

TESTING COUNTER TERRORISM RESPONSES FROM A VICTIM AND MEMBER WELLBEING PERSPECTIVE

DESIGN OF AN INTERNATIONAL
TABLETOP EXERCISE FOR LAW
ENFORCEMENT IN CANADA
AND THE UK

Supported by



Leadership in Counter Terrorism
Alumni Association

Authored by



**Victim Support
Europe**

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<https://www.linct-aa.org/>

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DISCLAIMER

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Message from INVICTM Chair Sue O’Sullivan and The UK National Police Service (NPWS) - Oscar Kilo Service Lead, Andy Rhodes



It is our privilege to present the report of the 2021 International Virtual Counter Terrorism (CT) Tabletop Training (TTX) Exercise. This training exercise was designed to test out agencies’ response for victims and first responders, from a wellbeing and victims’ lens in a terrorist or mass violence incident.

Responding to terrorist attacks can pose significant challenges to responding agencies to provide appropriate assistance efficiently and effectively to victims, survivors, families, first responders and all those impacted. Support for victims of terrorism needs to ensure victims, survivors, families and all those impacted are treated with respect, compassion and understanding, and their rights are respected and protected.



From a member wellbeing perspective, research, and practice in relation to the lived experience of those who work in policing has accelerated over the last decade and we now understand the importance of creating the right culture, leadership, and interventions to keep our people physically and psychologically healthy.

In these crisis events leaders can understandably feel overwhelmed and our mission is to draw on the research and design systems despite competing demands. The table-top exercise was Oscar Kilo’s opportunity to test the trauma response model ESTIP under simulated pressure to improve our learning.

The TTX provided a forum to collectively work together to share knowledge, experiences, and expertise with the aim of enhancing international partnerships and improving response strategies for victims, survivors, families, and all those impacted by terrorism.

We would like to thank the members of Oscar Kilo, INVICTM, the Ontario Provincial Police, the Toronto Police Service, and the Thames Valley Police for their collaboration, hard work and support of the TTX. Their involvement in the planning, organization, and the delivery of the TTX was pivotal to its success and allowed us benefit from their expertise and knowledge.

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Special thanks to the developers of the TTX Exercise, Sir Mark Rowley, QPM and Stu Thomas for their work in providing this unique opportunity to be immersed in an extreme event through the use of simulations and a new component the “I Am™” approach which focused on the “human side” rather than threat resolution aspects of post incident resolution. This uniquely supported the key learning objectives from a victim response and member support perspective.

Words from INVICTM Member Maria McDonald

The Irish Nobel Laureate Seamus Heaney (Poet) once said 'I have begun to think of life as a series of ripples widening out from an original center'. In a terrorist attack, a mass casualty, those ripples, the circles of impact: for the victims, family members, survivors, witnesses, first responders, community, or society at large, that one moment will transform their/our lives forever.

Knowledge has the ability to change the way we think, to influence our actions and the actions of others in ways we were once blind to. For those of us who have not been involved in a mass casualty, we cannot wait for our mind to be opened to the needs and challenges facing victims; to understanding trauma. We need to reflect on our current practices and procedures and ask whether we are currently doing enough to support victims and whether we have a victim-centred response to a mass casualty.

There is an Irish saying 'Tada Gan Iarract' – Nothing Without Effort. To not consider pre-planning for a victim-centred response, before, during and after an event, is not acceptable. We have a responsibility to learn, seek knowledge and to build relationships ahead of time to ensure that we can respond as best as we can when and if we need to. There is no time more critical than this moment to do this.

Today is our opportunity to learn and build relationships with world leaders, who have reflected on what more could have been done and who are honest about what challenges they have faced. They have built resiliency through adversity. Let's take action to develop and strengthen our network so that we can call on them, should the necessity require. We have an obligation to support each other and victims in the face of adversity.

--

Maria McDonald BL,

Ar scáth a chéile a mhaireann na daoine.

Under the shelter of each other, people survive

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EXECUTIVE SUMMARY

Across the world, countries continue to face high levels of terrorism. It takes many forms, from bombings to vehicular homicide to knife or gun massacres. The impact can be devastating; from death and life altering injuries, to severe mental health harms, financial loss and the breakdown of families. It can affect us all, whether directly present, whether loved ones of victims, whether first responders helping those in need or the wider community.

In response, countries have developed elaborate counter terrorism mechanisms. Those actions have achieved great success but total safety has not been possible. Along with the harm caused by the attacks themselves, thousands of individuals have felt let down, ignored, not understood, or left to their own devices by responsible authorities.

Reviews, inquiries, and research have shown gaps in preparation, a lack of knowledge, and mistakes taking place. The fallout for victims can be devastating; the harmful effects quickly rippling outwards, damaging trust in our services – in the police, hospitals, justice and government officials and in our governments.

Over time we have learnt that:

- If victims are not properly supported, the harm from terrorism is much greater, wider ranging and longer lasting. Conversely, co-ordinated support has a major impact in reducing harm;
- Law enforcement and government responses to terrorism will be judged, in large part, by the way victims are treated. Levels of trust are inevitably affected as a result;
- This means recognising all those affected by an attack, from direct victims to first responders and the wider community;
- It means designing our responses around the needs of victims. Given that most challenges can be predicted, victim response and member wellbeing must be an integral consideration in counter terrorism planning and preparation.

The international consensus is that counter terrorism planning has to include a victim centric response. When the police adopt such an approach, they demonstrate commitment to victims and thus support their own overarching objectives of public trust and confidence, community engagement and staff wellbeing support. This victim centred approach requires that the command structure also 'buys in' to the proposition this includes examining the wellbeing structures in place for their own personnel.

Yet planning alone is not enough. Responses must be tested, reviewed and improved. Procedures must be put under realistic pressure to confirm what works and what needs to be developed. To do otherwise will likely result in mistakes and delays which will mean failure to help victims and blame attributed to first responders and governments.

Accepting the importance of testing victim responses, it became clear that it is rare for live counter terrorism training exercises to include the victim's perspective which also means there is little expertise in designing such exercises.

Given that the inclusion of multiple victim learning points in a live exercise is complex, and that costs and time constraints limit what can be tested thus limiting the use of kinetic exercises, INVICTM, Oscar Kilo and LinCT-AA joined together to design an immersive online table top exercise (e-TTX).

The exercise would allow the police to test victim response capability as well as a new officer wellbeing programme after a terrorist attack – the result was the **“Two sides of the same coin”** training exercise.

At the heart of the e-TTX approach were victims: teams had to listen to victims' experiences to understand their needs and challenges. This new component, the "I Am™" approach introduced characters into each of the four phases of the TTX, allowing us to focus on the people and the key learning objectives from a victim response and member support perspective. In 'Two Sides', characters – including third country nationals – were created with backgrounds and story lines drawn from the real experiences of victims and first responders. Each story was adjusted to meet agreed learning objectives, the characters' experiences became integral to testing specific aspects of a response based on known victims' issues.

