

# RESILIENCE

The magazine of the Emergency Planning Society

February 2012



THE EMERGENCY  
PLANNING SOCIETY



**The Emergency Planning Society**

***The Organisation for Resilience Professionals***

[www.the-eps.org](http://www.the-eps.org)



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EMERGENCY Management Review (EMR) is ready for launch and will be published in February 2012.

The journal will be published by the Cabinet Office Emergency Planning College on their website and will form the centre piece of their developing Knowledge Centre.

This flourishing partnership approach by the Emergency Planning Society as the professional body, and that of the Emergency Planning College, will provide an important and accessible forum for this new peer reviewed journal to be published.

The ethos of EMR is one of sharing knowledge between the practitioner and academic fields. We hope that as it develops and becomes an established source of well-written, rigorous articles it can add to and help grow a body of knowledge within the United Kingdom that is relevant, actionable by practitioners and contributes to robust thinking in all areas of emergency management and civil protection.

Anyone wishing to submit articles for peer review and inclusion in EMR should contact the Editor, Eve Coles via e-mail on [e.l.coles@lubs.leeds.ac.uk](mailto:e.l.coles@lubs.leeds.ac.uk)

I'D LIKE to start this issue of *Resilience* by thanking everyone involved for their help - the members and non-members for their article-contributions and the editorial team. As most of you know the magazine is now being produced completely in-house and this is the first issue that I have designed myself so I would welcome your comments and suggestions via e-mail.

Our Head of Student Content, Genevieve, has stood down from the role which opens up an exciting opportunity for any student members out there, or any members with an academic interest.

We are looking for someone to take over the student section of *Resilience*; it would mean sourcing articles from fellow students and/or penning them yourself. You can contribute as much or as little as you want each quarter. If you are interested in becoming part of *Resilience* or if you'd like some more information please get in touch - my details are below.

Finally, we do, as always (following the digitization of the magazine), have a limited number of hard copies available at Head Office. If you would like one please let me know and I'll pop one in the post for you.

As always we're extremely grateful for all the articles you're writing and contributing - keep them coming!

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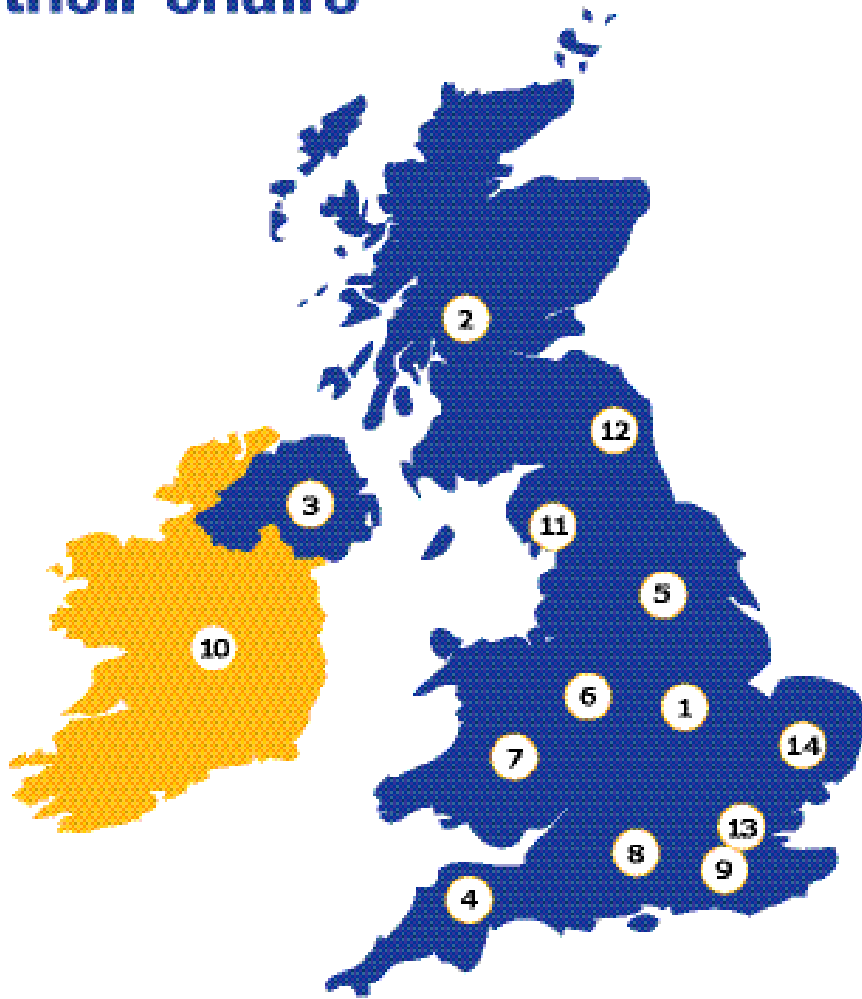
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# CLAIRE LEARNS FROM 9/11 A DECADE ON



*Claire at the 9/11 memorial and Museum Offices with Noah Rauch, Manager of Schools and Family Programmes*

*LONDON branch member, Claire Whatley, took part in the 10-year anniversary of 9/11 and met many people who had been so deeply affected by the events of that terrible day. She visited the US late last year, having been awarded a fellowship to research into the long term recovery of the community following the terror attacks in 2001.*

Claire, a City of London Contingency Planning Officer, was one of the lucky 105 British citizens to be awarded the Winston Churchill Memorial Trust Travelling Fellowship. Spending six weeks in the States, Miss Whatley's project had three main aims:

- To explore how businesses were impacted, and learn from their experiences

- To explore the comparative experiences of the community of New York, and the United States as a whole, during the recovery process
- To study, assist and engage in preparations for the 10-year anniversary of the terror attacks.

Claire was also able to see how the US deals with emergencies first-hand, arriving in the United States just three hours before Hurricane Irene hit. This meant she could set some time aside to follow the emergency response, and even visit a control centre set up to assist Hurricane Irene victims.

The Fellowship funded Claire to research the long term recovery of the USA during the run up to and following the 10-year anniversary of the terror attacks on 9/11. She travelled to the States during August and spent time

with the National Transportation Safety Board, the FBI in Washington, along with a very moving trip to the Pentagon Memorial. Claire then moved on to New York, where she spent a month working with various agencies, emergency responders,





and 9/11 survivors. She also had the huge privilege of taking part in a Memorial Service on 9/11 itself. The service was organised by the Salvation Army and the Mental Health Association of NYC. It offered support to anyone affected by the events of that terrible day and support services on-hand included acupuncture, massage, counselling, therapy dogs and mental health assistance.

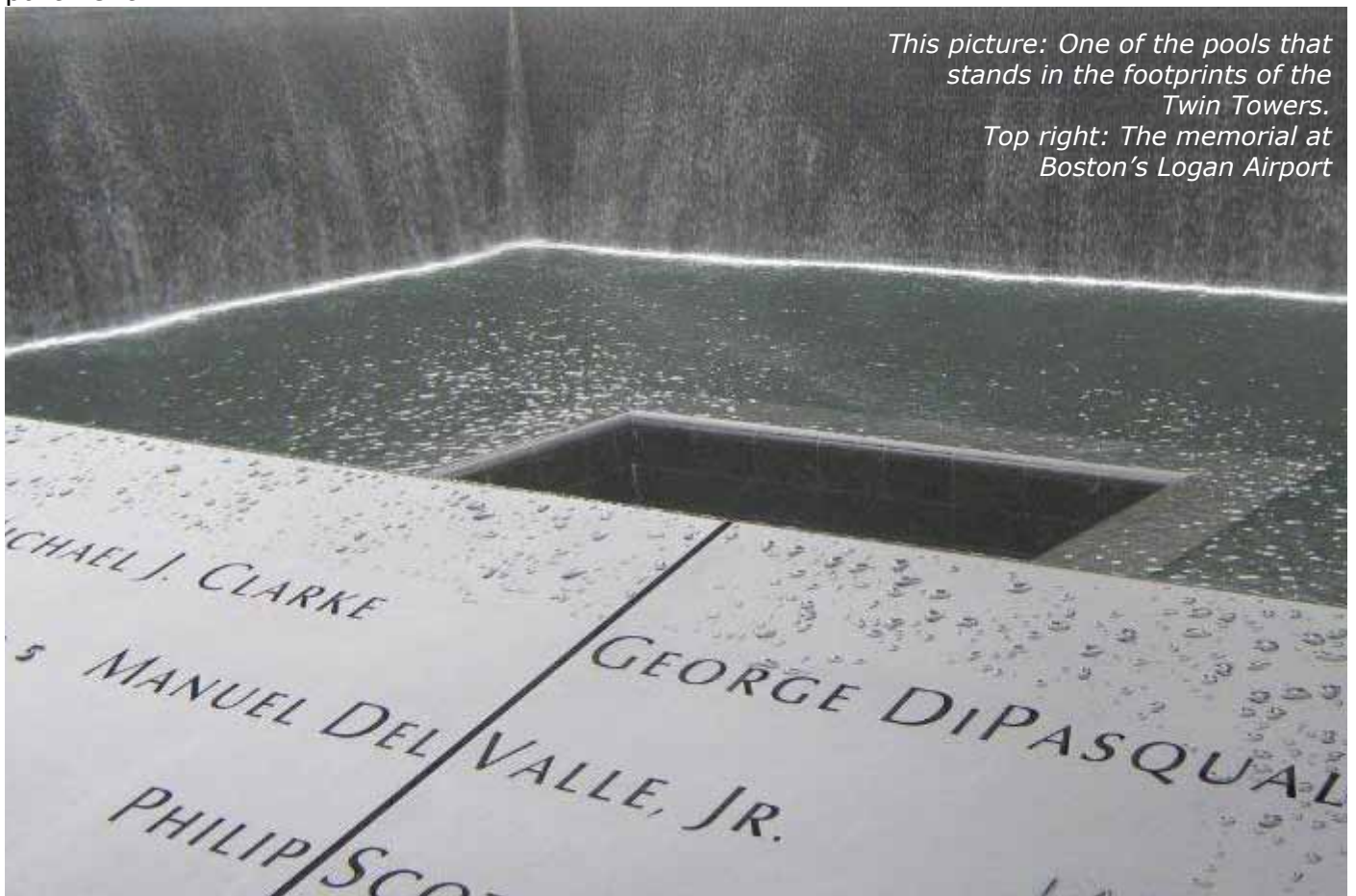
One particularly moving afternoon was spent with the 9/11 Memorial and Museum staff, learning about the background and planning process for the two pools of water that now stand in the footprints of the lost towers; the area once known as Ground Zero is now called Reflecting Absence. The museum is due to open its doors later this year.

Boston was next; there she worked alongside staff at the airport and Boston Police Department.

The two planes that hit the Twin Towers took off from Boston, causing a huge impact on the community. Only a year previous to 9/11, the staff at Boston's Logan Airport had tried and tested a Family Assistance Centre Plan, and Claire learnt in great detail how the families of those on board the flights were supported, provided with up-to-date information at all times, and provided with privacy and comfort during those dark days.

Claire is now back in the UK and is looking forward to sharing her findings with the community in which she lives and works.

- If you would like to learn more about Contingency Planning in the City of London or what Claire learnt on her trip e-mail her on: [Claire.whatley@cityoflondon.gov](mailto:Claire.whatley@cityoflondon.gov).



*This picture: One of the pools that stands in the footprints of the Twin Towers.  
Top right: The memorial at Boston's Logan Airport*

# EXPOSE: HOW THE CITIZEN JOURNALIST IS CHANGING THE FACE OF EMERGENCY RESPONSE

By Dr Dave Sloggett

*The immediate and real-time coverage of events transmitted from the ubiquitous mobile phone to the studios of the media is changing the nature of how the authorities respond to emergencies. Here, Dr Dave Sloggett explores the issues...*

AT THE start of 2012, the year when the Olympic Torch traverses the United Kingdom and the country celebrates the Queen's Diamond Jubilee, the pictures from Big Ben were spectacular. The fireworks display seemed to signal more than the simple arrival of a new year. As the cameras panned around the thousands of people that had thronged into London to witness the event there was one thing that nobody seemed to notice. Nearly everyone was recording the fireworks display on their mobile phones.

Similar scenes had occurred in the riots in the summer of last year across the United Kingdom. As the media provided their coverage of the events, sometimes using helicopters to provide the dramatic images from above burning buildings in Croydon, the public were on the ground again using their mobile phones to record events. The media, it would seem, have competitors and collaborators.

Journalism is no longer the sole preserve of the trained hack looking for an angle. Social media and its associated technology had created an open season on any major public event both at home and overseas. The images

of riots in closed countries like Syria and Iran highlight the power of the new forms of social networking and the ingenuity of people in smuggling it out into the wider international media – despite attempts by regimes to disrupt the supply chain.

Gone are the editorial controls that govern how the formal media operate. This is an anarchic world in which anything goes. The era of the citizen journalist has arrived. Add to this the speed with which people can publish their views and opinions through a range of social media sites and it's clear some dramatic changes have occurred in the way that the public's perception of those events is now shaped. The implications of this new media landscape have not yet fully been grasped by the Government or many of those in the emergency services.

