still today, the concept of 'psychologically affected' did not exist.
- Many of the police, medics and firefighters who intervened that day were permanently affected by what they experienced; this indicates that the recovery protocols did not work effectively enough.
- Many of the volunteer psychologists, some of them students, were also traumatized and have not recovered from what happened, which again shows how risky it is to intervene in such situations.

What Helped Those Affected?

The following lessons learned were identified in March 2022 based on experiences shared by members of the **11M Victims' Association.**[25]

- In the 18 years since the attacks, what has helped most is seeing that the memory of the dead lives on; what hurts most is that their lives are forgotten; it feels like that means their lives have no value.
- In the early days, what helped the most was the immense solidarity of citizens. It was also healing to be involved in the design of the memorials.
- It is a great comfort that every year when March 11 approaches flowers are laid anonymously at all stations and on the tracks, in addition to official commemorations.
- They would like to be able to share their experience in schools so that young people never forget what happened.
- Regarding psychological assistance, the assessment is that it was very loving and close, but that nothing and no one could alleviate their pain or help them move forward in their grief. This is because, they believe, grief is an individual and family process.

Attack on Las Ramblas, Barcelona – August 17, 2017

- At 16:56, a van attack on Las Ramblas killed 14 people and injured over 100 others. The terrorist fatally ran over 14 people on the Rambla in Barcelona. During the escape, he fatally stabbed one more man who was parking his car in the University Area; the terrorist stole the car and skipped a police checkpoint on Avinguda Diagonal, where he injured several police officers.

Figure 11: Barcelona terror attack

- In the early hours of 18 August in Cambrils, five men drove a car into a crowd of pedestrians.
- The men, wearing fake suicide vests, attacked bystanders with knives, killing a woman and injuring six other people in the attack.
- A police officer shot and killed four of the assailants. A fifth ran away and during escape injured a woman who died later in hospital. 500 meters from where the other terrorists were killed, he was shot dead by police.
- The men were linked to the Barcelona attack according to the police. According to the investigation, the group's objective was to commit a simultaneous or consecutive coordinated attack to destroy the Sagrada Familia, Camp Nou and the Eiffel Tower.[26]

Humanitarian Assistance and Psychosocial Support Provided in Response to the Attacks

In the first few hours, a hotel close to the Ramblas was used to attend to affected people and relatives. The Center for Urgency and Social Emergencies of Barcelona delivered a briefing for the Catalan Police to prepare them to go to the hospitals to take statements from victims.

The **Center for Urgency and Social Emergencies of Barcelona (CUESB)** – a 24/7 emergency response service – provided accommodation and support for victims and relatives, and also provided support for responders, including defusing and debriefing sessions. They also liaised with consulates for the reception and accommodation of tourists.

In the following weeks, proactive outreach and contact was made with those affected, including calls made by psychologists and referrals to the **Barcelona Crisis Unit at the Centre for Trauma, Crisis and Conflicts (UTCCB)**. Located in the Psychology Faculty of the Autonomous University of Barcelona, The Crisis Unit is an accredited health centre for the delivery of psychological support after crises.

From 2018 and over the longer term, support has been provided by the **Unit of Attention and Evaluation of those Affected by Terrorism (UAVAT)[27]** – a unit with specialist expertise in supporting those affected by terrorist attacks. Its professionals include clinical psychologists, forensic experts, psychiatrists and lawyers. It also collaborates closely with entities and organizations such as the 11-M Association of Victims of Terrorism and the University of Barcelona.

Long Term Impacts and Implications for Improving HAPSS

Figure 12: Tributes following the attacks

In 2020, three people were tried in Spain for their alleged involvement in the attacks and, in May 2021, given long prison sentences for their role within the jihadist cell that committed the attack. Between 2018 and the trial in 2020, UAVAT supported 221 people affected, mainly Spanish citizens (67.9%) but also non-Spanish affected victims. They reported that 60% of close relatives of those killed and seriously injured suffered significant psychological effects. Of those less directly involved (e.g. people trapped during the attack or who fled attackers), 58.3% suffered significant psychological effects.