Feedback from those who participated was resoundingly positive with a recognition that a character led immersive approach established a genuine connection with the scenario, making it realistic and pressurized whilst ensuring that the environment was conducive to collaboration, openness and learning.

Videos were also used to promote realism and real-life responses. Images, video footage and realistic audio content were matched with attack scenarios, written to be easily identified by the players involved. The combination of realism and character-driven testing of learning objectives allowed for an immersive environment that ensured core aims were achieved.

It is hoped that, by setting out a highly engaging exercise process, not only will law enforcement agencies adopt victim-centric counter terrorism responses, they will also test those solutions in an effective, efficient and consistent manner.

The exercise demonstrated that a remote tabletop exercise can be a highly successful and productive tool enabling participants to review their organisational preparedness to support civilian and first responder victims of a mass casualty event, and to highlight best practices or shortcomings of existing plans. **We urge law enforcement agencies around the world to continue to adopt victim, member wellbeing focused responses, and to fully test the effectiveness of those responses.**

1



CHAPTER ONE

INTRODUCTION

The deafening sound of an explosion; men, women and children trying to avoid a careening vehicle; or screaming people scrambling to escape knife wielding assailant: lifeless bodies, lifelong injuries, severe mental trauma.

The impact of terrorism can be devastating, from death and life altering injuries, to severe mental health harms, financial loss and the breakdown of families. It can affect us all, whether we are directly present, whether we are loved ones of victims, whether we are first responders helping those in need or we belong to the wider community.

Such impacts are all the more terrible owing to their unexpected nature, wrenching people from their everyday activities of shopping, taking kids to school, meeting for dinner or going out to a concert.

Around the world, terrorism in its many forms has existed for multiple decades. Over the years, the methods used by terrorists have evolved from hostage taking, downing of airplanes, bombings of cars or buildings, through to more recent knife and vehicle attacks.

Whatever the means used, the aim is always the same – to terrify the population, to cause the greatest possible damage and, by doing so, to pressure governments to change.

Over the decades, governments have responded; developing advanced systems to identify and prevent terrorists' plans and to carry out swift

counter terrorism operations when attacks take place. Many countries have extensive counter terrorism strategies, including local and national preparation that involves the co-ordination of large numbers of government and non-government actors.

Yet, in many countries, there has been an increasing recognition that, even having these mechanisms in place, this was not enough; a country's response had to include additional measures for victims of terrorism. Past attacks have left in their wake thousands of individuals who have felt let down, ignored, not understood, or left to their own devices. Reviews, inquiries, and research have shown gaps in preparation, a lack of knowledge, and mistakes taking place. The fallout for victims can be devastating; the harmful effects quickly rippling outwards, damaging trust in our services – in the police, hospitals, justice and government officials and in our governments.

Within this context, from 2016 a number of victim support experts from around the world began to meet regularly – sharing their collective knowledge, and that of their organisations and networks, to develop a coherent response that focused on victims and those impacted by terrorism during the crisis phase as well as into the short, medium and long term.

The International Network Supporting Victims of Terrorism and Mass Violence (INVICTM) brings together a group of trusted experts including individuals from NGOs, law enforcement agencies, civil society members and various government agencies. This group has helped inform policies at the national, European and international levels to include victim perspectives in counter terrorism frameworks.

As a result, it is increasingly recognised that for counterterrorism efforts to be truly effective, they must address the needs of victims. In doing so, not only are victims' basic human rights addressed, but we also achieve greater solidarity and minimise the harm resulting from an attack – addressing and reducing the very objective of terrorism.

Notably, it has come to be accepted that the victim-centred response must be broad in its scope – covering all those impacted by an attack, not just those who were present. This means recognising direct victims, family members and loved ones of victims, first responders who assisted during and after the attack, local and wider communities and diasporas, as well as society as a whole. Each of whom are affected differently and to different extents.

Harm cannot be ignored. For the sake of personal health and wellbeing, for cohesive communities, as well as for the operation of our legal and justice systems, and trust in those systems, it is necessary that we address any harm that affects us all.

- The international community widely recognises that counter terrorism responses must also mitigate the harm caused by terrorist attacks.
- This means recognising all those affected by an attack, from direct victims to first responders and the wider community.
- This means understanding the needs of victims and addressing those needs not only in crisis planning and response but also throughout the longer term.
- This requires that plans are effectively tested and improved before any attack takes place.

Through experience gained in responding to hundreds of attacks, from listening to victims and those who work with them, and through wide ranging research in multiple countries, over time we have learnt that:

- If victims are not properly supported, the harm from terrorism is much greater, wider ranging and longer lasting. Conversely, co-ordinated support has a major impact in reducing harm.

“The quality of the overall response to mass fatality incidents (whether caused by criminal or accidental events) will, in large part, be judged by the manner in which victims and families and all those impacted are supported and treated”.
(FBI, Victim Services Division)

- The needs of victims must be highlighted. Thus, given that most challenges can be predicted, victim perspectives must be an integral consideration in counter terrorism response planning and preparation.

This, however, is not enough. An effective policy or change cycle requires that such mechanisms are tested, reviewed and improved. Testing of law enforcement responses through live, or tabletop, exercises are well established. Yet, it is rare for procedures to be assessed to see how well they respond to victims’ needs, how well victims are supported and how well first responders are cared for in the aftermath of an attack.

Simply put, even where victim centric solutions have been put in place, the failure to test the quality of those solutions is likely to result in mistakes, delays, and even more harm to victims.

It is not enough that victim centric counter terrorism planning is in place. The plans must be thoroughly tested. Procedures must be put under realistic pressure to confirm what works and what needs to be improved.

Understanding this, Chief Andy Rhodes the lead for the UK police national wellness service approached the Chair of INVICTM to inquire if they were interested in participating in an international virtual Tabletop exercise designed to test out agencies' response in a terrorist or mass violence incident, aimed for victims and first responders, from a wellbeing and victims' lens. As a result, INVICTM members began working with the UK National Police Wellbeing Service, engaging with developers to organise a challenging and immersive online tabletop exercise.

Supported by a wide range of experts including the Leadership in Counter Terrorism Alumni Association (LinCT-AA), the extensive collaboration resulted in two innovative international tabletop exercises or e-TTX (TTX is the commonly used acronym for a tabletop exercise, the 'e' denotes it is carried out online). These exercises tested response systems designed to support police officers in the UK (Thames Valley Police) and to support victims in Canada (Ontario Provincial Police and Toronto Police Service).