The arrival of the citizen journalist is particularly challenging for those concerned with managing the public's expectations during major emergencies. When floods occur, fires rage, gales blow or terrorists attack, the immediacy of the problems at the scene is conveyed quickly into the world's newsrooms. The speed with which imagery appeared on the media

screens from the failed attack at Glasgow Airport provided one of a number of illustrations of the impact such imagery can have on the wide public.

The citizen journalist is more responsive than the traditional media. They take time to deploy journalists to an incident, the citizen journalist is there on the scene immediately; a point that the coverage at Glasgow Airport highlights. The citizen journalists' coverage is more wide-ranging. The traditional media may pick an area on the ground and focus on that, simply unable to provide the breadth of coverage available to the citizen journalist. For the newsroom editors the task is now to create content and packages that balance the input from the professional hacks on the ground with the content that is provided by the citizen journalist. This is not an easy task. It is one that is fraught with legal dangers.

It also challenges the activities of those involved in emergency planning. Some examples help to illustrate the point. In Mumbai, as the attacks unfolded, one individual left home and quickly went to the main railway station which had been one of the focal points for the initial

attack. That individual quickly collected nearly 100 photographs of the terrible scenes of the dead and the dying and posted them on one of the most popular image-sharing sites. The period of time from when he left home to his return and the images being available for widespread viewing was less than an hour. As events unfolded over the 62 hours the attack lasted the images of the iconic Taj Mahal burning were also added to the pictures that were being circulated.

In the emergency planning arena, as in many other walks of life, perception matters. If the public perceive things are out of control then no matter what the emergency planners do to try and convince them they are on top of events, that effort to reassure the public will fail.

In Mumbai, during the terrorist attacks, the inadequate and chaotic response of the authorities became clear in the first hour from the coverage that was quickly generated through material appearing on social media sites. While being quite a different set of circumstances, the same impression was also created as Derek Bird went on the rampage in Cumbria. The pictures taken by those in the immediate vicinity of the events, which were spread out over a large geographic area, conveyed the impression of an uncertain and hesitant response. The emergency services response, it seemed, had been dislocated.

The immediate aftermath of a major terrorist event is inevitably chaotic. That, after all, was the aim of the terrorists. But to truly terrorise, to

achieve a wider connection with the public at large, the perpetrators need the oxygen of publicity. Citizen journalists, with none of the training the professionals have to undergo, can often inadvertently provide assistance to the terrorists as the imagery they take in that first crucial few moments sets the public's perceptions – which once formed are hard to change.

In London, on 7/7, the initial coverage by the media made extensive use of on the scene reporting, especially at Tavistock Square where Hasib Hussein conducted his attack nearly one hour after the initial explosions on the Underground. Ironically if the terrorist's plan had been fully enacted he would have been the fourth bomber to die - it was planned to be a very narrow time window around 8.50am.

His failure to get onto the Northern Line train was his target meant he had to return to the surface and consider his options. His decision to attack the Number 30 bus was one that was not part of the original plan. Paradoxically, however, it created the iconic image of the entire episode. Who now hears about the attacks on that dreadful day without imagining the pictures of the decapitated London Bus?

The incident at Tavistock Square also provided an indication of the issue of the citizen journalist. Within a few minutes ordinary people reporting from the scene were suggesting they had seen at least 10 bodies under makeshift shrouds. When the initial statements emerging from the authorities suggested only three people had died

at the scene the disparity was obvious to all of those listening into the coverage.

When people are anxious and concerned even the smallest difference in the reporting is important. People who fear for their loved ones latch onto any comment as they suffer the inevitable mood swings from despair to hope in a matter of minutes. For those so keen to get the picture they have taken on television and gain their inevitable Andy Warhol 15 minutes of fame a moment's reflection might be in order.

For the emergency services the issue of the citizen journalist is an important one. Imagine pictures taken at the scene being used in a public enquiry to examine in minute detail the actions of a member of the Ambulance Service as they move along a line of dead, dying and injured people make the unenviable decisions about who gets triaged. It does not stop there.

There are potential issues for other parts of the emergency services. Imagine a scene where a number of senior commanders appear to be locked in some heated debate about the application of health and safety rules, captured by a member of the public who happens to be nearby at the time. That video quickly streamed to news outlets and broadcast by elements of the media which specific axes to grind. The possible scenarios are endless, each with its own ability to create problems with public perception. Another important issue that will not be fully appreciated by the citizen journalist is that their image, taken at ground level in what inevi-



tably will be a highly localised context, can give much wider ranging impressions to the public. Images, depending on how they are taken, can magnify or attenuate the sense of drama associated with a scene. In other forms of emergencies this can be a difficulty.

Flood events particularly can be magnified by images taken in ways that suggest the extent of the floods is greater than the reality on the ground. When people see such imagery the lens through which they view it will be tainted by their past experiences. Those that have suffered the misery of flooding will clearly be less than objective in their assessment of the situation when reporting appears to suggest that the scale of the floods is worse than is the case on the



ground. In 2012 the opportunity for terrorists to try and grab the attention of the media by carrying out an attack associated with the Diamond Jubilee or the Olympic or Para-Olympic Games cannot be readily dismissed. For those organising the events the haunting images of Munich still provide a vivid reminder of what can go wrong.

The picture of citizen journalists capturing the images of a terrorist attack at one of the sites where ceremonies celebrating the arrival and departure of the Olympic Flame – where many thousands of people may attend – would raise the bar set by the events in Munich. Should the unthinkable occur this close to the events should pause for a moment. The next action they take may well be helping those who have set out to exploit a moment of national celebration.

In an open society it is difficult to think of measures that could easily be applied in such situations other than to ask for people to apply a modicum of common sense. The closing down networks, no matter what the excuse, could readily be stereotyped as an act of censorship. Leaving them open allows those who have not thought about the wider ramifications of their actions to exploit the moment. Terrorists could also exploit the coverage to re-orientate their attack.

In Mumbai the terrorist command and control network came of age as the handlers listened to media reporting before using satellite phones to update the terrorists of the reports, at one point picking up on speculation conveyed through one particular media channel of the presence of an Indian minister in the Taj Mahal Hotel who had barricaded himself into a first floor room. While that story turned out to be fabricated the issue of the ways terrorists now also apply social media to changing the point of attack is one that those involved in planning responses to such situations need to take into account.

In this highly connected world, images can be taken of fireworks displays and celebrations of a new year or of the horrific aftermath of riots and terrorist attacks. Learning to deal with the implications of that is something the wider emergency services community has yet to fully grasp.

With the Olympics and the Diamond Jubilee rapidly appearing over the horizon it is a discussion that needs to be had quickly.

-Page 7 pic credit: Wallyg-



#### Author Profile:

Dr Dave Sloggett has 40 years of experience in the military and law enforcement sectors working in a variety of roles, specialising in the field of intelligence analysis, human behaviour and irregular warfare.

Dr Sloggett is an authority on terrorism and counter-terrorism in its chemical, biological, radiological, nuclear and conventional forms lecturing both in the United Kingdom and overseas to a range of emergency services events.



# QUEEN'S HONOUR FOR EPS PRESIDENT

HONORARY President of the Emergency Planning Society, Alan Goodwin, has been awarded a Queen's Police Medal in the New Year's Honours.

The Deputy Chief Constable in Derbyshire Constabulary received the QPM for Distinguished Service.

Mr Goodwin, 50, joined the force in 1979 and is now the second-highest ranking officer in the county. After completing his A-levels at Buxton College Grammar School, Mr Goodwin joined the Derbyshire Constabulary; he was appointed to the post of Assistant Chief Constable in January 2000 and became DCC in April 2003.

He said: "I am absolutely delighted and extremely proud to receive this award. I think it's the real recognition of any

police career. It may sound like a cliché but this award is also about the people I have worked with over the years, in Derbyshire and nationally, who have allowed me to do the job."

From April 2003 to May 2010, Mr Goodwin was the national ACPO lead for Emergency Procedures, with responsibility for contingency planning, disaster management and victim identification. He has represented the UK Police Service at professional events around the globe. He was a member of ACPO's Terrorism and Allied Matters Committee, the Cabinet Office NSID Committee and the East Midlands Regional Resilience Forum throughout his time as ACPO EP lead. In June 2010, Mr Goodwin was elected as Honorary President of the EPS.



"Because the nomination recognised the work I was doing on national EP, it's good recognition of the work going on in the EP arena. It helps raise the profile of emergency planning when individuals receive awards like this," he said.



## 2012 Spring Event

### IT'S BACK!!

The Emergency Planning Society Welsh Branch are pleased to announce that its annual two day Spring Event and AGM is being reintroduced.

The event programme will include a series of speakers, workshops and feedback sessions covering the top topics from the findings of the recent Welsh Branch Training Questionnaire.

Although the main focus of the event will be Humanitarian Assistance, there will also be first-rate contributions on Community Resilience in Flood Risk Management and Leadership/Motivation.

**Date:** 18<sup>th</sup> and 19<sup>th</sup> of April

**Location:** Gregynog Hall, Near Newtown, Powys, SY16 3PW

**Please note:** The event is open to members of all EPS Branches and non-members.

So not to miss out on this excellent training and networking opportunity, which will attract CPD points, we would appreciate if you could provide an early indication of your attendance so that we can confirm numbers with the venue.

#### Delegate Rate:

**WILL NOT** exceed:

£100 for members

£125 for non-members.

and is expected to be less.

This includes overnight accommodation & evening dinner

**BOOK  
NOW**

## EPS BOARD UPDATE WEBINAR

This webinar will give Emergency Planning Society members the opportunity to interact with the EPS Board of Directors.

The webinar is being held between 3pm and 4pm on February, 22 and is FREE to EPS members.

The fee is inclusive of participation in the hour long webinars, a copy of the post webinar presentation and learning objective documents and the self accreditation of two CPD points per webinar.

For more information visit:  
[www.epswebinarsandevents.co.uk](http://www.epswebinarsandevents.co.uk)

For further information or to book your place please e-mail  
Branch Secretary, Russell Stafford-Tolley at: [cilgarenydd@beyondsl.net](mailto:cilgarenydd@beyondsl.net)

# LINCOLNSHIRE RESILIENCE FORUM WINS PRESTIGIOUS RSPCA AWARD



*Baroness Fookes presents the award to Laura Edlington (Lincolnshire's Emergency Planning Unit) and George Mould (Animal Health Veterinary Laboratories Agency)*  
*Pic credit: RSPCA*

By Laura Edlington, East Midlands branch

LINCOLNSHIRE Local Resilience Forum is once again making room in their trophy cabinet after scooping another top award.

Just six months ago the team, which has more than 40 Emergency Planning Society members, took home the National Capability Award at the EPS' Resilience Awards ceremony in Glasgow.

Now the team are celebrating another prestigious win after securing the RSPCA's Innovation in Animal Welfare Award. The RSPCA awards scheme gives recognition to pioneering local authorities and housing providers around the

theme of animal welfare.

The scheme, that is supported by the Trading Standards Institute and Chartered Institute of Environmental Health, received more than 130 entries from 99 different organisations including more entries than ever before for the contingency planning footprint.

But it was Lincolnshire LRF who produced a winning entry that encompassed all the values the Innovator Awards aim to exemplify: multi-agency working, a model for others to follow and, of course, innovation.

The Innovator in Animal

Welfare Award is the most prestigious accolade of the scheme celebrating local authorities, housing providers, and related groups who have demonstrated an approach to animal welfare generally, or a particular issue that is innovative, shows good partnership working and provides a model of good practice that others may seek to follow.

The judges were unanimous in their opinion that Lincolnshire's project is one of the best examples of multi-agency working they have ever received and it is hoped other organisations will follow this

example.

Lincolnshire's LRF took an innovative and different approach to dealing with animal welfare and movement issues in the event of East coast flooding which is one of the highest risks on Lincolnshire's Community Risk Register. The LRF established the Animal Welfare and Movement Group in 2010, as a specialist project to deal with specific animal contingency planning issues that had not been addressed by the LRF before. What makes it innovative?

The animal aspect of emergency planning is often neglected as preserving human life is always top priority. Up until the project was established, outcomes from previous emergencies and multi-agency flooding exercises revealed that little or no planning had been considered in relation to the welfare and movement of animals in flooding emergencies. The establishment of the multi-agency working group brought together people from agencies the LRF had not previously worked with in the resilience community before. The production of a guidance document on the subject therefore 'broke new ground' in this area of work that is often overlooked and an animal welfare exercise was carried out for the first time as part of National Exercise Watermark in March 2011.

### **Partnership working**

The LRF project group is made up from a multi-agency membership including Animal Health Veterinary Laboratories Agency, Lincolnshire County Council's EPU, Lincolnshire Trading Standards, National Farmer's Union,

RSPCA, Lincolnshire Police, World Horse Welfare, Lincolnshire Rural Support Network, Lincolnshire's Agricultural Chaplain, Lincolnshire FRS and the EA. The group produced guidance to be used to assist in decisions and actions that need to be made in relation to animal welfare and movement in the event of East coast inundation or any other severe flooding incident.

### **The reasons for doing it**

Lincolnshire is a predominantly rural county with a high proportion of agricultural land; "Lincolnshire is the largest poultry producer in the UK and the fifth largest pig producer in England" (Source: 2006 Defra Census). "The UK Poultry Sector contributes £3.4 billion to UK economy. Agriculture contributes £1 billion to the Lincolnshire economy. Some 11% of Lincolnshire employment is in food and farming, employing 32,000 people" (Source: Lincolnshire Research Observatory). In the event of East coast inundation, or any other severe flooding incidents, saving human life would always be paramount. However, the issue of animal welfare can not be dismissed especially given the environmental, financial and human health implications that would arise. As a civilised country we also take responsibility for the welfare of all creatures under our care.