A significant point of learning was around secondary trauma caused by legal and bureaucratic procedures aimed at establishing 'victim' status and, hence, entitlement to legal and other support services. UAVAT reported that in the case of 63 people caught up in the attacks, applications for legal and other support were rejected due to victims' inability to prove their presence at the scene (e.g. because they did not feature on official lists or because they delayed seeking help).

Challenges When Delivering HAPSS Support

The UAVAT has highlighted **common challenges and deficiencies in the delivery of HAPSS support** (many of which are not unique to Spain) which need to be addressed, including:

- The need to collate and coordinate **victim lists** across organisations. Official lists should include those psychologically injured.
- The importance of **proactive outreach** to find and identify those affected, especially when they are from different cities, countries and language bases.
- The need for more **specialist psychological support** services, especially within the public sector. A disproportionate focus is placed in guidelines on short term interventions focusing on normalization, with little follow-up to detect and treat longer term complications.
- **Longer term** specialist information should be available for those affected. In particular, there should be better mechanisms for informing victims about their rights as well as the procedures, deadlines and documentation they have to provide to access help.
- There is a role for **resilience workshops** for the general population and specialist information sessions (e.g. for children).
- The need to address the general lack of knowledge and understanding about **legal processes** and procedures relating to terrorism victims (e.g. around beneficiaries, grants, deadlines, eligibility issues for victims).
- The risk of dis-integrated responses and differential access to **support across borders**; psychological, legal and social services should be equally accessible to all affected.

6. Facilitating Peer Support Following Terrorism

(Anne Eyre & Jelena Watkins)

'An understanding of the nature and function of different forms of peer support and how it may complement other post-incident responses is… essential for those planning for and responding to people's needs following disaster.'[28]

What is Peer Support?

- **Peer** – an equal, someone with whom one shares demographic or social similarities.
- **Support** – the kind of deeply felt empathy, encouragement, and assistance that people with shared experiences can offer one another within a reciprocal relationship.
- **Peer support** – an organised strategy for giving and receiving help, which can be understood as an extension of the natural human tendency to respond compassionately to shared difficulty.[29]

'Across time and culture, both informal and more organised formal peer support have helped individuals and communities to process traumatic grief and complex loss in the aftermath of mass fatality incidents'[30]

Types and forms of peer support[30] can range from informal, unstructured interactions to formally organised and facilitated programmes. It can also range from one-to-one to small- or large-scale settings and be effective for people with different bases of shared experience following major emergencies, for example as bereaved people and/or survivors.

Peer support is also a recommended intervention within a wider, comprehensive approach to assisting staff to cope with the stress that comes from their work. Examples of this employed with first responders and other professionals working in post-disaster environments include Critical Incident Stress Management (CISM), Trauma Risk Management (TRiM)[31] and the Emergency Services Trauma Intervention Programme (ESTIP).[32]

'In many high-risk settings, such as the emergency services and the military, peer support programmes have emerged as standard practice for supporting staff routinely exposed to potentially traumatic events'[33].

The Value of Peer Support

'*Connecting with another person who has lived with similar problems, or is perhaps still doing so, can be a vital link for someone struggling with their own situation.*'[33]

Peer Support After Disasters

Following disaster, peer support can:

- Deliver mutual social and emotional support.
- Help a person to gain control and moderate the effects of life-challenging events.
- Provide a sense of empowerment and hope.

- Help individuals navigate forms of assistance.
- Be an effective prevention strategy for negative symptoms.
- Support and inspire collective action, social education, and campaigning for positive political, legal and social change.

Social support is the single most powerful protective factor for trauma victim connectedness. Promoting connections through support groups can positively influence post-disaster mental health and psychosocial recovery.[34]

Examples of Post-Terrorism Peer Support Programmes

Post-9/11 Peer Support for EMS Professionals

- Developed in the aftermath of the September 11 attacks, 2001.[35]
- Collaboration between a Department of Psychiatry team and the Centre for Emergency Medical Services (CEMS), New York.
- A 3-year working relationship to support EMS personnel and their families.
- Activities included:
  - Peer crisis support for dealing with the stress of emergency work.
  - Provided staff and family psychoeducational workshops.
  - Consultative support for EMS personnel for their work with individuals at risk.