1. **INVICTM** - the International Network Supporting Victims of Terrorism and Mass Violence. Established in 2016 by a group of experts, dedicated to improving support for victims of terrorism, it now hosts individuals from law enforcement agencies, civil society organizations and independent experts, all contributing expertise attributable to their backgrounds, country, and professional perspective.
2. The **UK's National Police Wellbeing Service - Oscar Kilo** brings assessment, learning and conversation about emergency services wellbeing into one place. OK provides access to evidence-based research and resources that can be used to help shape wellbeing provision and encourage collaboration and innovation across not just policing, but all emergency services.
3. **LinCT-AA** is a non-profit separate affiliate of the International Leadership in Counter Terrorism (LinCT) Program whose principal purpose is to promote personal and professional development, networking, exchange of good practice and global thinking of Counter Terrorism Professionals from both law enforcement and intelligence agencies. The Association works with key academic research centres and leading professionals in relevant fields of expertise to continually develop and inform successful and sustainable partnerships. These relationships work effectively for the benefit and protection of communities across the world.

This paper provides an insight into who requires support, what their needs are and the broad system of response to support those needs before setting out a clear methodology for organizing and running online tabletop exercises focused on victim response and police wellbeing.

The hope is that, around the world, not only will law enforcement agencies adopt victim centric counter terrorism responses, but that they will also test those solutions in an effective, efficient and consistent manner.

In doing so law enforcement agencies will achieve continual improvement and will be able to demonstrate their commitment to victims, thereby supporting overarching police objectives of public trust and confidence, community engagement and staff welfare support.

2



CHAPTER TWO

ENSURING POLICE RESPONSES RECOGNISE ALL VICTIMS AND THEIR NEEDS

Before setting out the design process for establishing an e-TTX for victim and law enforcement wellbeing support, it is necessary to identify who is affected by terrorism and what their needs are.

This knowledge is critical both to the design of response mechanisms but also to the design of any e-TTX. Additionally, such information allows for decisions related to learning objectives, scenarios and issues to be tested.

2.1 Identifying those impacted by terrorism

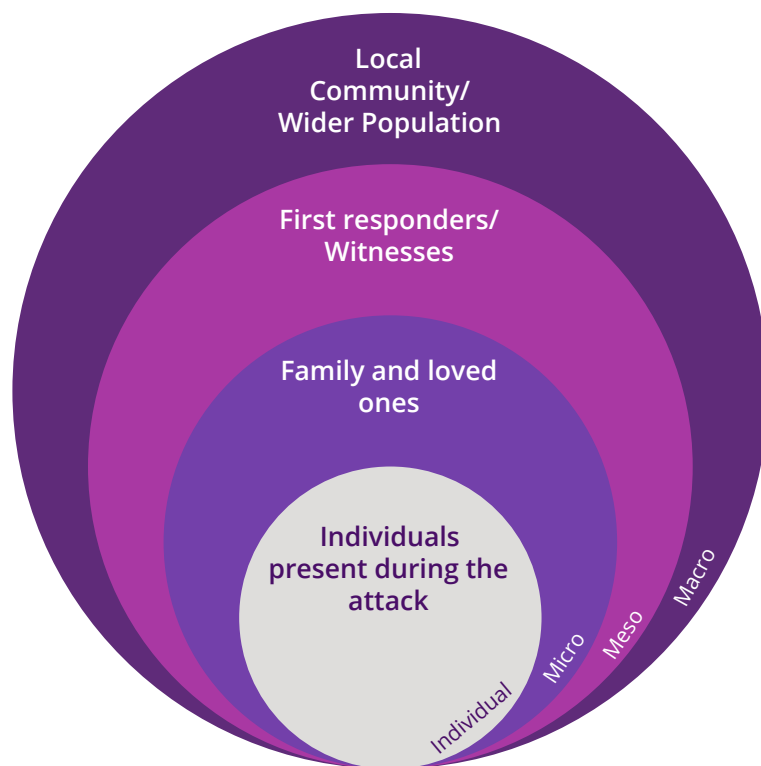
It seems self-evident that a diverse range of people and communities will be affected by a terrorist attack and that as a society we have to address the resulting harm. However, until recently, there has been no clear, internationally recognized, approach to ensuring that

all those impacted would be considered in the creation of national response frameworks.

Based on extensive research and discussions there is today, broad consensus, reflected by practitioners and policy makers at the international and European level (including the UN and European Union), that whilst a restrictive definition of direct victims is necessary for specific purposes such as criminal justice or compensation, this is insufficient to fully mitigate the harm caused by an attack.

A comprehensive conceptualisation of those harmed, known as the Circles of Impact model, is widely accepted. INVICTMS's 2018 Stockholm Symposium Report¹ as well as the EU's Centre of Expertise for Victims of Terrorism Handbook² explains that the Circles of Impact model offers a framework to illustrate the potential impact of a terrorist attack. This is a whole of society view of the harm caused by terrorism.

The Circles of Impact identify the different victim groups affected but do not determine their rights to support, protection, assistance and compensation, or their roles in the criminal justice system.



1 <https://victim-support.eu/publications/supporting-victims-of-terrorism-report-of-the-invictm-symposium-in-stockholm-2018/>

2 https://ec.europa.eu/info/policies/justice-and-fundamental-rights/criminal-justice/protecting-victims-rights/eu-centre-expertise-victims-terrorism_en

The Circles of Impact template

While the definition and classification of victims of terrorism varies, the four circles illustrate the societal groups affected by an attack. The inner circle represents individuals present at the scene of the terrorist attack: these are direct victims, defined by their proximity to the attack and the connection between the attack and the harm suffered. This group includes the deceased, the injured, and those with non-physical injuries.

It's worth noting that even here there are complexities in deciding on sufficient proximity. For example, as a result of the Nice truck attack in France, the French government established the concept of a danger zone which followed the path of the truck. Anyone who had been in this vicinity was automatically considered to be a direct victim. However, they also established a process for others to be recognised on a case-by-case basis.

Beyond the direct victims, a second, wider circle includes the direct victims' close social environment: family, friends, or peers. The deceased victims' next of kin are generally recognized as being most affected; however, the next of kin of the physically or psychologically damaged may also be affected.

The third circle includes the formal support networks: first responders, law enforcement investigators, victim support workers, accidental or civilian responders, and professionals in immediate or long-term support roles. These individuals will have some specific connection to, or involvement with, the response to the attack and the assistance offered to victims; their intervention and engagement with victims can be highly traumatising.

First responders – members of the police, ambulance, fire service – play vital roles during and immediately after a terrorist or mass violence event. Yet, the very act of attending the scene, working with, and supporting victims exposes the first responders to trauma. Not only may they be physically harmed or killed in the line of duty, but they may suffer tertiary victimisation – psychological and emotional trauma from engaging with those who are themselves traumatised.