### **Aims of the project**

The main aim was to produce a guidance document that would provide information to which all agencies can work so that a prompt and appropriate response can be made to minimise the impact on

animal welfare and reduce the risk of animal suffering. Another aim was to provide business continuity guidance to livestock owners alongside warning and informing Lincolnshire's farming community. The final aim was to create and run an animal welfare and movement exercise to test the guidance.

### **Did it achieve its aims?**

The project is still up and running as a working group and is continuing to meet the aims set out at the beginning of the project. As part of the National Exercise Watermark, one of the largest civil protection exercises ever held, the specific animal health exercise that was planned and carried out by the project group went a long way to achieving the projects aims. The exercise was attended by a plethora of animal-related organisations including large scale poultry companies on the East coast. The issues of identification, transportation and relocation of animals before, during and after a flood were discussed. Many lessons were learned from this exercise that the Animal Welfare and Movement Group will be taking forward.

### **Future plans**

The group is continuing to develop by looking at its future aims, these include: further developing the existing guidance, looking further at recovery, warning and informing livestock holders, and promoting business continuity. This is all to build up to another exercise that plans to involve members of the livestock owning community by early 2012.



# INTERNATIONAL DEPLOYMENT - DO WE DO THE RIGHT THING?

By Rob Davis, South Western branch

*INTERNATIONAL response to major disasters throughout the globe has resonated within the UK for decades; we have vastly experienced humanitarian aid systems, Non-Governmental Organizations (NGOs) and responders who are at the forefront of providing aid when suffering is at its worst.*

## RESPONSE

Is it time to ask do we respond to international disasters in the correct manner? Do we, the UK, provide exactly what is needed initially for a community that has been devastated by the earthquake, flood, tsunami?

I quote from a recent report on the UK response to Japanese earthquake and tsunami 'we travelled by road in a convoy of seven low loaders, five coaches, 12 pick-up trucks and cars, which made an impressive sight'. This was during the Urban Search and Rescue (USAR) phase of that terrible disaster the hit Japan on the 11th March, 2011.

My concern is this 'impressive convoy', detailed to undertake search and rescue only as a classified heavy search and rescue team, in communities made up of buildings that were lightly constructed and where not one person was rescued alive, opens the argument and reflection that all of us involved in disaster response must ask 'are we doing the right thing, have we wasted an opportunity?' This is not intended to be critical of individuals or teams and we should brush aside egos for the real need to ask this question: do the members of the community that require the correct level of response in the initial stages of a major disaster get what they deserve and need? I

*A collapsed hotel following the Haiti earthquake*



would class this as a community-centre approach to ALL of the community. Hewitt (1997)<sup>1</sup> supports this by stating that relief measures are often critical to the course which a damaging event may take, perhaps heading off secondary and tertiary damages. Timely relief may spare people a range of other hurt, for example, from exposure to the elements if their homes are destroyed, or starvation if their means of livelihoods are lost.

## TEAM APPROACH

How about replacing some of that convoy with humanitarian aid and aid workers trained in needs assessments, relief engineering, medical response, water and sanitation expertise and a small SAR contingent? The ability for a team-approach and simultaneous activity with the effort, finances, logistical support and command and control training to provide the greatest good to the majority of the affected community. Search and rescue is an extreme priority in the early stages of a major disaster, so is the early consideration, management and distribution of humanitarian aid and medical support. One can complement the other and the closer working of the humanitarian groups within the USAR phase lends itself to holistic disaster response to vulnerable people, who

place their trust and hope in the international community that has mobilized to their tragic event which will affect them for years to come. In areas of heavy damage, there will usually be a certain time before individuals or families, neighborhoods or institutions, link up with other survivors. They may be isolated and trying to deal with continually life-threatening conditions for days, weeks and, in the worst of epidemics and famines, for months or years.

### **HISTORIC PROCESS**

On a number of occasions I have witnessed where the heavy mobilization of USAR assets including large teams having a detrimental effect on the local authority and communities. During the Pakistan earthquake I witnessed some of these teams struggling to source transport to fulfill the movement of their staff and equipment, including air assets where these valuable resources would have been better placed delivering humanitarian aid/ teams and smaller USAR assets. This is the holistic process that I would like to see explored: evidence suggests the rescue of trapped victims within collapsed structures does not need a 60-person team with heavy lifting and cutting capability. To get this capability to the disaster zone, as in Pakistan, may take too long and arrive outside the window of survivability and compound vulnerability by taking up the valuable resources necessary to move aid and aid teams. Again, during the Haiti earthquake I witnessed heavy teams without transport increased logistical problems, utilised much-needed resources such as fuel and

drivers to move around large teams and equipment that did not get used. But, at the same time, the Port au Prince community was in dire need of food, water, shelter, security and medical supplies. Why can't we do both?

### **THE ANSWER?**

The use of smaller, more mobile and multi-disciplined USAR assets must be the way forward. 'Beyond the rubble pile' or as I would put this 'as well as the rubble pile' is now a necessary capability that USAR team must adopt. The UK Government's response to international disasters within the USAR phase is the domain of the British Fire and Rescue service, who are experts in their given trade but very much polarised in their skill set. Smaller USAR assets with a broader holistic skill set within disaster response seem to fit the NGO profile working in partnership with government teams. These provide what I think to be an answer of getting it right and providing communities devastated by extreme events the right level of response. The recent publication of the Humanitarian Emergency Response Review, chaired by Lord Ashdown, supports this by stating that our interventions to relieve suffering at times of disaster must always be driven by need and need alone. Additionally, the review concludes the Department for International Development needs to become more of a 'network enabler', working with existing partners but also developing new and dynamic partnerships with emerging nations, NGOs, the private sector, faith groups and the diasporas.

### **PREVENTION IS BETTER THAN CURE**

Capacity building within communities at risk from major disasters must be a priority for all teams with expertise on offer. Involvement in capacity building not only provides resilience before an event but builds trust and confidence in the international responder who will come knocking at the door of this country when disaster strikes. It can be said this level of community involvement saves more lives than in the response phase! Add this to heavy, cumbersome USAR teams which have undertaken very little preventative work within that country and it is plain to see the UK has a long way to go to 'do the right thing' when it responds.

#### **Author profile:**

Rob Davis is an Operational Director of a UK NGO disaster response team which has undertaken international response and capacity building for 16 years. He can be contacted on [halocrisismanagement@hotmail.co.uk](mailto:halocrisismanagement@hotmail.co.uk)

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1. Hewitt, K. (1997) Regions of Risk-a geographical introduction to disasters. Pearson Education.
2. Humanitarian Emergency Response Review (2011) chaired by Lord Ashdown [www.dfid.gov.uk](http://www.dfid.gov.uk)
3. DFID are the international enabler for government response to major disasters overseas and contract the UK FRS to provide SAR within initial stages of a disaster.

# DECISION MAKING AND THE BRAIN: HANDLING INFORMATION

A blog by Ian Moore

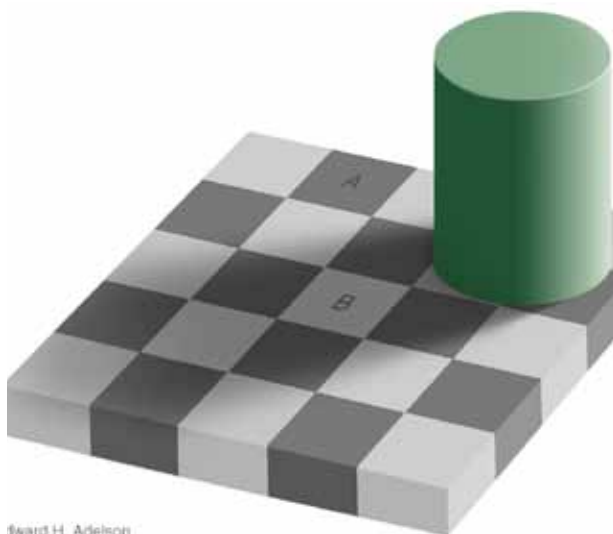
"OUR brains have evolved over hundreds of thousands of years to help us survive and to that end they are highly effective decision making instruments. However, in modern day situations, and especially in business, these mechanisms for decision making may not be the best. So rather than spending time on developing sophisticated decision making strategies it is bound to be useful to understand some of the mechanisms that our brains have developed to make decisions. By understanding these mechanisms we can become sensitised to their shortcomings and so develop approaches to counteract these shortcomings and thus make better decisions.

The way we process information is critical to our decision making. Unfortunately we do not always process this information correctly. We do not always see what is actually there. If we are basing our decisions on correct information which we have processed incorrectly this will obviously lead to faulty decisions.

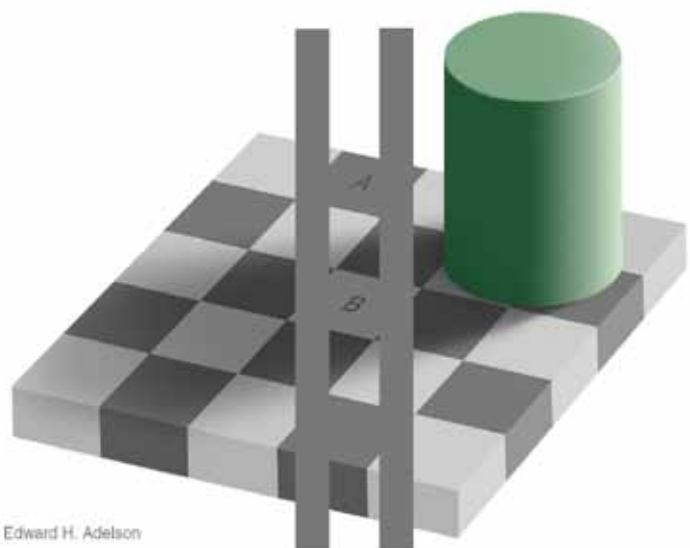
We tend to see what we expect to see. Have a look at the following diagram. Which square looks darker, A or B?



are exactly the same shade.



Jward H. Adelson



Edward H. Adelson

The vast majority of people think that square B is lighter than square A. However if we draw some uniform grey bars on the diagram we can see that A and B

In the first diagram, without the bars, we make the assumption the cylinder is casting a shadow and our brains automatically make the B square appear lighter than it actually is. Now look back to the dia



gram without the bars on. Even though you know that squares A and B are exactly the same shade B still appears to be lighter.

Here is another example of how we see what we expect to see rather than what is actually there. Try reading the following:

I cnduo't bvleiee taht I culod aulacilty uesd-tannrd waht I was rdnaieg. Unisg the icndebliore pweor of the hman mnid, aocdcnrig to rseecrah at Cmabrigde Uinervtisy, it dseno't mtttaer in waht oderr the lterets in a wrod are, the olny irpoamtnt tihng is taht the frsrit and lsat ltteer be in the rhgit pclae. The rset can be a taotl mses and you can sitll raed it whoutit a pboerlm. Tihs is bucseae the huamn mnid deos not raed ervey ltteer by istlef, but the wrod as a wlohe. Aaznmig, huh? Yaeh and I awlyas tghhuot slelning was ipmorantt! See if yuor fdreins can raed tihs too.

Even though all the words are seriously misspelt we still impose meaning on them. We are not seeing what is actually there but what we would like to see and what we expect to see.

So that is just a couple of examples of how we see what we expect to see rather than what is actually there. In order to make effective decisions we need to see what is actually there not what we expect to see.

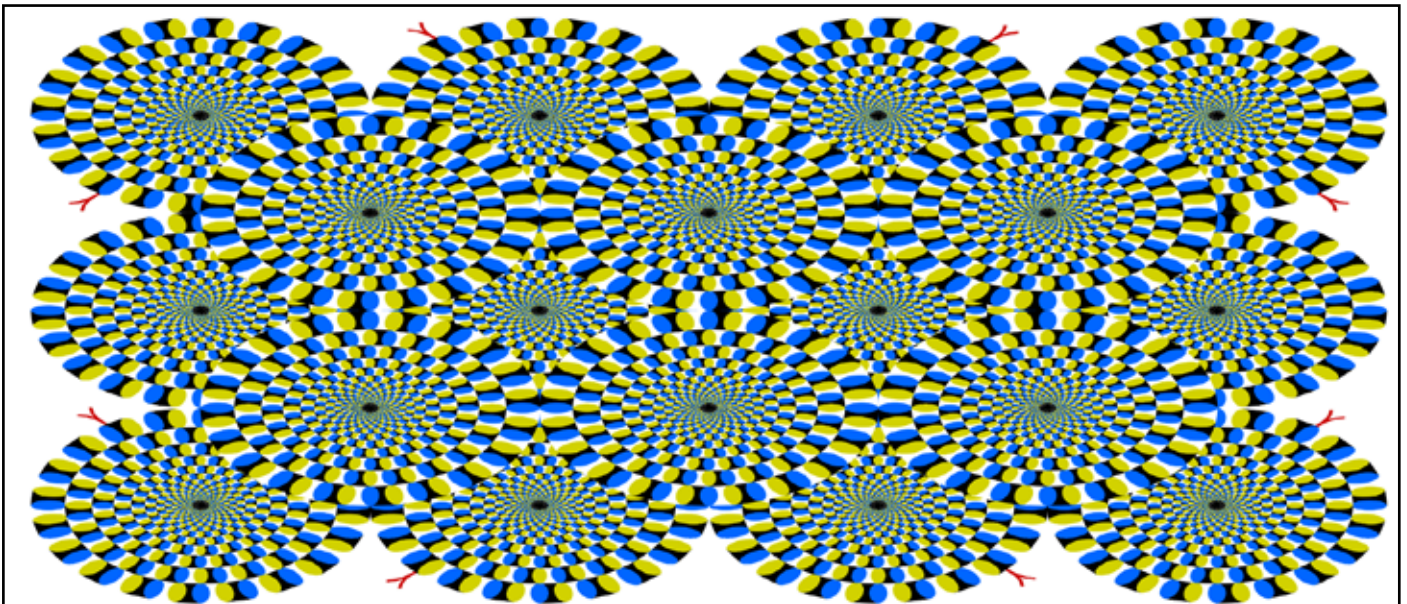
If you would like to improve your decision making by seeing what is actually there, try making a list of the ways that you see what you expect in information rather than the actual information. When you have done this you could go through the list and see if you

can develop any techniques that would help you see information as it actually is.