Paris Survivors Peer Support Group (2016-2017)

- Facilitated support group for UK survivors of the Bataclan attack.
- Facilitated by a psychotherapist specialising in disaster mental health.[36]
- Convened within four months of the attack and met monthly over the following year.
- Provided connection, validation and psychological support.
- Enabled access to information about humanitarian assistance and wider post-terrorism support.

The Manchester Attack Support Group Programme (2018-2021)

- A bespoke support group programme designed and delivered by specialists in HAPSS.[37]
- Network of peer support groups for individuals affected by the Arena attack.
- 175 regional group sessions delivered across an average of nine regional groups.
- Group members were bereaved people, survivors and responders from the Arena attack.
- Groups facilitated by specially trained therapists skilled in trauma, complex loss and disaster.[38]
- Adapted during the Covid-19 pandemic to accommodate online sessions, meetings and webinars.
- Transition from regional sessions and all-group events to establishment of an independent self-sustaining peer-run network.

Key Messages and Recommendations

- Regardless of its setting, peer support is considered to have value, either on its own or as a complement to clinical care.[39]
- Humanitarian assistance and recovery strategies should embed and resource peer support as a valuable adjunct to individually focused mental health needs assessments and pathways.
- Formal peer support programmes for professionals should have clear goals, be delivered by carefully selected and trained facilitators and be subject to evaluation.
- Post-terrorism peer support group programmes, designed and delivered by therapists specialising in trauma, complex loss and disaster, enhance HAPSS strategies and outcomes for those directly affected as bereaved people and survivors.

7. Working with Family Associations and Survivor Groups Following Terrorism

(Anne Eyre, Jennifer Stansberry Miller & Jelena Watkins)

A post-disaster family association or survivor group is a community of interest formed of bereaved family members and/or survivors following a collective trauma event. The types of groups and associations considered here and illustrated by examples are those formed by and for those directly affected individuals themselves and emerge in response to terrorism and other disasters. These are distinct from those forms of support groups that are initiated, offered out and formally facilitated by professionals.

Differing Types and Purpose of Emergent Organisations

There can be variation in such groups' membership, numbers, objectives and identification with incidents.

Some groups emerge in response to single incidents and groups of families (for example, the September 11 UK Families Support Group[40]); others may form as umbrella groups with members drawn from experiences of a number of incidents or geographical locations (e.g. the Association of Victims of Terrorism in Spain)[41].

Victims of Pan Am Flight 103 was formed shortly after the Lockerbie bombing in December 1988. Its goals are to:

- Seek justice for their loved ones.
- Discover the truth behind the bombing.
- Ensure the airline industry maintains and improves safety measures.
- Educate the public about this incident.
- Support one another.

Some umbrella groups extend beyond terrorism to include those affected by other types of collective trauma. Disaster Action[42], for example, which was founded in 1991 by bereaved people and survivors from a range of disasters affecting UK citizens.

Family Association and Survivor Support Groups

Family association and survivor support groups can be beneficial for members and counter-terrorism professionals.

Omagh Support and Self Help Group
OSSHG was founded in the aftermath of the Omagh Bomb in 1998 to act as a source of support and solace for those adversely affected by the bomb. Its members are victims from all denominations and walks of life. Whilst the group primarily operates within the area of Omagh District, it retains close alliances with victims of the bomb located in Buncrana and Spain, as well as a wider network of victims throughout Ireland.

Their value includes:

- Offering internal, mutual emotional support and understanding amongst their membership.
- Maintaining stakeholder interests and unique perspectives that are distinct from those of official planners and responders.
- Being a point of contact for communication, consultation and engagement for responding individuals and organisations.
- Facilitating collective, potentially representative, voices in consultation around, for example, the delivery of anniversary, memorial and public inquiry processes.
- Promoting learning – with a view to ensuring others '*do not go through what we've been through*' – providing impetus for future cultural and legislative changes in areas such as public safety, emergency response and victim support.