Understanding this, as part of their broader health, safety and welfare duties, law enforcement agencies should have in place specific support mechanisms for first responder personnel who are or have been involved in counter terrorism and support activities.

The outside circle represents wider society and those who may have witnessed the attack or who are more loosely connected or associated with the attack and its location. The impact on this group may be psychological, social, or economic: after a terrorist attack,

raised psychological worries have been noted in local populations³. Communities may be directly or indirectly affected by the event through the ripple effect of violence. This might include for example schools of children who were affected, religious congregations, among others.

Vulnerable groups and individuals will benefit from additional support: school age children may be psychologically affected by an attack; minority groups may experience an indiscriminate rise in hate crime; vulnerable individuals may face increased psychological harm; people linked to the attack location, or group targeted, may also experience psychological trauma; nearby businesses may close and/or lose revenue; people living in the neighbourhood will have their lives disrupted.

Incorporating the Circles of Impact model into counter terrorism planning and response

- Any counter terrorism response should incorporate mechanisms to assist all those impacted by terrorism.
- The response will be delivered by a diverse range of actors, each having different responsibilities for assisting these different groups.
- It is essential that each group, from law enforcement to prosecutors to local authorities, civil society and the private sector, knows their role and when appropriate actions should be taken – during the crisis and in the short, medium or long term

Understanding who requires assistance is a first step. Next, it is necessary to understand what the needs of those victims are and what, in broad terms, a victim centric response looks like.

2.2 Understanding the needs of victims

During the development of victims' policy, law, and rights over the last 40 years, it has been recognised that victim centric solutions have to be driven by the aim of meeting the needs of victims of crime.

³ W. E. Schlenger, J. M. Caddell, L. Ebert et al, *Psychological Reactions to Terrorist Attacks – Findings from the National Study of Americans' Reactions to September 11*, August 2002, available at: <http://jamanetwork.com/journals/jama/fullarticle/195165>

A victim centred response is complex, and many issues need to be addressed in the short, medium, and long-term; specific measures must be put in place for victims of terrorism and mass violence. An effective response from law enforcement agencies, working together with victim support services to provide help to victims of a terrorist attack, brings a new dynamic to the planning/preparation/prevention phases of an attack response.

Victim-centric policies and frameworks should take the lessons learned from previous attacks to ensure that civilians and first responders caught up in a mass violence incident receive the recognition, respect, care and support they deserve. At the heart of the approach is the aim to meet the needs of each victim.

This approach has been adopted by the European Union in core victims' legislation and is reflected in recent UN provisions to support the needs and protect the rights of victims of terrorism⁴ as well as UN modular courses on victims' rights⁵. As originally summarised by Victim Support Europe those needs are for:



2.2.1 Recognition and respect

These are needs that lie at the heart of victim centric action. Recognising victims and treating them in a dignified and respectful manner is at the heart of all work for victims. However, whilst these are words familiar to most, making them real for victims can be more complex.

As a starting point, victims need to be recognised as victims. This begins with the recognition of an attack as terrorism and with the recognition of a person as a victim. Beyond this first step, there is the

4 https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/220204_model_legislative_provisions.pdf

5 <https://www.unodc.org/en/crime-prevention-criminal-justice/module-11/key-issues/3--the-right-of-victims-to-an-adequate-response-to-their-needs.html>

very practical task of identifying victims during the crisis phase and afterwards.

Procedures which enable the speedy collation of information about victims is essential. Governmental and civil society actors must plan to capture the personal details of all those caught up in an incident. Casualties may not be able to provide personal details, victims may be unknown and missing, uninjured victims may leave the scene without contacting a first responder. Having clear rules on who records information, what information is needed and how to share information will prevent loss of data or confusion in the hours after the attack. Equally, the right tools are needed for information collection, storage, and retrieval – all in compliance with national data protection rules.

Whilst it may be more evident to identify civilian victims, it is less so when the victims are from the official agencies involved in helping the civilian population. Wellbeing frameworks must provide victim-centric support policies and ensure that first responders are given as much care and attention as those to whom they were providing aid and security.

Once victims have been identified, they should be recognised and treated respectfully during personal interactions with not just individuals but also with the legal systems, policies and infrastructure that are in place. This means those in contact with victims demonstrating empathy and effective communication skills; understanding and seeking to understand a victim's situation; and determining what their individual needs, fears and challenges are.

Recognition and respect can include the simplest of actions, such as using a private area to inform somebody about the death of a loved one, adjusting deadlines for compensation claims to account for the severe trauma of an attack, or appointing specialist police officers to liaise with victims, and so on.

Empowering victims' participation in decision making is particularly important for recognition and respect whilst also promoting recovery. Importantly, respect and recognition can be shown at all times, including during the crisis phase and even when a threat is ongoing. A few words of reassurance, an explanation as to why a police officer cannot help but that assistance is on the way can greatly support victims at the scene. This requires an understanding of the victim's fears, concerns and struggles; allowing those interacting with victims to adapt their own behaviour as well as their procedures in response to the victims' needs.

For victims of terrorism, in the long term, recognition through memorials or remembrance events are particularly important.

Societal recognition of their suffering has also been implemented in different countries through, for example, being given a specific status as a victim of terrorism.

2.2.2 Support

Victims have wide ranging support needs, from immediate medical assistance through to practical, psychological, financial, informational and legal assistance. Because terrorist attacks are often marked by a severe level of violence, victims may suffer high levels of trauma reflected in higher levels of PTSD. The trauma may affect their memory and cognition - they may not know who they should contact, or they may not be able to reach out for medical reasons. This trauma often requires increased psychological support over the short and long term.

Information is a fundamental need of victims and not knowing what has happened to loved ones, what to do, where to go, where to find missing belongings, how to connect with family abroad, how to get home, who to speak to, what happens next and much more greatly increases the victims' trauma.

The best systems of support in a country form part of a national support framework, which ensures co-ordination between state and non-state actors, determines the roles of all those who come into contact with victims, and identifies multiple channels for delivering support - underpinned by oversight mechanisms and quality standards.

Some key best practices for post-terror attack support include:

- the rapid establishment of multi-agency victims' assistance centres to receive victims, family members and others in the circle of impact. This meeting area should be located a safe distance from the attack scene and should be staffed by civil society volunteers and first responder occupational welfare professionals, who can respond to, and direct, victims' concerns and requests for information. Registration of victims and collection of their details should be foreseen at this location.
- The appointment of victim navigators/ advocates, who are individuals assigned to victims and provide a tailored support, assisting with all their needs from emotional support to communications with government authorities, managing administration, liaising with employers and much more.
- A dedicated telephone line and webpage, set up in the hours after an attack and clearly advertised on TV and radio, improves knowledge about and access to support.