There is another way in which information affects our decision making. That is when we have too much information. The next diagram is a simple picture. It is not animated in any way. However when you look at it, it will appear to be moving. This is a nice example of how too much data causes confusion. Even though the diagram is not moving it still appears to move because of the way our eyes view the picture. If you don't believe that it is not moving try focusing on one individual spot. You will see that it is not moving but other areas appear to move. Then try to focus on one of the areas that still seem to be moving. It will now appear to be stationary and other areas will appear to move. Or if you focus on the two small red markers on the two top, middle circles, you will see that these circles are stationary. If you would like to improve your decision making try making a list of the ways that too much data causes problems for your decision making. When you have done this try going through the list and see if you can devise techniques that would help."

#### Author profile:

Ian Moore runs workshops and gives presentations on how people and organisations can improve their decision making by understanding how they make poor ones. For more information visit: [www.unthinkablethinking.com](http://www.unthinkablethinking.com) or e-mail Ian at: [ian@unthinkablethinking.com](mailto:ian@unthinkablethinking.com)



# LATEST OLYMPIC SECURITY MEASURES: PROACTIVE OR JUST A CEREMONIAL DETERRENT?



By SIRS Consultancy

**W**ITH seven months left to the Olympics and last minute security preparations underway, is the UK prepared for a mass casualty attack? With news breaking last week that police managed to smuggle a bomb through security, overshadowing the Prime Minister's cabinet meeting at the Olympic Park, there is still much to be done.

On December 15th, 2011, the deployment of up to 13,500 troops to protect the 2012 Olympic Games was announced. Although the extra manpower is definitely needed for Olympic security, it cannot be said that simply filling the gaps will complete the security picture satisfactorily. The UK needs proactive security rather than what has been deemed in some security circles as merely a deterrent.

Also, a fully functioning and resilient communications network is essential; as was

seen during the August 2011 riots, police officers had to use their own mobile phones, as the AIRWAVE radio network did not perform sufficiently. Additionally, police personnel deployed to London from other areas under Mutual Aid arrangements during the England riots experienced initial difficulties in radio communications. This occurred because although officers from all police forces utilise the AIRWAVE radio system, those from outside London did not have access to the dedicated radio channels normally used by the Metropolitan Police Service. Concerns have also been raised by the House of Commons' Home Affairs Committee, which stated that the network "struggles" when large numbers of users are concentrated in the same area. Moreover, counter-terrorism experts argue the network could soon be overwhelmed as demand is

expected to increase by 25 to 30% during this year, due to the London Olympic and Paralympic Games which will span July through September. SIRS Consultancy's report, *National Security Risks: Immediate Challenges Before Summer 2012*, explained the actual extent of the required security and policing strategy to successfully implement the largest security operation on British soil since the Second World War. It is an unacceptable mistake not to deploy extra officers, especially with 4 billion people watching the Opening Ceremony. It is not just the Olympics the UK is showcasing to the world this year, but also Her Majesty the Queen's Diamond Jubilee. Although it is fine to say we have military vessels docked on the River Thames, what use would they be in countering a Mumbai-Style attack or even a 'lone wolf' terrorist operation? The same is true of the potential deployment



of surface-to-air missiles to protect key Olympic sites; the possibility of which was announced by Defence Secretary Philip Hammond on November 14th, 2011. There needs to be a better security structure in place to protect the UK from a variety of dangers, such as the significant threat of 'lone wolves', who operate independently, and are therefore difficult to detect and identify as a threat prior to their attack(s). A major threat might be if 'lone wolf' terrorists were to carry

the real threat from IEDs (as used in the 7/7 bombings) to grenades and firearms. International incidents have demonstrated the lethal impact of this evolution in tactics. For example, recently we have seen the use of IEDs to breach the perimeter of the Inter-Continental Hotel in Kabul, which was immediately followed by an assault using firearms and grenades. There is also a significant threat of public disorder next year, with groups already setting their sights on the Queen's Diamond Jubilee to

switch in police tactics. This must be put in place in order to prepare for a likely repeat of last summer's riots, with training programmes in 'high risk' urban areas before the Olympics, including the major cities affected by the riots. Finally, we need to think about increasing the numbers of police available during the Olympic Games; this is a much-needed investment. As Lord Carlile, the independent reviewer of British counter-terrorism legislation, has warned, there is a concern of deploying too many officers to Olympic venues as it may create shortfalls elsewhere. Sustainable policing levels have to be maintained as an attack or instance of public disorder anywhere in the UK will taint the whole Olympics through media overexposure. Furthermore, realistic scenarios should be designed to test the limits of the AIRWAVE system, given the capacity issues that may arise during the Olympic Games. With the world's eyes on the UK, we need to have proactive security during the Olympic Games, rather than just a ceremonial deterrent.



*A burnt car in Tottenham following the August 2011 England riots*

out simultaneous multiple attacks aimed at causing political, physical or economic damage, utilising the 'Mumbai-style' attack model. Simultaneous attacks aimed at Critical National Infrastructure targets have already been seen in the devastating July 2011 attacks in Norway by Anders Breivik. In addition, practical measures need to be adopted that reflect real-world changes. These include steps which place a greater emphasis on

be a day of protest. As we saw in 2010/2011, there is a very real prospect of these legitimate protests being hijacked by individuals wanting to cause considerable damage. Also, the threat of a 'lone wolf' attack is still very apparent. The UK needs proactive security with trained police officers. Her Majesty's Inspectorate Constabulary stated the Army should not be needed during instances of public disorder, but rather, there should be a radical

#### Author profile:

SIRS Consultancy is a UK-based specialist intelligence, security and geo-political risk consultancy. Members of their management team have worked in senior roles across many diverse industries and also have significant academic experience. For more information contact: [info@sirsconsultancy.com](mailto:info@sirsconsultancy.com)



# ARE PETS IN YOUR EVACUATION PLAN?

*Animal welfare may not always have priority in emergency planning; the need to plan for animal disease response is readily recognised but work to recognise the importance of animal welfare in evacuation is more problematic. Emergency planners work on the priority of keeping people safe but, **BARBARA SHARRATT, SOUTH WESTERN BRANCH** asks, are pets part of the picture?*

IN 2008, I recognised a gap in plans for evacuation and began work to address this. Government guidance underlined the importance of planning but this work needed dedicated time and effort to truly reflect the issues. I was fortunate to be involved in the development of evacuation plans for the LRF and latterly, Somerset; this gave a pathway to enable tentative steps to explore the issues.

## Where to begin?

It made sense to see if others in emergency planning had progressed on this. An invitation in Resilience's predecessor Blueprint yielded a very useful reply from Tess Sprayson, a Consultant and Vet from Rill UK, who has international experience in disaster recovery. Tess provided enthusiasm and sound advice and agreed to assist in the work to develop a policy to assist evacuation plans. Work began to bring together a group of interested parties involved in animal welfare. I considered it important to recognise the role of the many voluntary agencies involved in animal welfare and the vision included some of these key agencies working alongside the statutory organisations in the development of a plan. In June 2008, the first meeting of the Evacuations and Animal Care Working Group was called and I was delighted to receive so many positive replies. We had representation from the RSPCA, British

Horse Society, the Farm Crisis Network, Defra AHVLA, World Horse Welfare, Heaven's Gate National Animal Welfare Trust and Somerset County Council Animal Health and Welfare.

A neighbouring county council also attended and added their knowledge to the group. The aim of the group was to consider the risks relevant to Somerset and to address the welfare of pets and livestock in the LRF evacuation plan. It was necessary to look carefully at the care of pets in Emergency Rest Centres. How would rest centres cope with larger numbers of pets? I questioned our ability to cope.

## Early days

These early meetings seemed to uncover a mass of issues and challenges. It all seemed too complex to consider. What about livestock, horses and exotic animals in the community? The list seemed endless. It needed perseverance and determination to find a way forward.

In time the NFU joined the group and added considerable information from experiences in flooding within the UK. The Environment Agency offered their expertise to the group. Horserworld, a large equine rescue charity, joined the group and added their skills and resources to the pool. Finally, a large agricultural showground, the Royal Bath and West of England Society, encouraged and facilitated the work through

magnificent offers of land and resources to assist animal owners in an emergency. In summary, the group identified the following issues:

- People being evacuated will often refuse to leave their pets. If they are forced to go without them they will go back and put themselves, and others, at risk
- In short term evacuations pets may be better at home and in familiar surroundings
- Animal owners need to be encouraged to have contingency plans
- There is a need to recognise the welfare of all animals in evacuation, including livestock and horses, and plan accordingly
- It is important to recognise exotic pets within the community
- The group will need to consult on its plans; many farmers have sound contingency arrangements and these needs to be recognised.

## Moving forward

Work has progressed to fulfil the aims of the group. With the assistance and expertise of Tess we developed a range of leaflets to inform animal owners about steps they can take to help themselves. The leaflets, How to Protect your Livestock/Pets/Horse, Pony or Donkey in a Disaster, were produced by Tess in 2009 and are in wide-circulation





*Reps from British Horse Society, EA, Royal Bath & West Showground, Somerset Local Authorities CCU (author pictured with the RSPCA Innovator Award 2009), RSPCA and Somerset County Council Animal Health and Welfare.*

throughout Somerset. The Avon and Somerset LRF then agreed to purchase the copyright and the leaflets are now available to interested authorities across Avon and Somerset.

The leaflets have provided a tangible outcome for the group, but in addition work had progressed to the development of a plan for animal welfare in evacuation. This plan dovetails with the evacuation plans already in place and integrates animal welfare in the overall response.

Central to the plan is the Animal Welfare Support Network - the range of agencies and organisations that have been involved in the work and are now offering staffing and resources to assist. We have been pleased to welcome the Countess Mountbatten's Own Legion of Frontiersmen, a uniformed voluntary organisation, which has undertaken training in the management of equines in an emergency. We now have a range of capabilities, access to consider-

able knowledge and expertise and a willingness to work together to help animals in an emergency.

However, there is work to do. The large-scale evacuation plans need to identify additional resources to assist owners and their pets to stay together. We need to con-



*Tess Sprayson*

tinue to cascade our leaflets throughout Somerset and to encourage other local authorities to develop this work. We need to ensure that our plans are integrated into emergency exercises; there is always room for more learning and new ideas.

## Recognition

I was delighted when the group was recognised through a Somerset Civil Contingencies submission to the RSPCA Community Animal Welfare Footprints, in 2009, achieving an Innovator and Gold footprint award. This has been followed up with a runner up award in 2011. I was also pleased to receive a Welfare Award from the British Horse Society in 2010; this truly reflects the dedication and sheer hard work of the many agencies and organisations now involved.

There is the potential to duplicate this work elsewhere. Many agencies and organisations are national bodies which would welcome the interest. Other counties have agricultural show grounds. I know many emergency planners have put time and effort in the development of information and plans, I merely wish to inform regarding the potential for this type of planning and underline the willingness of non-statutory organisations to get involved. It has been a privilege to work with some wonderful people and to learn much about the interdependencies of animals and humans when it matters.

### Author profile:

Barbara is a Senior Civil Contingencies Officer with the Somerset Local Authorities' Civil Contingencies Unit; the working arm of an emergency planning partnership of local authorities across Somerset.

# THE STORY OF DISASTER ACTION

## Part II

By Dr Anne Eyre [anne.eyre@traumatraining.com](mailto:anne.eyre@traumatraining.com)



*IN THE last edition of Resilience the background and origins of Disaster Action (DA) were outlined in relation to the decade of disasters in the 1980s. In this instalment the establishment and development of this unique charity are described. Charismatic leadership, dedicated commitment to founding principles and a consistent and clear focus from the outset help to explain how and why the organisation has sustained and evolved up to the present day.*

### How it all began

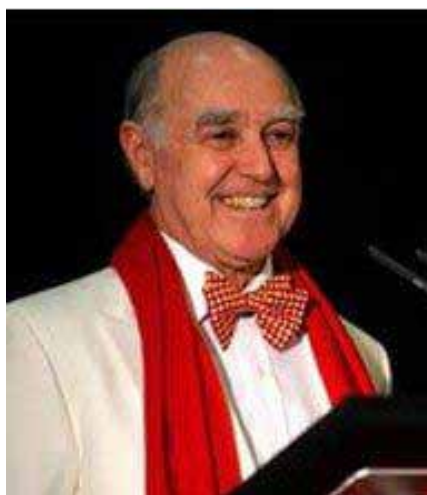
After each major disaster support groups were formed by relatives, friends and survivors to help those directly affected. These groups continued to work, cope and campaign on issues relating to their own tragic circumstances.