The value of family association and survivor support groups for society at large can also include:

- Providing direct personal testimony and human interest stories to media, education, training and research audiences and highlighting public awareness.
- Establishing charitable organisations for the receipt and distribution of public donations and appeal funds.
- Promoting accountability – highlighting the importance of looking back at the potential predictability and preventability of attacks.
- Sustaining anniversary and memorial-related activities, including generational learning and commemoration.

Life for Paris is an independent, non-profit association of victims and families of victims of the attacks (Bataclan, terraces, Stade de France) of November 13, 2015. It was created in December 2015, following a Facebook launch and includes more than 650 survivors, victims' families, first responders and caregivers, all directly concerned by the attacks of 13 November 2015. The association's objectives are to: - Assist and ensure the follow-up of victims and families of victims of attacks. - Create a space for dialogue, sharing, mutual aid and solidarity in which victims, victims' families and stakeholders of 13 November 2015 can meet. - Act to improve care systems.

Over the long term, such groups often serve to:

- Offer information, support and advice to those affected by future incidents based on personal and collective experience.
- Maintain longer term momentum to address outstanding needs and impacts of terrorism on those directly affected and wider society.
- Function as catalysts for the posttraumatic growth of societies through cultural, legislative and political change.

> **The Association for Defending Victims of Terrorism (ADVT)** – advtngo.org is a non-governmental, cultural institution comprising families and affected by terrorism. It hosts a number of medical, legal and psychological support committees offering services to families. It also seeks to create international solidarity between terrorism victims, associations, political leaders, experts and journalists. It holds gatherings and conferences with terrorism victims.

Recommendations for City Leaders, Counter Terrorism Professionals and Support Organisations

- **Pre-incident** – Engage with and listen to the experiences of those with direct experiences of terrorism. Draw on their passion and voices to inform preparedness and response activities and acknowledge the value of their positive contribution to society.
- **Incident response** – Actively promote and facilitate opportunities for connecting those directly affected in environments engendering mutual understanding and support. Take advice on how to best account of the differing impacts and support needs of bereaved family members and survivors.
- **Over the medium term** – Offer practical support and expertise for burgeoning support groups (such as meeting rooms, communication advice and organisational development skills). At the same time, promote efficacy and respect their need for independence and self-determination. Specialists in HAPSS and collective trauma can assist with this.
- **In the long term** – Consult and work with umbrella groups to ensure counter terrorism activities are both informed by collective experiences and learning and continue to focus on putting people at the heart of planning, response and recovery activities. Make this part of an integrated HAPSS approach.

8. Delivering Equality, Diversity and Inclusion in Humanitarian Assistance

(Natalia Proctor)

The humanitarian community has long recognised the value of promoting standards such as equality, diversity, and inclusion across all phases of emergency management. Workplaces and organisations more widely are also increasingly recognising that promoting equality, diversity and inclusion (EDI) within their working practices, cultures and behaviours helps them perform better and helps their employees and communities they serve to thrive. EDI is important to understand and address not only generally but in HAPSS strategies, policies and practices, too.

What Does 'EDI' Mean?

'EDI (Equality, Diversity and Inclusion) ensures fair treatment and opportunity for all. It aims to eradicate prejudice and discrimination on the basis of an individual or group of individual's protected characteristics'.[43]

- **What is Equality?** At its core, equality means fairness; we must ensure that individuals, or groups of individuals, are not treated less favourably because of their protected characteristics. Equality also means equality of opportunity; we must also ensure that those who may be disadvantaged can get the tools they need to access the same, fair opportunities as their peers.
- **What is Diversity?** Diversity is recognising, respecting and celebrating each other's differences. A diverse environment is one with a wide range of backgrounds and mindsets, which allows for an empowered culture of creativity and innovation.
- **What is Inclusion?** Inclusion means creating an environment where everyone feels welcome and valued. An inclusive environment can only be created once we are more aware of our unconscious biases and have learned how to manage them.