Equally, it has been seen that victims of terrorism often come together and form their own support groups. Assisting the formation and functioning of peer support groups is an essential short and long term solution to their needs.

The inclusion of victim experts and support services in crisis planning and operations is critical to successful counter terrorism actions, since victims' need for support arises in the immediate aftermath of an attack.

2.2.3 First responder welfare and support

Taking into account the circles of impact, the needs of first responders, who are impacted as a result of responding to an attack, should be addressed. To understand and meet the needs of this group, information on their rights and welfare options should be accessible, and their status as victims should be acknowledged. Information and the support of, and acceptance by, peers are important to the recovery of first responder victims.

Welfare and occupational frameworks, such as the Blue Light Wellbeing Framework⁶, should be implemented to support officers and staff into the longer term, as police officers may suffer from recurring PTSD due to the nature of their job. Many law enforcement agencies work with victim support providers, such as occupational health services, either directly as part of their official duties, or through other channels: there are many initiatives that implement and cement contact between, for example, police stations and victim support organisations. These actions depend on trust, which can be developed through formal or informal mechanisms. Such relationships can lead to victim-centric protocols being more readily implemented by first responder services and can lead to the inclusion of victim support measures in strategic victim-centric response planning.



Positive feedback to the exercise focused on the inclusion of first responder welfare in its design. "I have seen the response to victims play out in countless exercises, but this is the first that has truly embraced the requirement to think through the complexities of caring for our own, amidst the chaos and complexity of an incident such as this." Rob Delaney, Director of Security and Safety Services, UN

⁶ <https://oscarkilo.org.uk/wellbeing-framework/>

2.2.4 Protection

Protection is a wide ranging concept and covers protection from further victimisation from offenders, including e.g. harassment. The concept also includes protection from secondary victimisation that results from the negative reaction and interaction of those working with victims and from the wider public. Protection is closely linked to the need for recognition and respect, with examples of secondary victimisation including the failure to communicate with victims in a clear understandable manner, not believing victims, ignoring requests, or not properly explaining why requests can't be met. Secondary victimisation also results from inappropriate behaviour or from poor administration procedures and structures. For example, if a victim is not protected from contact with a suspect in a police station or court waiting area, this can cause secondary victimisation.

Protection can also include protection of privacy and e.g. protection from negative interactions with the media. Terrorist attacks in particular generate large amounts of media attention with journalists often pursuing victims and families for an interview. As noted above, secondary victimisation can arise from harassment or failure to communicate with victims in an appropriate manner, such as in the event of journalists confronting victims, first responders, and their families, or camping out in front of victims' properties to be the first to publish newsworthy quotes from those 'who were there'.

2.2.5 Justice

After a mass violence event, there is an overwhelming need for access to justice for those who died and their loved ones as well for all other victims. Victims should be able to access justice in a safe manner, meaning not only should victims see perpetrators brought to justice, but they should be able to participate and understand the process, and be supported within it.

Safe justice starts with the registration of victims and the determination of their legal rights within proceedings. An effective needs assessment process must be established to ensure that vulnerable victims are properly protected throughout all proceedings.

Safe justice ensures that victims are able to understand the proceedings, engage with authorities and provide testimony whilst mitigating the trauma of reliving their experiences. For large scale attacks, specific measures are often necessary to give victims full access to the proceedings. Examples include specially designed courts to accommodate large numbers of victims, video conferencing and audio transmission of hearings, specialist prosecutors working with victims and onsite support services during hearings.

2.2.6 Compensation/Restoration

Victims, especially of terrorism, often undergo financial hardship due to medical costs, material/property losses, unexpected home alterations, employment issues, insurance problems and other issues stemming from the aftermath of the attack.

Financial support from government sanctioned compensation schemes can provide victims with funds to cover these unforeseen costs and is understood to also be a form of social recognition. Such compensation schemes may be administered under general crime compensation funds or may be specialist funds. The procedures used, the methods for deciding on who should be compensated, how much and the timing of such compensation are critical factors which determine either a victim centric or a harmful process.

2.2.7 A tailored approach to address individual needs

Whilst we have discussed the above needs, which are generally common to all victims, it is also necessary to understand how these needs change from victim to victim. Needs differ in line with the genre of victim: based on the type of crime the victim was involved in as well as possible victim characteristics, such those based on gender, age, nationality, culture, religion, and others.

In addition, a victim's needs will vary based on their own characteristics, circumstances, and personal history. For example, a victim from a poor background, who experienced repeated victimisation and trauma in the past, will be more vulnerable to PTSD or may have greater financial needs than some other victims. Therefore, not only do victims of terrorism have specific needs, but each victim will have individualised needs.

For victims of terrorism, these needs can be visualised in the following way:



Needs of Victims of Terrorism⁷

Victim centric responses have to be developed in a way that they identify the commonly known needs of victims of terrorism. At the same time, they must incorporate systems and flexibility – such as needs assessments and victim navigators – which enable responses to determine the very specific individuals needs of each victim.

An effective victim-centric response will have in place the means to identify, collate, and update, victims and their associated details; it will have in place the means to support victims and their families, as well as first responders, at the site of the attack and afterwards; and it will have the means to identify and provide wellbeing support to law enforcement officers who have been involved at the scene, or with victims of the attack. Above all it will have in place the means to ensure victims are treated with respect and understanding and that their individual needs are catered for.

⁷ Victim Support Europe - Ivankovic, A., Verelst, A., Altan, L., Jeney, P. (2017). How can the EU and Member States better help the victims of Terrorism. LIBE Committee European Parliament: Brussels

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CHAPTER THREE

A VICTIM CENTRIC RESPONSE FRAMEWORK

With a clear understanding of those impacted by terrorism and their needs and challenges, a broad victim centric response framework, based on existing best practices from around the world, can be set out. This is not to say that any single solution works for all countries in all situations; rather, there are some guiding principles which support decision makers when designing solutions.

This report does not aim to provide a comprehensive approach. Previous reports by INVICTM, the UN, EUCVT, and Victim Support Europe, to name a few, offer detailed guidance. However, to provide an understanding of how core learning objectives and scenarios were determined, some of the fundamental aspects to a victim centric approach have been summarised below. Key aspects include solutions which:

- Are driven by needs and based on legal rights, tailored to the individual situation of each victim
- Are tailored to different timelines and phases
- Minimize harm to and burden on victims and those impacted
- Maximise co-ordination of all relevant actors

As a starting point, needs change over time and response mechanisms must be adapted to this premise. It is therefore helpful to think of actions in terms of the pre-attack phase (planning and preparation), the crisis phase which includes the period during an attack, and the hours – and up to a few days – after the attack is concluded. Beyond that, short, medium, and long term issues need to be addressed: from the days after an attack, through to the weeks, months, and years later.