It was Maurice de Rohan AO (Order of Australia) OBE who had the foresight to bring together those groups and individuals affected by the series of preventable tragedies in the late 1980s and saw the potential to build on the unique perspective of those directly affected.

The death of his daughter Alison and son-in-law Francis in the 1987 Zeebrugge ferry disaster marked a turning point in his life; along with survivors and others similarly bereaved he started the Herald Families Association, their purpose being to secure justice and to create awareness of the need for higher standards of ferry safety. Their concerns were with the law and the prevention of disasters, but also with the practice of management and the governance of corporate bodies.

Maurice also looked beyond the tragedy at Zeebrugge and his own personal circumstances and could see

the common concerns across the events unfolding in the 1980s. It was this that inspired him to reach out and invite others to come together to talk to each other.



Maurice de Rohan AO OBE

### The first meetings

As a result of an invitation from the Herald Families Association an informal meeting was held in 1991 bringing together, for the first time, many of the separate disaster family groups. These included bereaved people and survivors from incidents such as the Kings Cross fire, the Clapham rail crash, the Lockerbie bombing, the Kegworth air crash, Hillsborough and the Marchioness riverboat sinking.

As expected, the groups discovered they had a lot in common. Everyone felt a great sense of relief from

knowing they could share their experiences and problems with others whose lives had been touched by disaster. A series of regular meetings began to take place. Founding members recall the huge emotion that was omnipresent in those first meetings and how fractured and difficult they were; after all, it was so soon after all their personal tragedies.

### Founding principles and leadership

DA was established out of their collective will to see a more just and safer Britain and was publicly launched on 30 October 1991. The name Disaster Action was chosen carefully. Maurice de Rohan explained that it recognises the organisation came into being because members had all been directly affected by disasters and, more importantly, to convey a sense of moving forward in a positive, constructive way with action resulting from those experiences.

Maintaining the independence and autonomy of the organisation was a clear and constant objective for DA. From the outset Maurice was clear people should think long and hard about sources of support; this principle reflected the determination that lack



of funds would not deter the work that needed to be done. In those days and circumstances, supporting 'disaster victims' to come together was not a popular cause and there was little, if any, external support. People's desire to meet was satisfied by members finding their own ways to get together and securing a room for free or else meeting in someone's front room. It was also, in part, about political independence and freedom; another key principle was self-determination and the wish not to feel and be dependent on external help from others, particularly those who might potentially bring political pressure to bear.

In his inaugural speech, Maurice highlighted DA's aim and two broad objectives of being supportive and preventive:

"On the supportive side, DA wants to use the experience of its members to help those who may be affected by future disasters. For instance, one of our aims is to publish a suite of leaflets which can be made available to people after a disaster which may help them understand what they may go through over the coming weeks and to indicate where they can go for help and support. The leaflets will address issues such as trauma, counselling, legal services, and compensation.

"The preventive role for DA is to do whatever we can to ensure disasters do not occur and we see our efforts directed into two main areas. Firstly, we want to encourage all organisations that have a duty of care for the safety of people (their customers and their employees) to accept this responsibility resides with the people at the top. We would like to assist in the definition of what that

responsibility means and how it can be properly discharged because we feel there is a lack of clarity in many boardrooms, and among senior management, on what this responsibility means.

Our aim therefore is to raise the level of debate on the subject of corporate responsibility. We see this theme as positive and beneficial, not only to the community at large, but also to organisations, as these matters are better understood.

"Secondly, in parallel with action on corporate responsibility, DA also sees the need for change in the law as it relates to 'corporate manslaughter'. We believe there needs to be a significant sanction against the corporate body which has been reckless or grossly negligent. DA also feels there is a need to question matters of safety where there may be a risk to people's lives, particularly in the transportation field. We will do so whenever we believe there is such a need to question the actions of Government or business."

### **Membership of DA**

Membership of DA was, and remains, open to anyone regardless of nationality, who has been involved in a disaster in the UK, or who is a UK citizen and has been involved anywhere in the world, or who is a member of a UK-based disaster support group. An Executive Committee was also established at the outset. Associate members who supported DA's work were also invited at the beginning, though as time went by the membership evolved into one of those directly affected as survivors or bereaved people. Given the fluid and informal nature of membership (there are no subscriptions for ex-

ample) it has always been difficult to quantify exactly the size of the membership of the organisation. This is further explained by the fact that the nature of individuals' engagement with DA and its size has understandably tended to wax and wane over time.

One member has used the following analogy that offers an explanation of what DA is: *"It is a special kind of family. With any family come frustrations, common concerns and extremes of emotion both good and bad. We accept each other for what we are, the crankiness and the fragility as well as the warmth. There is the core group at the heart of it all. There are the slightly more distant 'family members' who turn up every so often and bring something with them, sometimes helpful sometimes not. There are those who just want to belong and hear what is happening. At the same time, DA judges no one who sees themselves as survivor, or is bereaved. We offer what help we can, and expect nothing in return. Sometimes people join, sometimes we never hear from them again."*

For some of the first participants in the early meetings it was perhaps too soon after their disasters. Some came to the early meetings but did not remain connected, and over time membership varied according to people's personal circumstances, their ways of coping, developments in the resolution (or not) of their own particular disasters and degrees of interest in further collective engagement. For these reasons it is fair to say the active membership remains small, generally focusing on those on the Executive Committee supported by a broader network of af-

filiales. The bulk of the daily and weekly office-based tasks were carried out initially by the Director/Secretary who was in the mid-1990s joined by an Operations Manager. This role was by 2003 entitled Executive Director.

#### **Disaster Action members:**

- Mumbai (terrorist attacks, 2008)
- Dahab bombing (terrorist attack, 2006)
- Sharm El Sheikh bombings (terrorist attack, 2005)
- London bombings (terrorist attack, 2005)
- Al Khobar, Saudi Arabia (terrorist attack 2004)
- Tsunami (South East Asian Tsunami, 2004)
- Ufton Nervet (rail crash, 2004)
- Bali bombings (terrorist attack, 2002)
- 9/11 (terrorist attacks in the US, 2001)
- Ladbroke Grove (rail crash, 1999)
- Southall (rail crash, 1997)
- Dunblane (school shootings, 1996)
- Hillsborough (football stadium crush, 1989)
- Marchioness (riverboat sinking, 1989)
- UTA-772 - Niger, Africa (aircraft bombing, 1989)
- Piper Alpha (oil platform fire, 1988)
- Clapham (rail crash, 1988)
- Jupiter, Greece (cruise ship sinking, 1988)
- Lockerbie (aircraft bombing, 1988)
- Zeebrugge (ferry sinking, 1987)
- Enniskillen bombing (terrorist attack, 1987)
- King's Cross (underground fire, 1987)
- MV Derbyshire Family Association (cargo vessel sinking, 1980)
- Aberfan (coaltip slide on school, 1966)

#### **Funding support**

In June 1991 the Joseph Rowntree Charitable Trust (JRCT) generously agreed to allocate funds to DA from its corporate accountability programme. In the early days DA kept going by 'begging favours from all and sundry' but obviously needed to put the organisation on a firmer financial footing.

Having for over a decade operated on the basis that members' contribution to the charity was almost entirely voluntary and unpaid, in mid-2003 the Executive made the decision to approach the JRCT for core funding in order to offer remuneration to the Secretary/Director and Executive Director. When the JRCT again agreed to provide core funding in 2005, for a further two years until 2007 this was to alter radically the contribution that DA was in a position to make to the furthering of its core aim and objectives, and most importantly, to the evolving thinking and development around humanitarian assistance in the aftermath of disaster. It has accelerated the charity's level of participation in this work to a significant degree.

Apart from this funding, the main source of income over the years has been from occasional one-off gratuities from organisations such as the British Red Cross Society, the fees the charity receives when members speak at major emergency seminars and conferences, and from the publication of leaflets, occasional articles and books.

#### **The challenge to survive**

DA has consistently resisted applying for, or receiving, core funding from Government due to the importance of retaining its status as independent advocates. While this

has clear benefits in terms of freedoms, the cost has to operate on a shoestring and uncertainty about the sustainability of the organisation from year to year.

Grateful for the funding by Rowntree until November 2007, it became clear that DA effectively required core funding of £36,000 per annum to continue to function. A successful application resulted in grant support from the Esmée Fairbairn Foundation which will cease at the end of May 2012. Fundraising and financial security not only remains an on-going challenge but threatens the very survival of DA. While economic austerity is currently affecting all organisations, the very qualities which set this small charity apart, including its political independence and wish not to need to grow its membership, exclude it from funding opportunities available to more mainstream causes doing good work on behalf of others.

Here again the unique character of the organisation is evident. DA does not merely represent the interests of survivors and bereaved people. As its Executive Director commented "we are those people". Building on their experiences over the years the organisation developed and grew, fighting for and seizing opportunities to influence and improve the changing world of emergency management policy and practice.

- In the next instalment - Disaster Action's role and contribution to emergency management over the last 20 years.
- DA would be interested in any feedback, e-mail: [pameladix@disasteraction.org.uk](mailto:pameladix@disasteraction.org.uk)

**STUDENT**

# THE UNETHICAL NATURE OF OUR MEDIA

**T**he media had quite a year in 2011, though not particularly in a positive way, *WRITES GENEVIEVE GOATCHER*. Much of the headlines were consumed with the ever unfolding stories regarding the News of the World phone hacking controversies which came to a head over the past few months. Renewed questions about ethical practices within the media have been posed, and the topic has been considered not just by professionals in relevant areas, but by the general public. During the Japan earthquake and subsequent tsunami, there was a large amount of media coverage, some of which was quite upsetting.

I was personally affected by this when I viewed a clip of the frighteningly fast debris-filled waters approaching a road in Fukushima; a moving vehicle, presumably being driven, was engulfed by the water and disappeared despite a desperate attempt to drive away. I felt a genuine emotional reaction to seeing this, as the BBC had essentially just televised a human death during a disaster. Although no human was visible, it was still a disturbing image which left many questions. There are countless other examples of images from emergencies and disasters which have ethical issues including the 'jumper' photograph from 9/11, which showed a man leaping from a great height out of one of the Twin Towers, and the 7/7 bus photograph which is frequently used without respect for the deceased or consideration for how it may affect the bereaved upon seeing it.

Seeing such images can and does have a detrimental effect upon people's emotional and mental wellbeing, regardless of direct personal involvement. The technology we have today enables us to be aware of events which are happening all over the world as they unfold, to communicate with those directly involved and those who can help, and particularly for international disaster relief it can be of great help. For this, we should be grateful and continue to take advantage of the interconnectedness technology can bring us. However, 'instant' media such as live video feeds can often neglect ethical considerations, and particularly with the 'permanent' nature of the internet,

once such mistakes have been made they cannot usually be undone. Disturbing images are released daily, particularly on televised news coverage, and although they usually come with a warning, such warnings are brief and only provided mere seconds before the images shown. They are also more often than not shown before the watershed, making upsetting footage more readily available to children. The media often presents past and even current disaster and emergency situations as a terrible thing which happened, which we should not forget for one reason or another, but it is often forgotten that said terrible things happened to people who may be affected by graphic images being frequently forced upon them.

I have previously written that certain disasters are widely covered by the media as they occur, and then 'forgotten' as they cease to be newsworthy, despite those directly affected continuing to live the situation (Goatcher 2010). In a similar way, those who are personally affected by viewing upsetting images in our media will continue to be affected once the images are no longer before them.

So why are images which may potentially be psychologically damaging used so frequently and without ethical consideration? Perhaps our society is simply so accustomed to upsetting images that we have become desensitised towards them. Or perhaps we have become so lacking in human compassion that without distressing images we cannot empathise with the plight of others, and therefore we need these images. It is more likely a case of media corporations being unable or unwilling to place ethics before drawing in readers and viewers, and in the case of the News of the World journalists' activities, gaining stories. One can only hope the revealing nature of unethical practices within such media corporations can change practice for the better.

**What are your thoughts on this matter? Send your views to Sam Mendez on [media@the-eps.org](mailto:media@the-eps.org) or write to the EPS, Media Centre, Culverhouse Cross, Cardiff, CF5**



# CRISIS PRONE VS CRISIS PREPARED

## IS YOUR ORGANISATION TRULY RESILIENT?

By Kevin Claxton, South Eastern branch

*MOST of the little authoritative writing covering business continuity relates to national or international standards such as British Standard BS25999 (BSI 2006). However, there is much academic discussion regarding crisis management which debates how organisational culture and leadership of organisations impacts upon ability to prepare for, and respond to, emergencies. This demonstrates an organisation's resulting crisis-preparedness or crisis-proneness. This article seeks to identify and comment on prerequisites for preparedness.*



*The Herald of Free Enterprise*

"An organisational crisis is a low probability, high impact event that threatens the viability of the organisation... characterised by ambiguity of cause, effect and means of resolution, (and) by a belief that decisions must be made swiftly" (Pearson and Clair 1998). "This must therefore incorporate extreme threats to continued organisational existence, involving further disruption and risk, and to image and product" (Fink 1986).