EDI is Important in Organisations

- **Improve decision-making.** A diverse team is 87% better at decision making within the workplace.
- **Avoid blind spots**. You can't address issues you don't know about, and you can't know about those issues unless you're told.
- **Avoid groupthink**. Diversity can enhance team innovation by 20%.[44]
- **Look to the future**. Millennials and Gen-Z are the most diverse generations.[45]
- **Enable better overall performance**. Companies with higher diversity perform three times better than less diverse companies.[46]

Additionally, research shows successful teams include **diversity across multiple dimensions** – not focusing on one aspect of diversity but ensuring that there is a mix of different perspectives and backgrounds to inform decision-making and strategic direction.

In relation to the delivery of humanitarian assistance in emergencies, for example, research has shown that 'It matters who's around the table'. In 2021, a Diverse Leadership research project conducted by the Humanitarian Advisory Group[47] reported on how diverse leadership shaped responses to Covid-19 within the International Red Cross and Red Crescent Movement. They found that:

- Having people with **different professional backgrounds** meant that the important questions were raised and attended to. Having **age diversity** meant that **communication channels** were far better utilised.
- Having **leaders from different ethnic and racial backgrounds** meant that means and methods to provide feedback were strengthened and taken seriously.

They concluded that a great deal of evidence demonstrates the value of diversity and inclusion at the leadership table in challenging times. Recent research points to the fact that high-performing teams include leaders with diverse characteristics that are empowered and supported to offer their perspectives. A common element to successful leadership teams is diversity across multiple dimensions – not focusing on one aspect of diversity, but instead ensuring that there is a mix of different perspectives and backgrounds to inform decision-making and strategic direction. It also increases opportunities to work together and bring barriers and solutions to the forefront.[48]
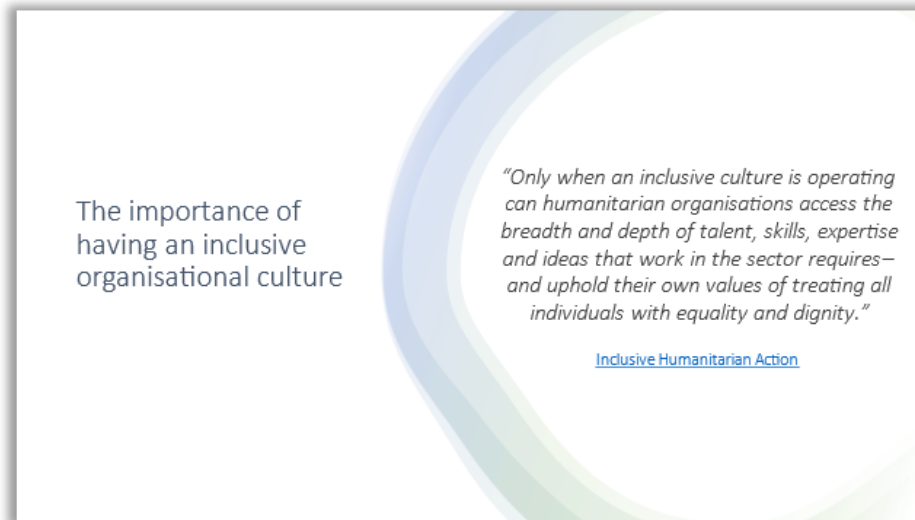
Diversity Without Inclusion is Not Enough

'Diversity is about all the ways we are different. Inclusion is about making space for that difference.'
(Martha Keays, Head of the International Federation of Red Cross and Red Crescent Societies (IFRC).
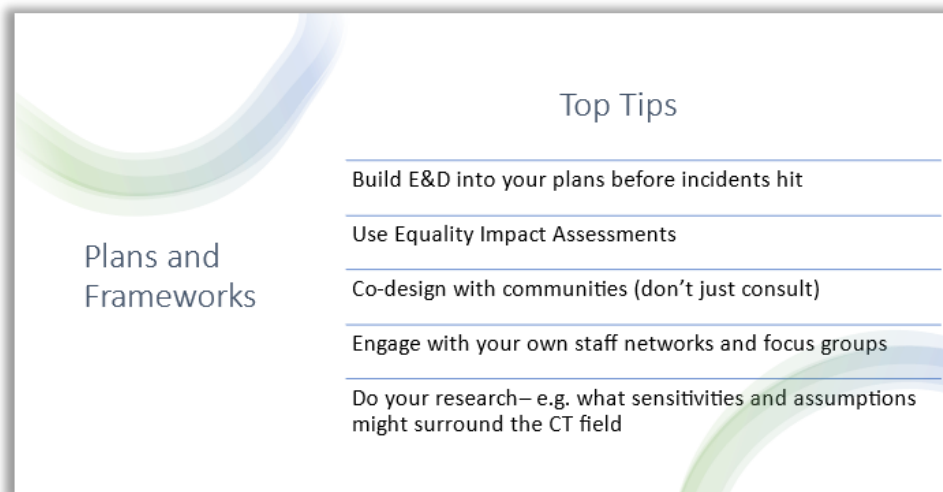
Where to Start