This period will not only see a change in needs and actions but also the actors involved. Whilst there may be significant law enforcement and justice agency involvement during the crisis and in the short term, this will reduce over time. In the longer term, psychological and physical wellbeing support services will be more important as will broader social services for those most in need.

It is essential for all services and decision makers to understand that a large part of every response can be planned for and that many of the challenges likely to be faced, during and after an attack, can be predicted and addressed. Some of the most common predictable challenges include:

- Identification of victims
- Management of victim/family response
- Communication with victims, those impacted and wider communities
- Funding surge and resource coordination
- Impact on responders and service providers

Fundamentally, planning requires that victim focused issues are included in national and local strategies and response plans. Committees or planning bodies should invite input from victim experts, civil society and, ideally, victims themselves; specific groups can be established, focusing solely on victim-related aspects of any response.

Planning basics include the identification of actors and designation of roles, development of procedures, identification of materials and equipment, development of content or products, additional funding and resource allocation, legislative action, and development of technological and practical solutions.

Much of the communication materials can be prepared in advance, even if they must be adapted to the specific attack. Similarly, arrangements can be in place for the speedy implementation of websites, crisis helplines, and other communication mechanisms. Equally, training and co-operation activities are necessary to develop expertise and trust amongst different actors.

Challenges, or factors related to the specific local environment, should be considered as well as the specific situation of different types of victims. For example, if a city has a large diaspora from a particular country, measures should be in place to ensure any specific needs they have or difficulties they face can be addressed.

During the crisis and short term phase many of the actions planned for will need to be activated. Some of the major issues to address are set out below, understanding that a number of them also move into the longer term.

Victim / witness identification	Incident command system
Death notification	Emergency transportation and travel
Family / survivor assistance centres	Financial support (emergency \$, compensation)
Liaison between victims and investigation team	Cleaning & return of personal effects
Contact lists	Support services (victims, survivors & responders)
Communication (tech, social, media, web)	Coordination, collaboration & partnerships
Volunteer management	Community resiliency & counter narrative
Donation management	Commemoration & memorials

Common Protocols/Services Needed

Whilst many of the above issues will continue into the longer term, the primary focus will be on addressing support needs and, where appropriate, criminal justice proceedings. Appropriate transition procedures have to be available to ensure any necessary handover between different organizations is carried out smoothly and with the understanding of the victims.

Looking forward, to several years after an attack, some service provision will continue to be necessary particularly in the areas of support, memorials and remembrance, and long term health effects.

Ideally, a victim centred counter terrorism response will incorporate all of these factors. Once they are in place, an effective system for testing solutions should be initiated as described in the following chapter.

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CHAPTER FOUR

KEY OBJECTIVES AND CHALLENGES IN DEVELOPING TESTING SYSTEMS

When discussing the development of an e-TTX, The UK police wellness service and INVICTM had two priorities:

- The development of victim centred counter terrorism responses that take into account the care of not only victims but also first responders, through the testing of agencies' response during a terrorist or mass violence incident, from a wellbeing and victims' lens;
- Addressing the gap in internationally recognised testing methodology of such responses.

With those objectives in mind, discussions with Thames Valley Police (UK), Ontario Provincial Police and Toronto Police Service (Canada), led to their participation in two exercises. These exercises would, in the UK, test Oscar Kilo's newly developed police wellness procedures after a major incident, while in Canada, the two police agencies would test their victim responses following a terrorist attack.

For the purposes of the joint UK/Canada exercises, a few basic priorities were set out which determined the type of action adopted. The exercise had to:

- Be designed and delivered within a short space of time, with a limited budget and resources, taking into account the public health concerns at stake during a period of pandemic;
- Provide an immersive experience which replicates the pressures of a real-life attack and maximises the participation and positive experience in order to improve learning outcomes;
- Have a built-in victim centric design which incorporates known best practices and expert knowledge with respect to victim needs and care systems;
- Simultaneously test existing systems and incorporate learning on best practices.

With these priorities in mind, different training approaches were considered. From the outset, classroom training with PowerPoints or interactive exercises through to self-guided online training, webinars and the likes, were felt to be insufficient. Whilst such training is important for developing theoretical knowledge or practice in a calm, positive learning environment, it has long been understood that it cannot fully prepare first responders to the high pressure situation of a terrorist attack.

With respect to 'live' operational exercises, these are well regarded, putting participants and systems under significant and realistic pressure. However, they require a long lead-in period, are expensive, and require extensive preparation, co-ordination and a consideration of public health guidelines. As a result, they are held infrequently and the learning objectives are usually limited to testing prevention, threat mitigation, health and safety responses. It is thus rare for victim-centric plans to be tested in this way.

Given the restraints caused by the COVID public health crisis, time and budget constraints, as well as the significant potential of international collaboration, an online tabletop exercise was agreed upon. Rather than being held on site, it would bring various actors together, both live in a room as well as online, to run through various scenarios, thus filling a gap, insofar as most exercises are either operational (kinetic) or discussion based (TTX).

The exercise would not be as complex nor time consuming to organise as a live exercise, though much thought would be required to ensure that the design and co-ordination of the exercises resulted in a realistic and immersive experience whilst sufficiently testing key response areas. Moreover, online events require additional technical

capability and an appropriate platform on which to carry out the exercise.

In the following sections, we set out the process for designing and implementing the e-TTX – “Two sides of the same Coin”.

4.1 Establishing an immersive victim centric approach: the ‘I Am™’ model

Whilst full details will be provided in subsequent sections, it’s worth highlighting two key elements in the success of the exercise design: character portrayal and actual/recreated audio-visual footage. These were considered fundamental to the immersive experience.

It is well documented that the most engaging way to advocate for victims’ rights is by telling the story of the victims. Only by listening to their experiences, concerns, and challenges in their own voice can we develop effective solutions. At the same time, these stories create a human connection to which we are able to relate at a deep level. They naturally draw the listeners in, evoking empathy and understanding, triggering emotional and physiological responses which mimic reactions at the time of the attack. This can be all the more powerful for participants who have been involved in previous crisis response situations.

As a consequence, 15 characters were created with backgrounds and story lines drawn from the most common experiences of large numbers of victims and first responders. Each story was adjusted over time as learning objectives were agreed on. Through this process, the characters’ experiences became integral to testing specific aspects of a response based on what was known to be the most common problems.

For example, many recent large-scale attacks have been carried out in touristic environments resulting in a significant number of foreign victims. While these victims face the same challenges as other victims, they also face other impacts and challenges. At the same time, responders have problems in properly addressing their own needs. These challenges might be caused by language barriers, a lack of understanding of cultural or religious requirements, or might arise because of separation issues – such as the need for family to travel long distances, find accommodation, etc.