An organisation must be effective at crisis management if they are to survive and skills must be practised, honed and perfected. This torturous

journey may be the route from 'crisis prone' to 'crisis prepared'. It is important to "focus not only on crash management – responding to the crisis – but also on why crisis happen in the first place and what can be done to prevent them" (Pauchant & Mitroff 1992). What makes an organisation prepared and resilient? Boin and Lagadec (2000) state "there is no such thing as a routine crisis". If we cannot predict the nature of an emergency, case studies indicate that effectively doing well in avoiding or responding to the incident must be due to effective planning and response.

Disasters such as 9/11 are rarely due solely to the actions of a single individual or occurrence. Almost uniformly a major disaster is the result of deep defects in structure and culture of the entire organisation, as in the Zeebrugge Ferry disaster. Focusing blame on one person does not solve the problem. "Crisis management is just as much about being properly prepared, and having a 'resilience umbrella' including an effective response capability" (Bazerman and Watkins 2004).

Resilient organisations learn in 'isomorphic' ways (Toft & Reynolds 1997), utilising

## STUDENT

skills to learn the lessons not only of similar, but also disparate organisations. What happens after a crisis may distinguish the crisis prepared and the crisis prone? Corroboration is provided by Elliott *et al* (2002): "The lessons help the organisation to be prepared for the next occasion - if you don't actually prevent it by preparing effectively". Learning which *should* come after the recovery provides "an opportunity to change those elements which helped create the potential for a crisis in the first place" (Elliott *et al* 2002).

Bazerman and Watkins (2004) demonstrate the ability of organisations to manage crisis being critically linked to their culture and leadership. "We view it as the responsibility of executives to identify the predictable surprises that exist in their organisation". Culture, which is "not a thing, but a complex and dynamic property of human activity systems", plays an integral part in resilience, and must permeate through the organisation (Waring 1992). Bazerman and Watkins (2004) label only small numbers crisis-prepared organisations, stating that "most of us are willing to run the risk of incurring a large but low probability loss in the future rather than accepting a small sure loss now. We only address significant problems after we have experienced significant harm. While the vision to identify Predictable Surprises is rare, the courage to do something about them is rarer still".

The 9/11 event resulted in the loss of the World Trade Centre and more than 2,000 lives as well as tourism, travel and

Government costs, bail-outs to airlines and thousands of job losses. Add costs of wars, Homeland Security measures and Armed Service injuries and estimated costs are \$500million per year. Meanwhile, auditing failures evident at Enron and auditors at Anderson resulted in \$618m losses in the third quarter of October



2001; the largest loss in US history. This led to \$1.2b lost shareholder equity, stock plunging, Anderson staff destroying legal documents, 6,000 jobs lost, and Government investigation into the collapse of Enron. Bazerman and Watkins demonstrate that while these exact disasters could not have been pre-identified, sufficient information was available to clearly indicate that 'predictable surprises' were likely. Similarly, "the general failure to see connections between seemingly disparate things is one of the biggest factors responsible for large-scale crisis" (Mitroff & Pauchant

1990).

Recent history is littered with examples of organisations being involved in crippling crisis. In Hurricane Katrina, 9/11, Enron, Bhopal, Exxon Valdez, Challenger, and in British rail disasters, it is academically established beyond doubt that crisis-prone organisations have failed to learn lessons identified previously. Bazerman and Watkins cite two culprits: "first, people view compromise as reasonable behaviour. But... when organisations have made compromises between reforms and maintaining the status quo, [it] has had overwhelming influence, and the corrupt system remains. Second, after a predictable surprise, parties engage in political behaviour to ensure they do not suffer the consequences - even when they contributed to the disaster". So, when Hidden (1989) reported on the Clapham Junction rail crash which killed 30 people in 1988, it clearly indicated that previous incidents of Wrong Sided Failures in previous incidents at Oxted (1985) and Queenstown (1988) were unheeded.

"Leaders are responsible for ensuring that organisations learn from previous mistakes, thereby impacting culture change". Bazerman & Watkins state "we often fail to prepare for Predictable Surprises,





because of the natural human tendency to maintain the status quo. The belief that an organisation is immune or exempt from a major crisis is the cornerstone of the crisis-prone organisation.

"Individuals, organisations and Governments have a strong tendency to discount the future" (Bazerman and Watkins 2004).

Enron would have had to spend large sums of money for little perceived benefit, however retrospectively long-term savings would have been huge.

The effectiveness and personal skills of leaders logically also has bearing and impact on the culture and performance of the organisation. As in Hurricane Katrina, unprepared leaders bear responsibility for under-developed organisational culture. Poor preparedness for or response to crisis is unsurprising. Elliot *et al* (2000) refer to 11 barriers to organisational learning, but should these perhaps be the leaders' barriers?

Crises will continue, and in a developing world continual change is certain. Resilience is a key requirement for organisations requiring "an investment of resources ... proportionate to the size / complexity of the business. Many seek to minimise expenditure on

investment which offers no forecast commercial return. Consequently, planning for emergencies is often overlooked or under-resourced. Experts therefore agree the first requirement... is securing the commitment of management at board level" (UK Home Office 1999).

Effective crisis-prepared organisations are, upon examination, very different to their crisis-prone counterparts. This is the case whatever the organisation, whether they are a merchant bank, or a branch of the armed forces. Mitroff & Pauchant state two factors are needed:

- Individual moral leadership and character
- Corporate character, conscience or culture.

Therefore "systematic change is necessary to eliminate 'Predictable Surprises'. Preventing them necessitates changing traditional approaches to problems. The challenge to leaders is to block the destructive political behaviour of those who would be negatively affected by the change, even if these people are leaders themselves. The challenge is for leaders to be courageous and stand up to special interests" (Bazerman and Watkins 2004). The resilient organisation is likely to be one in which two

factors are apparent:

- Confident and self-aware leaders, comfortable with the concept of a learning organisation and able to defer when appropriate to the knowledge and advice of skilled resilience practitioners, but also equally able to assume command, 'sense-making' and acting appropriately in response to a crisis
- An open and developed culture where the skills of individuals are respected, a business continuity management programme is embedded, resulting in the development of a 'resilience umbrella', unifying many management processes (Smith D), providing a stable and resilient platform on which the organisation can conduct its business operations as safely and effectively as possible, and responding effectively when required.

These two key requirements will together serve any organisation well, ensuring an embedded process of successful crisis management, rather than 'crash management'.



About the author: Kevin Claxton is a Resilience Manager for NHS Sussex and an MSc EP and management student at Coventry University.



# HAZMAT INCIDENT GUIDANCE LAUNCHED

**By Peter Boorman, South Eastern branch**

THE care of potentially contaminated casualties is a contentious topic, highlighting issues around the safety of responding personnel and the potential delayed recovery to normal business. Experience during the 1995 Sarin nerve gas release on the Tokyo underground showed primary and community health care resources are just as likely to be accessed as acute A&E services, and that they remain vulnerable without the provision of adequate planning and preparation.

Furthermore, exercises conducted in South West London in 2006 (Exercise Tamino) and 2009 (Exercise Gerhard) highlighted practitioners in both primary and community care continued to feel unprepared for a chemical, biological, radiological or nuclear (CBRN) incident. This was against a backdrop of an increased number of reported incidents involving chemicals across London and a raised risk profile of terrorist activity following the London Bombings of 2005.

A project group was brought together under the South West London NHS Emergency Preparedness Network to design and produce guidance that would fill the current gap identified. A decision was taken not to use the term CBRN, it was felt it would not be easily understood within a non-acute healthcare setting; instead the term hazardous material was adopted - this encompassed both the CBRN and Hazmat elements of a response.

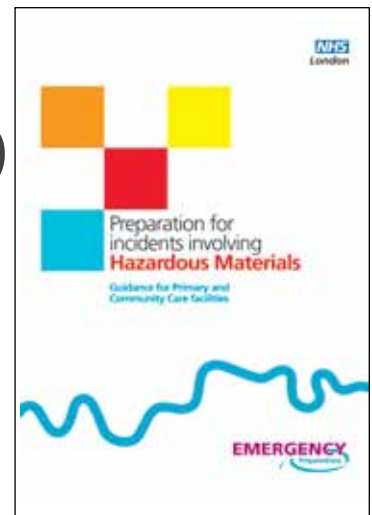
The project set about to produce practical guidance which could be easily utilised within a variety of primary and community health care settings. The aim was to enable front line primary and community care practitioners to recognise the early signs that an incident had occurred, then to adopt simple planning and response principles that would direct basic care to be provided to any self-presenting casualties, while at the same time protecting existing patients, staff and property from secondary contami-

nation. The guidance produced underwent a period of consultation with a number of key stakeholders who provided input to the final product.

The final guidance takes the form of a comprehensive pack; a folder contains an introduction, practical information and a glossary. Inside there is a fly leaf which contains action cards, templates and other practical resources which are laminated for resilience. The aim of providing the guidance in this format was to reduce the amount of work needed to be undertaken locally, acknowledging the already extensive workload priorities of those practitioners the guidance is aimed.

The guidance pack has been distributed to all GP practices and community pharmacies across London – more than 3,000 premises. Copies have also been made available to local NHS emergency planners in the PCT clusters and provider organisations. Finally, a training package has been designed, in conjunction with the Health Protection Agency's Emergency Response Department in Porton Down, to support local distribution and training.

Roll out of the guidance in preparation for the 2012 Olympic and Paralympic Games in London continues and the production of a training DVD is being explored. Elements of the guidance underwent testing during the table top Exercise Pamino in November 2011.



Peter Boorman has 23 years' experience of working for the NHS, initially in a clinical role as a registered nurse, but more recently in the field of EP, where he has gained experience in a variety of settings. [peter.boorman@london.nhs.uk](mailto:peter.boorman@london.nhs.uk)

*This edition of the research digest is the first of two to feature the work of a selection of researchers. Here, they provide summaries of recent emergency and disaster related research. If a research please send them to Jeffrey Goatcher, Research Digest; we are always very grateful.*

### **The Crucial Role Social Support Plays in the Fire Service**

North, C. S., Tivis, L., McMillen, J. C., Pfefferbaum, B., Cox, J., Spitznagel, E. L., Bunch, K., Schorr, J., & Smith, E. M., (2002). *Coping, Functioning and Adjustment of Rescue Workers After the Oklahoma City Bombing. Journal of Traumatic Stress, 15, 171-175.*

North et al (2002) investigated resilience to workplace trauma amongst fire service personnel. Evidence suggests fire fighters may not be as at risk of post-traumatic stress disorder as the general population in contact with the same events. This longitudinal research interviewed employees of the fire service after a particularly severe accident and found the experience, in many cases, boosted job satisfaction, especially when they sought social support. The researchers suggest this may be a result of either 'toughening' during training or the selective processes during job application, although there are some questions of the voluntary sample used that it may have skewed the data.

The coping strategies were also explored in the sample and while alcohol cropped up as one common method, North et al (2002) noted there is a more healthy coping strategy by the fire-fighters - in 31% of cases social support is sought. Furthermore the fire fighters who did not have this support were more likely to develop PTSD and have lower job satisfaction. Given the good adjustment of the fire fighters with friends and family, the real world implications suggest there ought to be support available for families to allow them to facilitate their emergency service spouse or family member. **Lydia Harkin**

### **Don't panic: Really, they don't panic**

Cocking, C., Drury, J., & Reicher, S. 2009. *The Psychology of crowd behaviour in emergency evacuations: results from two interview studies and implications for the fire and rescue services. The Irish Journal of Psychology. 30(1-2). PP.59-73*

Over the past few years the world has become more volatile seeing increases in terrorist activity and disasters which involve huge numbers of people. This has led the psychological research to focus on how crowds of people behave in hazardous situations. Cocking, Drury and Reicher (2009) conducted qualitative research survivors of 7/7, 9/11 and the Hillsborough disaster where accounts from survivors suggested many people's behaviour was motivated by concern for other people's wellbeing. They reported feeling a collective unity with other survivors, and their actions were calm and thought out. These findings will help dispel the enduring myth that crowds panic when under extreme circumstances; provided with adequate information about the situation they are in can lead to constructive and helpful decisions which help save lives. This paper is part of a growing body of research which can effectively inform how emergency operations might further improve crowd evacuation procedures. You will note I have amended the final sentence. This is to make it less bossy. The original came across as somewhat hectoring, and seemed to presume the emergency services were contributing to deaths in disaster... this would not go down well with professional people whom you are trying to communicate with and whose behaviour you are seeking to influence. **Kellie Turner**

### **The 'Rescue Personality' and 'Red-Green' implications**

Salters-Pedneault, K., Ruef, A. M. and Orr, S. P. (2010). *Personality and physiological profiles of police officer and firefighter recruits. Personality and Individual Differences, 49, 210-215.*

Many Psychologists have investigated the idea of a 'rescue personality' based on the idea that those who apply to join the emergency services have personality traits in common. Salters-Pedneault, Ruef and Orr have investigated whether there may be certain personality traits which predict which emergency services profession people will be drawn to. Specifically, they employed personality and physiological measures to examine similarities or differences between the police officer and firefighter recruits. The participants were 206 police and firefighter recruits who were already participating in a larger study of mental health outcomes. Secondary analysis of this data formed the current study, several differences were found between the two professions: police service recruits scored higher on measures extraversion and conscientiousness, specifically dutifulness and deliberation than firefighters. Firefighters were

*on of Politics, Sociology, and Psychology students at Nottingham Trent University. Any students wish to provide their own summaries of disaster and emergency related by happy to encourage the next generation of disaster and emergency researchers!*

found to have a higher heart rate and levels of skin conductivity, which suggests an alertness and 'readiness for action'. This implies there may be no singular 'rescue personality'. This may be significant for debates about 'Red-Green' service integration. In the shorter term, however, these results are interesting because Critical Incident Stress Debriefing intervention, widely used in the emergency services, is premised on an overarching 'rescue personality'.