It all starts with you and your organisation[49]. Here are some suggested conversation starters:

- Is your team reflective of the community you serve?
- What is your local context? Are there community dynamics to consider?
- What do your recruitment practices look like?
- What institutional cultures, attitudes and behaviours are at play in your workforce?
- How do things like history and socio-political context affect your local area and your organisation, and how you are perceived by those you're trying to help?
- Have you considered unconscious biases (e.g. are there any assumptions about the people being helped?) Do you truly know best, and are you the best person/people to help?

> "Only when an inclusive culture is operating can humanitarian organisations access the breadth and depth of talent, skills, expertise and ideas that work in the sector requires— and uphold their own values of treating all individuals with equality and dignity."
>
> Inclusive Humanitarian Action

What does EDI Mean for those Working in Counter Terrorism?

- How does your approach to community impact assessments measure up in terms of EDI principles?
- How inclusive is your organisational culture right now, and what does this tell you about your preparedness for delivering equality and diversity during emergency response and recovery?
- Is there scope for further reflection, advice and improvement to enable you to better achieve EDI in humanitarian assistance?

Top Tips

Plans and Frameworks

Build E&D into your plans before incidents hit

Use Equality Impact Assessments

Co-design with communities (don't just consult)

Engage with your own staff networks and focus groups

Do your research— e.g. what sensitivities and assumptions might surround the CT field

9. Supporting the Supporters

(Merche Cuesta Roca, Sílvia Fontanet & Jolie Wills)

Due to their job, first responders suffer from constant exposure to highly stressful situations where they come into contact with the suffering and pain of others.

Professionals such as psychologists and social workers are also vulnerable and may suffer from the negative psychological impacts of working with those affected in the aftermath of major emergencies and mass fatality incidents.

1st level: People who have suffered a life-threatening and / or unexpected loss as a result of a traumatic event.

2nd level: Relatives and friends of people in level 1

3rd level: First responders

4th level: Community
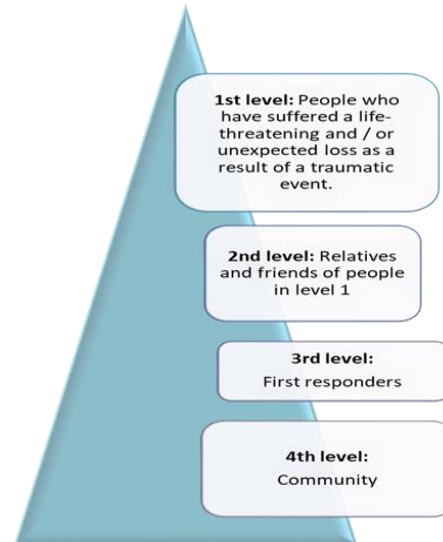
Case Study: Supporting Responders Following the Las Ramblas Attack

In the aftermath of the Las Ramblas attack, the Center for Urgency and Social Emergencies of Barcelona built on their primary (prevention) work with members of the security forces to prepare and support them with dealing with situations of high emotional impact. They delivered practical and emotional support during the emergency response phase and followed up defusing and debriefing sessions.

They also supported those working with families engaged in disaster victim identification processes. Information gathered by professionals following this work produced valuable feedback and learning.