To reflect these factors, the e-TTX included third-country characters – Mia, her husband Amos and their child, who are Israeli citizens; Emile a French/US citizen; and Claire, her husband and child who are US nationals.

“ I am Amos – narration 1-2

My wife and child died in Yorkdale. I am in Toronto and work at the Consulate. I am arranging for my wife to be flown home to Tel Aviv for burial, but there is an understandable delay from the coroner as they deal with the numbers of dead.

My colleague is the police liaison in the consulate, and he has brought me some very bad news, the morgue where my wife and son are lying is also being used to store the terrorists who attacked them. I am broken. How could they get something so basic but, so important, so wrong?

In addition to taking a character-led approach to the exercise, the TTX was partly based on videos of local locations to promote realism and therefore real-life responses. Images, video footage and realistic audio content were blended to match the attack scenarios that had been written to be recognisable and significant to the players involved.

Ultimately, this combination of realism and character driven testing of learning objectives helped achieve a realistic and immersive testing environment whilst also ensuring that core aims were achieved.

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CHAPTER FIVE

E-TTX DESIGN PROCESS

Whilst e-TTX's have previously been organised by law enforcement agencies, no guidance was identified on the organisation of exercises to test officer wellbeing and victim responses. Realising that such elements form an integral part of a CT response, INVICTM's focus was to develop a clear design process which could act as a good practice for others.

Several key stages are inherent to the design and delivery of an e-TTX, summarised as follows:

1. Establish time frame and resource requirements;
2. Agree on design team, on players and participants to deliver the exercise;
3. Agree on learning objectives, time frame for delivery and time available for the exercise (recognizing the test and learn objectives may differ between victim response and member support);
4. Agree case scenario(s) to be tested;
5. Agree content of exercise best suited to achieve learning objectives;

6. **Decide on delivery platform, identify and address technical issues;**
7. **Deliver the exercise.**

5.1 Time frame for delivery

Regardless of budget, the creation of a new e-TTX program requires time and effort. This relates not only to the development and delivery of the exercise but also to those who will participate and their level of availability.

Consideration should be given to the time involved and the number of personnel that can commit to this involvement. Additional time must be factored in for the logistics surrounding the actual event: invitations to external entities, facilitators, observers, participants; coordination with internal and external colleagues; etc.

TIME FRAME FOR DESIGNING THE e-TTX – 10-16 WEEKS

'I Am™' e-TTX timeline:

1. Discovery: initial engagement to identify the needs of the each organization and its objectives, timeline, etc. (2 weeks)
2. Design: development of storyboard and media – gather data; transfer storyboard to software. (6 – 12 weeks)
3. Delivery: facilitated TTX (on site or over the internet) including trial run; (2 days)
4. Debrief: after action review capture and delivery of results. (2 Weeks)

It is easy to underestimate the level of involvement required to effectively determine objectives, design the exercise correctly and then develop content which is realistic and addresses all issues. As will be seen in the following section, resources with a range of skills will be needed as well as input and buy in from senior command. Logistical and technical support are also critical to a successful online exercise.

5.2 Establish the team

At the heart of the e-TTX approach, and its success, is a multi-disciplinary approach, bringing together a team of highly skilled individuals and organizations from a range of backgrounds. The team was split between:

- those involved in developing the exercise (design team);
- those responsible for delivering it (facilitators and observers); and
- those who took part and benefitted from the exercise (players).

Multi-disciplinary design and delivery teams	
<ul style="list-style-type: none"> - Police training experts - Training exercise experts - Design specialists - Victims and police welfare experts - Junior staff - Senior staff - Planning committee - Delivery committee - Ethics experts - International experts 	<ul style="list-style-type: none"> - experts in training generally - people who have run normal tabletop live exercises - tech experts on production design for online activities and immersive experience - content developments, objectives determination, facilitation on the day, etc. - for logistics etc. - for strategic thinking and decision making, buy in etc - oversight of planning - oversight of delivery - depending on whether victims are including in the training - optional but generally adds insights from other police etc entities or from specific fields

5.2.1 Design team

The design team was responsible for determining the overall approach, developing the scenarios, learning objectives, etc. Four core skill sets were required from the design team:

- Training skills
- IT skills
- Police operational knowledge
- Victim support knowledge

Technical training skills helped ensure the exercise was based on current learning techniques, engagement approaches, and behavioral psychology. Training knowledge was combined with IT technical skills to develop engaging media solutions that would replicate the intensity of a terrorist attack as well as enable 'players' and support staff to engage effectively during the event.

The TTX developers were chosen due to their knowledge in these fields and used their experience to establish the 'I am™' character-based approach to the TTX. However, administrative personnel should not be overlooked as they were essential in providing support, report writing and logistical management.

Police and victims' experts were invaluable when setting learning objectives, designing scenarios, content and media development. The TTX developers had security service experience and were supported by staff from Oscar Kilo, the Ontario Provincial Police and Toronto Police Service as well as by international experts from INVICTM. In this way, the attack scenario was developed to be as realistic as possible with character development and media reflecting the local situation and policing approaches.

The police experts were complemented by victim experts, who were critical in helping define learning objectives that would best test victim centric responses. Their input was also essential to ensuring the characters' situations reflected those of victims of terrorist attacks as well as the most common or challenging problems they faced. With an extensive understanding of the different types of victims, impacts and needs, as well as direct experience in working with victims, the developers brought the situations, the characters and their reactions as close to reality as was possible.

A strong focus on co-ordination is required to ensure a multi-disciplinary approach is successful. The designers worked closely with INVICTM, OK, OPP and Toronto PS on the development and delivery of the exercise. Both sides repeatedly sense checked that the

requirements were being delivered in line with key objectives and the intent and vision of the exercise. Sufficient time and resources had to be assigned to the process of repeated co-ordination and reflection.

5.2.2 Players – active participants

To ensure that any gaps in the exercise were not due to the absence of key personnel, players who would take part in and benefit from the exercise had to be chosen as soon as possible. The early engagement of participants helped in designing the exercise according to their needs, though their roles, positions, agencies, etc. had to be agreed prior to identifying any specific individuals.

The involvement of senior commanders, prior to and on the day of the e-TTX, was thus a fundamental success criterion. This involvement ensured that, given the nature of police work, contingency plans and substitutes were available in case chosen participants were required for operational activities.

5.2.3 Delivery Team – facilitators and observers

Another key element in the e-TTX's success was the use of expert facilitators in the design and delivery of the exercise. These facilitators were supported by a number of international observers.

Facilitators⁸ were directly involved in the design of learning objectives in order to set clear goals. They carried out multiple functions: facilitating the running of the exercises, guiding players as the sessions progressed as well as providing knowledge, information, and questions to support and push players to identify and resolve issues.