**Charlotte Weaver**

## Mega fires and Fire Management

*Maditinos, Z. and Vassiliadis, C. (2011) 'Mega fire: can they be managed effectively?' Disaster Prevention and Management, Vol. 20, No.1, pp. 41-52.*

Wildfires are a disaster phenomenon which can become 'mega fires', resulting in widespread social, economic, environmental and cultural destruction. They are characterised by multiple initial fire spots, extremely high fire-line intensities, a very long duration period and a very large extent of burn area. In their research, Maditinos and Vassiliadis (2011) analyse two recent and major fire events in order to provide a conceptual framework for disaster management in the pre, during, and post-disaster management stages of mega fires. Specifically they examined and compared the August 2007 fires in Greece, and the October 2007 fires in California.

The social, economic, environmental, and cultural repercussions of the Greek experience was far greater than that in California. This suggests several factors of the Greek prevention and response regime were weak. By contrast, in evaluating the California case, Maditinos and Vassiliadis identified a three-level approach, well established in the preparation and mitigation phase: clear evacuation plans, including active engagement of local citizens, locally available prepared equipment and personnel, and a unified multi-service command and control structure. The well-established and tested American experience provides a proven template for mega-fire response that is, in principle, transferable, local socio-economic, cultural, and political resources notwithstanding. Importantly, the negative impacts of these mega wildfires can be minimized by implementing policies, plans and grassroots measures well before the disaster occurs. **Jennifer Cordingley**

## Social vulnerability and disaster impact

*Cutter, S. (2006) 'The Geography of Social Vulnerability: Race, Class, and Catastrophe', in Understanding Katrina: Perspectives from the Social Sciences, (2006), Social Science Research Centre. Available at <http://understanding-katrina.ssrc.org/Cutter/>*

Cutter's paper is concerned with the devastating hurricanes which wreaked havoc in New Orleans in August 2005. Primarily her study deals with the lives of the more disadvantaged citizens of New Orleans, those the hurricane hit the hardest - the poor and African-American communities. In seeking to understand this disaster she examines the historical conditions which preceded the arrival of Katrina and Rita. She shows how a confluence of natural and social vulnerabilities led to the disaster; from Jean-Baptiste Le Moyne de Beinville's establishment of New Orleans in 1718, through the continuing human interaction with the environment, to present socio-economic inequalities.

New Orleans was and remains a hub for trade and was always prone to environmental mishaps, and Cutter mentions many significant historical examples of New Orleans' interaction with the environment. During the 1950s and 1960s there was a large rural migration of African-Americans into New Orleans. This led to establishment of African-American communities in deprived and socio-economically and environmentally precarious areas of the city; Cutter concludes that race and class are major factors which create social vulnerability, mentioning vast rich-poor divide in America which has led to drastically varying life chances for its citizens. She ends her article with an attack on the failures of the American free-market social support system, by observing that 'Disasters are income neutral and colour-blind. Their impacts, however, are not'. **Dan Biggs**



# A POCKET-SIZED GUIDE TO DEALING WITH RADIOLOGICAL INCIDENTS

Dr Christine Norman, Senior Lecturer in Psychology at NTU

AIMED primarily at first responders and incident planners, this pocket sized handbook is the latest version of Jane's Chem-Bio Handbook revised to include information on dealing with radiological incidents as well as updating the guidance on chemical and biological incidents. As such, it provides all the information needed to plan for and deal with large or small scale chemical, biological, radiological or nuclear incidents whether deliberate acts of terror or accidents. Although written for the US market, the information contained in this book is internationally relevant, with the exception of the emergency contacts page. The authors are well placed to advise on latest practice and new developments based on their considerable expertise gained from years of experience in the field of emergency response and rescue and incident management. A strength of the handbook is tabbed sections for ease of access; a major consideration for use in the field. The sections include pre-planning, on-scene procedures and post-incident management followed by separately tabbed sections for diagnosis and treatment of each of the types of hazard (biological, chemical and radiological). The convenient,

pocket size style, together with the use of tabbed sections that direct the user speedily to the relevant information, make this an ex-



tremely user-friendly field guide. The tables and checklists of symptoms and treatments are very handy, although use would have been even speedier if these tables consistently used alphabetically ordered headings for diseases or chemicals. There are also useful appendices on personal protective equipment, a wide range of detection, identification and monitoring equipment, decontamination procedures, case studies and glossaries. The second strength of this its conciseness but this does not mean compromise on

coverage; it succeeds in containing comprehensive and up to date, relevant information, succinctly presented. This makes for a valuable resource for incident planners and trainers as well as first responders. The use of diagrams, tables and bullet point lists make for ease of access and clarity of understanding for all. In addition to diagnostic and treatment advice it contains a pithy version of the USA national incident management system guidelines on preparedness and a phased training guide which are particularly useful for incident planners and trainers. This handbook really is a one-stop-shop for all concerned with CBRN incidents. Its user friendly and succinct nature means it can be swiftly read from cover to cover but is also formatted for dipping into for a refresher on a topic or a specific piece of necessary information, in addition, of course, to its pocket-guide use in the field.

Garcia A.F., Rand D. and Rinard, J.H. (2011) IHS Jane's CBRN Response Handbook. IHS Global Limited.

# FROM WEDDING GIFT TO LIFESAVER



*Patterdale MRT pictured with Daryl, David and Andy*

A GENEROUS wedding gift that became a royal donation is now helping to save lives on the Cumbrin Hills. Ahead of the 2011 Royal Wedding, Prince William and his then bride-to-be, Miss Catherine Middleton, set up a Charitable Gift Fund so anyone wishing to give them a wedding gift could instead donate to their chosen charities.

Jaguar Land Rover took this generosity one step further by giving the couple a Land Rover and, as Patron of Mountain Rescue England and Wales, Prince William, handed on the gift to MREW. The Land Rover was to be kitted out and used as a rescue vehicle by one of the teams of search and rescue volunteers across the country.

David Allan, Chairman of MREW, said: "We arranged for the names of the 50 or so teams to be put in a hat and then, on his brother's behalf, Prince Harry picked out a winner at a recent meeting of

the Princes' Charities Forum. "Patterdale Mountain Rescue Team (MRT) is based in a beautiful, but challenging, part of the Lake District and the team's members were involved in a record number of rescues in 2010 – more than 80.

"Since the draw they've been liaising with Land Rover and others over the equipment for the new vehicle and have also arranged to pass on one of their Land Rovers to another team - Glossop MRT in the Peak District."

A couple of months ago, the Land Rover Defender 110 Utility Wagon was delivered to Huw Jones and his team at the North Wales Police Commissioning Centre (NWPCC) in Deeside; they have worked on the interior and exterior of the vehicle to create a state-of-the-art rescue vehicle including extra off-road capability, high-visibility livery and emergency services warning systems.

"We've worked on similar conversions over the past

six years," said Huw, "but we always knew this one would be high-profile because of the back story to the original donation of the vehicle."

In early September the finished vehicle was handed over to members of Patterdale MRT as part of an open day at NWPCC, attended by representatives of Jaguar Land Rover, Mountain Rescue England and Wales, and team members from about 15 of the volunteer search and rescue teams across England and Wales.





# EXERCISE GRIEF ENCOUNTER

By Ian Hardman, Welsh branch

A LARGE number of casualties resulted from a derailment of the 6am Milford Haven to Manchester passenger train service just outside Abergavenny.

Abergavenny Leisure Centre was opened as a Survivor Reception Centre (SRC) to care for non-injured passengers who needed to be interviewed by the police.

Fortunately, this major incident never actually occurred, but the scenario formed the backdrop to Exercise Grief Encounter - a multi-agency SRC exercise that recently took place at Abergavenny Leisure Centre in Monmouthshire, South Wales.

The live exercise, organised by Monmouthshire County Council's Emergency Planning Service, provided an invaluable training opportunity, bringing together colleagues from leisure, social care, health and libraries. As well as Monmouthshire County Council staff, Gwent Police, British Transport Police, Arriva Trains Wales (Rail Care Team), a range of voluntary agencies including the WRVS, British Red Cross, Radio Amateurs Network, Salvation Army, St. John Ambulance, RSPCA and members

of the clergy all participated in the exercise which aimed to validate and test arrangements for establishing and running a SRC. Volunteers were recruited to play the part of passengers rescued from the train and they played challenging roles to give staff an opportunity to gain the necessary experience. Members of the British Red Cross

used makeup to simulate minor cuts and bruises for a small number of the 'survivors' to assist with role-play for first aid scenarios. More than 120 'survivors' were cared for on the day, many of who displayed excellent acting skills! The feedback from volunteer 'survivors' was excellent, with the majority of them being happy with the care they received while at the SRC. The main issues that arose were related to police registration, for example, delays before registering and no organised queuing



RSPCA - pets area

system.

A multi-agency debrief was held a few days later to review the exercise against the original aims and objectives, and to identify all necessary changes to the response which would then be reflected in the Monmouthshire County Council Care Centre Handbook and other internal procedures.

It was generally agreed the exercise had been a great success and an excellent learning experience for all involved. For many staff working on the day, this had been their first taste of a live exercise and it proved to be extremely beneficial. Management was considered to be very good, as were the Care Centre Managers briefings; as a result, several issues that arose during the exercise were dealt with before they became major problems. The post of Assistant Care Centre Manager was seen to be essential. Procedures were followed and inter / cross agency relationships



Care Centre Manager





were good. Support from the voluntary agencies was invaluable and they worked well with each other and with local authority staff. Assistance from Raynet operators was of huge benefit – additional operators could have been utilised if they had been available. There were some uncertainties on who was dealing with what on the day but queries were relatively easy to resolve. It was acknowledged the presence of a Rail Care Team from Arriva Trains Wales was extremely beneficial. The system for registering survivors, though slower than anticipated, recorded the vast majority of survivors were registered by the police by the end of the exercise (with other details being recorded in police officers' workbooks).

A leisure officer, located next to the Police Registration Team to input survivors' details onto a spread sheet, was also very useful and provided an instant record of who had been registered at any given time. The police system of providing registered survivors with wristbands was also very effective in clearly identifying who had and hadn't been registered.

Taking into account the feedback received both from 'survivors' and participating agencies, the following recommendations arose from the exercise:

- Protocols to be developed for inclusion in internal directorate plans and in the Care Centre Handbook RE managing and co-ordinating the voluntary sector, delivering bad news, role of the clergy etc.
- Liaison needed on the day between the first aid provider and the police to ensure the details of survivors who were sent to hospital were still passed on to police.
- Police to look at their own internal procedures for registration of survivors to include internal resources/staffing and how to manage people's expectations as they wait.
- Clear communication to survivors RE numbers being registered should include regular updates on the information boards.
- A police officer should be located at the information desk to provide immediate feedback for survivors

vors on the registration process.

- Clearer identification of non-uniformed staff – tabards to include service/function.
- Police to consider locating a dedicated officer at the information desk to answer queries directly relating to police registration.
- A short summary of each organisation's main roles and responsibilities to go in the Care Centre Handbook so staff is clear on whom to refer queries to.
- The Care Centre Handbook to be expanded to highlight the benefits of using Raynet and to encourage activation to support the Care Centre Manager at an early stage – or initiate other mechanisms of internal communications at key areas.
- Additional ways of communicating information found in Survivor Reception Centre leaflets to 'survivors' should be considered, for example, verbal announcements, providing electronic information (in the form of a CD/ Powerpoint presentation) which could be put on rolling play giving basic information to survivors about the SRC, what they can expect, the agencies that are there to help them etc.
- Clearer guidelines/protocols to be developed to reduce ambiguity over the role of the 'willing helper'.
- Information on the role the RSPCA could undertake at the SRC in regard to the provision of pet welfare and the resources they could provide should be included in the Care

*First Aid - St John Ambulance*



The Emergency Planning Service will now address relevant issues raised by volunteer 'survivors' and recommendations arising from the joint agency debrief and reflect any changes in the Care Centre Handbook.

Monmouthshire County Council's Emergency Planning Manager, Ian Hardman, said: "I was overwhelmed by the response from the public in giving up time to support the exercise by volunteering to role play survivors from the incident.

"The excellent turn out, combined with their acting skills and willingness to throw themselves into the roles they were given, ensured staff working at the SRC was sufficiently tested. All the facilities provided and procedures followed were really put to the test.