Ajuntament de Barcelona

RAMBLA'S TERRORIST ATTACK: OUR POST-INTERVENTION

We collected the information minute by minute, in all the scenarios where our professionals had participated, and we built the story of our intervention, analyzing it and proposing improvements.

The team requested:

❑ Although in the service there is versatility between the functions performed by psychologists and social workers, in the intervention the social workers felt less comfortable in carrying out tasks for which they had not received too much training It was requested to separate the functions of the two roles, depending on the situation ✗

❑ In order to accompany relatives in the identification of the bodies at the Forensic Institute, specific preparation or volunteering is requested. Not all professional felt qualified to do it. ✗

❑ To receive more training on interventions in mass emergencies and post intervention

❑ To have a plan to face major emergencies in order to allow a better dimensioning of the ratios of professionals, shifts and the rotation of positions A human resources responsible is needed during emergencies ✓

❑ It is essential, during major emergencies, to transfer attention from social urgencies to other services in order to be able to focus on the emergency since our service is the only one specific for emergencies in the city. ✓

Risks to employee

Exposure Risks When Working in Disaster Recovery

Those involved in supporting community members affected by terrorism play many roles and take many forms. Cumulative and chronic stress is a prominent feature for those who find themselves working in the aftermath of major emergencies.

Jolie Wills, a cognitive scientist specialising in disaster recovery has produced a **practical guide[50] and a wide range of further resources[51]** dedicated to supporting those who support communities through disaster recovery. Her guidance on supporting the supporters is based on research with emergency workers around the world, inspired by the dedicated people of Canterbury who worked to support their communities in long-term recovery after the Canterbury earthquakes in New Zealand.

Risks to an organisation

12 principles of support

12 Principles of Support for Recovery Workers[50] [51]

10. Memorialisation

(Shona Whitton, Jen Stansberry Miller, Kjell Brataas & Anne Eyre)

Memorial

An object, place or activity which serves as a focus for the memory or the commemoration of something.

Forms of Post-Disaster Memorialisation

- Temporary or spontaneous tributes.
- Vigils and other acts of remembrance.
- Commemorative events.
- Development of permanent monuments.
- Archive, museums, displays and exhibitions.
- Gardens of remembrance.
- Education and learning centres.
- Establishment of charities in the name of those lost.
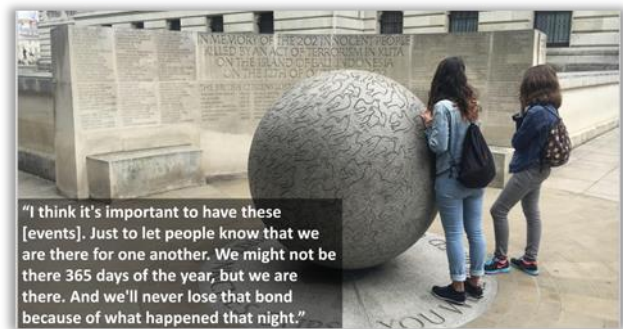
Figure 13: Bombing memorial in London (Whitton)

Figure 14: Tributes and memorials at St. Ann's Square, Manchester

After the Manchester Arena attack in May 2017, over 10,000 objects were left by members of the public in spontaneous memorials across the city. In the year that followed, different organisations in the city came together to conserve, preserve and document the thousands of objects in the Manchester Together Archive.[52]

Examples of Memorial Purposes

- Remember and honour those killed and injured.
- Serve as a reminder of the event.
- Educate the broader community about the disaster.
- Recognise the role of responders.
- Create connections between the living and those lost.
- Have a practical benefit (e.g. a memorial hall).
- Space for contemplation, quiet and reflection.
- Leave a lasting legacy – in form, action and/or practice.[53]

Figure 15: Oklahoma City bombing chairs

The Oklahoma City National Memorial commemorating the 1995 attack comprises an Outdoor Symbolic Memorial – a sacred place of quiet reflection – and a Memorial Museum – an interactive learning experience.