"In addition, comments from the staff from the various agencies involved in running and managing the centre has all been positive – reporting the exercise has been an invaluable opportunity.

"As in the case of any real incident, the exercise has uncovered a number of areas where improvements to our response can be made and work will now begin on up-dating our procedures.

"Overall, the exercise was a great success for all involved – and I would like to take this opportunity to say a big thank you to all staff, agencies and volunteer survivors involved!"

## News in brief

### Fond farewell

IT IS with great sadness the Emergency Planning Society bids farewell to office manager Sue Evans, who has been at the hub of the Society for more than six years.

Sue was there at the beginning when there wasn't a single lever arch file in the Cardiff offices, and has worked hard keeping the directors in check ever since!

Having worked tirelessly for the past six years, Sue is happily retiring to help out on the family farm and is very much looking forward to grandmother duties when her daughter's baby arrives in the new year. The Society is extremely grateful for everything Sue has done, and she will be extremely missed at HQ.

Jo will be taking over Sue's duties at the office, which leaves the EPS to wish them both the best of luck for the future, and again, thanks Sue for all your hard work! Jo's e-mail is: [admin@the-eps.org](mailto:admin@the-eps.org)

### Diary date

IF YOU have an article that would be suitable for inclusion in *Resilience* you can e-mail it directly to Sam on [media@the-eps.org](mailto:media@the-eps.org) by April 16th for the May issue.

Guidelines on writing an article are available on the EPS website.

If you are interested in advertising in *Resilience* contact Christine Barr on 07759 372 353 or e-mail: [Christine@zestbuzz.co.uk](mailto:Christine@zestbuzz.co.uk)



# EMERGENCY PLANNING SOCIETY MEMBERS UPGRADE

## From Associate to Member

|                     |                    |
|---------------------|--------------------|
| Aileen McMann       | Scottish           |
| Barry Newell        | South Eastern      |
| David Howell        | Yorkshire & Humber |
| Dawn Bowers         | Northern Ireland   |
| Diane Walker        | North Western      |
| Donna George        | South Western      |
| Edward Spacey       | Eastern            |
| Eileen Grant        | South Western      |
| Ian Charters        | Yorkshire & Humber |
| Ian Collins         | South Western      |
| James Richardson    | York & Humber      |
| John Ashbey         | South Eastern      |
| Karen Emery         | East Midlands      |
| Mark Taylor         | North Western      |
| Matthew Steele      | South Western      |
| Melanie Dinnis      | West Midlands      |
| Michael Enderby     | West Midlands      |
| Michael O' Toole    | ROI                |
| Mike Long           | South Western      |
| Monica Kanwar       | London             |
| Paul Johnson        | South Western      |
| Phil Coutie         | South Western      |
| Steve Arundell      | London             |
| Steve Jenkins       | East Midlands      |
| Tim Owen            | Eastern            |
| Wendy Harnan-Kajzen | East Midlands      |

## Member to Fellow

|                 |                    |
|-----------------|--------------------|
| Alan Chowney    | Northern Ireland   |
| Bernard Kershaw | North Western      |
| Jamie Hogg      | South Eastern      |
| John Hodgkinson | North Western      |
| Keith Pearce    | South Western      |
| Paul Brown      | Yorkshire & Humber |

## Board update to members

### New Website

The Board is confident the testing and uploading phases of the website development is progressing well. The website will be launched in February at the same time as the Academic Journal.

### Conference 2012 & AGM

The Board is aware that many members are heavily engaged in the preparations for and the provision of support to the 2012 Olympics. It is anticipated that many will choose to take leave afterwards. With these factors in mind the Board will make a final decision for an Autumn 2012 and Spring 2013 event within the next two weeks.

### Corporate Membership

In response to frequent enquiries about corporate membership, particularly from business and industry sectors, the Board has agreed to introduce Corporate Membership. The details are to be finalised but this will not affect individual membership for professional practitioners. Corporate members would only be Affiliate level members.

### Board Webinar – Wednesday 22 February 2012

The next webinar will be an opportunity for you to hear from the Board and put your questions to Directors. We hope as many members as possible will make this an interesting and interactive session



# RESEARCH METHODS SERIES: ETHICAL PHOTOGRAPHY

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IN RECENT years, with the rapid development of digital technologies, photographic research methods have become increasingly attractive to social researchers. The advent of digital cameras and particularly the rise of high quality cameras in mobile phones have made these methods easier to use, as well as financially far cheaper given that processing costs no longer need apply. Such research may use photographic images as data in their own right, or as stimuli to generate other forms of data (for example to generate talk that then becomes the data to be analysed). These methods may be particularly appealing to researchers working in the area of emergencies and disaster given the visual appeal of such events is well established; during, and following, emergency events journalists routinely descend and capture images they then widely publish. Given this habitual dissemination of images by journalists it may appear researchers can similarly blithely capture and disseminate photographic images; however, is this really the case?

The ethical standards of journalists are not those of researchers. Social science research is generally based on fundamental principles of participant privacy, whereas the basis of journalism is to inform a wider public on issues of importance. This

journalistic purpose may then allow invasions of privacy if it is determined this is in the public interest; although what constitutes sufficient public interest to legitimatise such invasions is of course debatable, or there would be no need for the Leveson Inquiry (see Leveson, 2012). However, whether journalists' justifications for their activities are viewed as legitimate or not is a moot point. The key issue here is that research and journalism are different and that, given their different intentions and practices, it is not appropriate for researchers to use journalists' ethical standards and practices in relation to photographs. For example, it would not be appropriate for researchers to cite prior publication of images in a newspaper as a legitimate justification to continue their own dissemination of these same images.

Advocates of visual research, and I am one, have extolled the benefits that photographic images can bring to the research process (for example see Brunsdon et al, 2009). However it is these very elements, so beneficial for other research topics, that can become problematic when the research is centred in some way on emergencies.

## PROVOKING PAINFUL MEMORIES

One of the key benefits of incorporating photographs into the research process is that they can act as trig-

gers for memory, termed 'mnemotechnology' (Crang, 1997). The photographs can act as visual prompts to recall salient experiences for the participant. However, emergency events can be extremely traumatic to experience and those who have been through them, whether as someone directly affected by the emergency or as a member of response and recovery teams, may experience distress when recalling these events. 'Forgetting' is an excellent evolutionary strategy to protect us from the continual experiencing of pain and distress; but exposure to triggering stimuli can reactivate these painful memories so powerfully that memories not only recur but can even lead to re-experiencing the event. Researchers not only need to be aware of the potential for distress *before* using imagery to trigger memories but also need to have procedures in place to *remove* any distress resulting from the research process. However it is not only the possible distress of those who have direct experience of an event that researchers need to consider.

## EMPATHIC DISTRESS

Where images are included in the dissemination of research the researcher needs to consider all those who may end up exposed to these. Photographic imagery can be extremely powerful. It can literally allow us to see things

from someone else's point of view. Weber (2008) noted that photographs allow us to borrow someone else's experiences for a moment, to adopt their gaze for a while. Seeing through another's gaze in this way facilitates shared understandings of experience, as well as comparison with one's own experiences. This empathic response to photographs can be incredibly useful during the research process. However emergency events can generate graphic imagery that may be painful to view, regardless of whether the viewer has any personal connection to the event. The use of graphic imagery should therefore be avoided wherever possible and researchers should reflect honestly as to whether they are using images for genuinely necessary research purposes or merely for prurient 'shock value' purposes. Even where images are less graphic researchers still need to consider the impact that they may have. For example, the image of the bus destroyed in the 7/7 bombings is now ubiquitous and because it is merely a material object at first sight seems unlikely to distress. However, the time the bus was photographed is relevant here; it may just be an empty shell but it is possible it may also still contain the bodies of those murdered. To those aware of this fact, photographs of the bus may then actually create offence at the casual usage of the image and the lack of sensitivity displayed by others in doing so.

### **NUMBING IN THE RESEARCHER**

Before embarking on any research process researchers should always consider their own possible responses to the information they will subsequently be exposed to. However, it may not always be possible in advance to accurately assess the impact this exposure will have. This is true of exposure to any form of data, but the power of images further complicates assessment of likely responses. Exposure to a single image may have little impact on a researcher who has knowingly set out to use photographic methods and who has prepared appropriately for this. However, a researcher can be exposed to great many images during the course of a study – far more than any single participant would experience and also far more than would ever be disseminated to others. During the analytic stage researchers then continually revisit their data generating repeated exposures. It is also the researcher who ul-

timately has to consider which images are too graphic or gratuitous to disseminate and risk exposing others to. Such consideration is also likely to require repeat viewings and an explicit and focussed study of the most obviously distressing images in any data set. Obviously such repeat viewings can increase the risk of emotional distress within the researcher, however those using these methods are likely to be aware of this and to have taken corrective steps to deal with this should it occur. What is less noticeable than distress, however, is the protective factor of emotional numbing that may arise in response to these repeat viewings. This numbing might even at first seem a good thing, something that enables the researcher to continue their work and to analyse the data without becoming empathically distressed. However, this unconscious hardening of responses can then impair judgement. A researcher who does not react to a graphic image may then lack awareness of its likely impact on others and go on to use the image in insensitive ways.

### **CONCLUSION**

Photographs can be a powerful aid to social research facilitating sophisticated in-depth understandings taking communication to new levels. However, they can always raise ethical concerns around issues such as privacy and so should always be utilised with care and sensitivity. When used within disaster and emergencies research the potential for harm becomes even more complex and there is an even greater need for care and caution in their use throughout the entirety of the research process. This is not to say the use of photography should not be incorporated into emergencies and disaster research but there does need to be a robust, honest and self-reflexive engagement with these issues if researchers are to protect both their participants and themselves from harm.

### **References**

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# WATERCO WORKING WITH WELSH WATER

*The group observe the sea outfall valves*



A NORTH Wales company is continuing to work with Welsh Water helping to assess their security arrangements at water and sewage sites all over the country as part of their AMP 5 programme.

Waterco Ltd, based in Ruthin, is a specialist consultancy for the UK water industry and has also assisted Welsh Water to update flood risk assessments at eight Water Treatment Works and Pumping Station sites throughout Wales.

As part of the assessment Waterco helped to review at sites including Bryn Cowlyd, North Wales, Canaston Bridge, Pembrokeshire and Pontsticill, Merthyr Tydfil.

Welsh Water's protection standard is the 1% event (1 in 100) plus an allowance for climate change for fluvial (river) flooding or the 0.5% event (1 in 200) plus climate change for tidal flooding.

Waterco's MD, Peter Jones, said: "Where detailed flood levels were not available from the Environment Agency, Waterco used DHI MIKE Flood software to construct integrated 1D/2D hydraulic models to simulate a range of extreme design flows.

"Predicted flood level, depth and velocity data, presented as coloured plans, were used to clearly identify the areas at risk. Past flood events and flooding from other sources such as overland flows and from the works' processes were also investigated, so that all the risks were taken into account.

"This information was used to propose and assess mitigation options including installing or raising flood defence walls or embankments, protecting openings and removing obstacles to flood water. Passive protection systems requiring no intervention in a flood

event were always preferred.

"Waterco estimated the cost of the solutions, assessed the benefits (avoidance of damage and disruption) and recommended the most cost effective solutions to Welsh Water."

Mr Jones said that the company was now continuing to work on assessing Welsh Water's security arrangements at water and sewage sites all over the country as part of their AMP 5 programme.

Emergency Planning Society member and Project Manager, Raff Whitehead, said Waterco has a very successful track record in water and sewerage design, contingency planning and flood alleviation and was delighted they were working with them once again.

"We understand the water industry and know many of the personnel involved in the day to day running of the sites and our five surveyors, involved in this project, have been made very welcome," she said.

"We are really pleased that we have completed all the site surveys in the last three months, avoiding any delays from bad weather. This means we are confident we will complete all the work on programme or earlier.

"We have worked closely with Welsh Water to ensure their works are effectively protected and we really appreciated the good working relationship we had in arranging and carrying out the surveys."

The surveys will result in improved security for the water supply and sewerage services that Welsh Water supplies to more than three million people living and working in Wales, as well as some adjoining parts of England.





# Welsh Branch Cangen Cymru



## VISIT TO ALWEN WATER TREATMENT WORKS

Neil Culff, Welsh branch



*Sharing information about the water treatment process*

WELSH branch members recently had the opportunity to visit Alwen Water Treatment Works in North Wales. Alwen Water Treatment Works is owned and operated by Dwr Cymru Welsh Water (DCWW) and has recently undergone a significant refurbishment at a cost of £15million in order to maintain drinking water standards and security.

DCWW employee Gary Austin led the visit explaining the history of the works and its distribution area to the group before a tour around the facility.

We received a detailed explanation of the process that is undertaken and how the process had been improved during the refurbishment.

The link between the management of a Water Treatment Works and emergency response to maintain supplies of drinking water in the

event of an emergency was clear to those present but the technical and complex nature of reaching the required standard for drinking water was new to some.

Member comments included:

"The day was well organised and the water company staff were very knowledgeable and aimed their presentation just right to accommodate those amongst us without a chemistry background."

"A really good and informative visit; I had no idea what was involved in providing our water and the complications of distributing and sustaining demand changes."

Following the site visit, a branch meeting was held at the DCWW Llyn Brenig visitor centre.

# THE EMERGENCY PLANNING SOCIETY