Activists for change (e.g. in legislation, culture and practice) often dedicate their work and may describe their achievements as dedications to those lost and ways of institutionalising their memory and legacy. The advocacy work of bereaved families of American Eagle Flight 1484 working with others to achieve positive change is an example of the benefits to wider society that results from this.

American Eagle Flight 4184 | 31 October 1994 | Roselawn, IN, USA
Crash site monument | Dedicated 31 October 2014

Example of a Lasting Legacy

Figure 16: Seal of the NTSB

The Flight 4184 aviation disaster resulted in many humanitarian and technical changes benefitting air travellers and their families today. The families of those aboard joined with other advocates seeking better treatment of those left behind following such tragedies. Their efforts helped build a strong consensus for change which led to the passing of the Aviation Disaster Family Assistance Act, 1996.

The Act requires air carriers to have plans detailing how they will accomplish critical tasks like training support personnel, notifying family members following an accident, and returning the personal belongings of those aboard. It also designates the National Transportation Safety Board (NTSB) as the federal agency responsible for co-ordinating post-accident support. The NTSB now fulfils this role for all US commercial and passenger rail accidents.

Key Principles and Practical Considerations

Those managing sites and community locations connected to a terror attack should expect them to become a focal point for tributes such as flowers, balloons and cards.

A common challenge for the authorities is: ***how can we sensitively manage the removal of temporary memorials?***

There is helpful guidance and support available to help decisions-makers with these discussions.[54]

Figure 17: Floral tributes at Kilbirnie Islamic Centre for the victims of the Christchurch Mosque shootings

Temporary Memorial Management

Key Principles

- Be inclusive
- Be supportive
- Be respectful
- Be consultative
- Plan removal

Practical Management

- Access
- Removal
- Preservation
- Support

(Shona Whitton, 2017)

Longer term memorialisation can also be a politically and emotionally sensitive process. The development of **permanent memorials** should be a collective process where everyone can be a part of and 'own' the experience, should they choose to be involved. Differences of opinion should be expected as part of the consultation process.

Figure 18: 'Hope for Vegas' at the Route 91 Memorial Rock Garden

Following the 2017 Las Vegas shooting, the Nevada authorities chose a very 'open' approach to memorial consultation. They dedicated a website[55] and broadcast monthly meetings on YouTube so that anyone who wants can take part.

Different opinions emerged about the name of the monument – the police call it the **1 October Memorial**, but many of the survivors and bereaved feel a more proper name is **Route 91**.

Further Guidance and Recommendations

There have been many valuable lessons captured about the development, consultation processes and longer term maintenance of permanent memorials. Here are some examples of documents containing helpful learning, guidance and recommendations.

The **Australian Red Cross guidelines**[56] and **Shona Whitton's Churchill Report**[57] are available online. Memorials and anniversaries also feature in Kate Brady's **After the Disaster** podcast[58] developed by ABC, the Australian Red Cross and the University of Melbourne.

Concluding Comments

All counter terrorism activities are, ultimately, about protecting, managing and supporting people. The aim of our Expert Group and our work is to help professionals embed this fundamental principle in their practice, processes and procedures.

This Compendium is an example of that endeavour. In compiling it, we were aware that each of the ten topics covered is worthy of a whole report in itself. Behind the Compendium is a wider body of research evidence and wider literature, including that represented in the membership and experience of our Sub-Group, and there are many other topics we could have included.

Rather than add more, though, our focus has been on providing a relatively short, easy-to-read, accessible summary resource. We welcome feedback on its content as well as readers' examples and suggestions for updating our knowledge base on this area.

Contact Us

The CTPN HAPSS Expert Group is a point of reference, advice and support for those involved in planning, training and exercising, both within and beyond the CTPN. We welcome inquiries from those seeking further information about our work or support in relation to theirs as part of planning and preparedness activities.

We also know how valuable it can be – and feel – to have advice and reassurance about how best to address the human impacts of terrorism during and after disaster strikes. For this reason, we are also a point of reference and support for connecting those involved in response and recovery phases with information, guidance and wider networks of experience and expertise.

For more information you can contact us at ctpn@london-fire.gov.uk or via the Expert Group Chair.[59]

CTPN, 2023

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