With a pivotal role in a TTX, facilitators must have a wide set of skills and attributes:

- They should have extensive knowledge in the field to both contribute and be credible. Their role is not just to cover an agenda, but to nudge players in the right direction, ask questions that might help them identify gaps or solutions, and be able to offer advice.
- Whilst having that knowledge, they also have to allow the players to lead – not directing but rather enabling players to discover the right path for themselves.
- This means having strong people skills to manage group dynamics – involving diverse participants, and preventing any strong single player from becoming the focal point

- They should have strong organisational skills to keep discussions on track with all players equally involved. It is important to ensure all issues are covered and learning objectives met. Deciding when to allow discussions to continue and when to move on to other points is an essential skill to maximise learning.

Based on these requirements, the facilitators chosen for the Ontario and UK teams were specialists in the field of victim support, law enforcement, and police welfare⁹. A combination of lead and support facilitators were appointed in order to engage facilitators with different backgrounds and to distribute the workload. Having two people to divide the tasks, listen to the participants, manage the direction of discussion, etc., was more effective than a single facilitator managing the players and providing feedback. The facilitators found the use of a private communication medium, to be very useful – this allowed for comments and questions to be discussed privately before addressing them to the team.

Facilitator attributes;

- Knowledgeable and credible
- Enable, while managing group dynamics
- Having strong organizational skills

In addition to these specialists, impartial on-site facilitators can also be considered for in-person player groups. Their knowledge of internal response protocols and agency or organisational structures will be helpful in generating initial discussion; while external facilitators should have been briefed on such topics ahead of time, they may not have the same intimate operational understanding as an on-site facilitator.

All facilitators were given information on the storyboard content to allow appropriate preparation and the formulation of injects to guide the participants, as necessary. This was particularly important as the remit for the participants was to test existing or proposed plans and the facilitators remarks could be used to direct the participants to the reality of their situation, rather than having participants deliver unsubstantiated hypotheses.

⁹ For further information on all team members see Annex 1

5.2.4 Observers

In addition to the 20 – 30 active players, around 50 observers from international organisations allied to INVICTM, LinCT-AA, Victim Support Europe and the participating law enforcement agencies were invited to provide feedback after the e-TTX. This post-exercise feedback from observers and facilitators was used to highlight any challenges and lessons learned for future actions.

During the Canadian e-TTX, observers were allocated to a specific 'room' as the participating agencies had been split into two teams. During both the Canadian and UK sessions, observers and friends were encouraged to provide players with constructive feedback. The observers were given a list of questions to consider, and comments generated by the observers were expected to add to the learning from the exercise.

Questions to Observers

1. What resources do you have that might have been/might be useful to improve the response to similar terrorist attacks (strategies, tools, policies)?
2. What would you have done differently in your country and why?
3. What input would you have given as a player that was not given during the TTX? And why?
4. What was new to you during the TTX? What were needs of victims, responses by law enforcement, challenges, or possibilities that you did not expect?
5. What will you take back to your team of this exercise?

5.3 Agree Learning Objectives

Alongside a character led approach and immersive storytelling, well designed learning objectives are pivotal to a successful exercise, allowing not only testing of the system but also to encourage active learning during and after the e-TTX.

5.3.1 Process for agreeing objectives

Prior to designing the exercise scenarios, clear learning objectives¹⁰ were necessary. As a starting point, the overarching goal was for Canadian and UK law enforcement agencies to review their existing procedures.

With the overarching goal established, more precise objectives were developed. There was no one process used to determine these objectives. However, as a basic model for victim focused training and as explained earlier, it was helpful to examine how a terrorist attack impacts victims, define victims' needs, and identify the known challenges or problems victims encounter when seeking to address those needs. This knowledge was combined with existing best practice responses, mechanisms and frameworks to determine a detailed list of objectives.

As a best practice example, one of the FBI's most important crisis response assets is the Victim Services Response Team (VSRT), a specially selected and trained cadre of FBI employees whose primary function is to address the needs of survivors and families in the immediate aftermath of mass casualty events. The multi-disciplinary VSRT consists of more than 70 victim specialists, investigative agents, evidence recovery specialists, and analysts from around the country. The VSRT also has two four-footed members in the form of crisis response canines Wally and Glo.

Team members generally work their regular jobs within the FBI but are on call for mass casualty events, whether the FBI is the lead investigative agency or is supplementing local and community resources. FBI victim specialists from the impacted community are first on the scene working with local counterparts to begin addressing immediate requirements and evaluating the need for additional resources. Once on the ground for a deployment, the VSRT engages with victims and families to assess their individual needs and provide crisis intervention services. They work with local agencies to help with death notification, staff family assistance centers, and to support survivors during investigative interviews.

The VSRT is led by a senior manager from the Victim Services Division who oversees three sub-teams for victim engagement/services provision, investigative liaison and personal effects processing, and administrative matters such as arranging emergency travel and lodging for victims, creating situation reports, and developing a comprehensive victim list. Members are assigned to sub-teams based on the knowledge, skills, and training they bring to particular roles. The scale of the event will determine how long the VSRT is deployed. In large scale events, such as the Boston Marathon Bombing and Las Vegas shooting, the VSRT will send in multiple teams on a rotational basis until a plan is in place for ongoing victim support. The VSRT is available to share effective practices from past events and can be a force-multiplier for communities with limited resources for mass casualty response.

Noting that the FBI's rapid response model¹¹ has achieved a shift towards victim focused approaches and matched the identified challenges and victims' issues, this model was also used as the basis to identify, and set, test criteria and learning points.

11 <https://www.fbi.gov/services/cirg>

A well-defined prioritisation process is necessary to set an achievable number of learning objectives which best achieve the aims of the participating organisations.

A major challenge for victim centred scenarios is that the list of identifiable potential objectives in the crisis and longer term phases was too long to be resolved. For the purposes of a short e-TTX, it is necessary to reduce the learning points to six key priorities and to reduce the timeline for the scenarios to the crisis and short term phase

5.3.2 Agreed objectives for the exercise

For the 2 sides of the same coin exercise, the planning team understood that a cultural shift in command structure thinking had to take place to ensure that critical incident response planning effectively incorporated victim perspectives. Without this shift, bridges between law enforcement agencies and public trust would remain unconstructed.

With that in mind, the agreed overarching 'Test and Learn' objectives can be summarised as follows:

- Communication Protocols
- VWF Response Management
- Victim Identification and Notification Protocols
- Resource Coordination Protocols
- Mechanisms/Protocols to support Foreign Victims/Survivors/Family Members
- Impact on Responders and Service Providers

The Canadian test and learn objectives were set around the successful identification and management of victim lists, the police response to victims' needs and those of their families, the communication protocols, the coordination of resources, and the impact of the event on police first responders. More detailed information was then developed on which actions were to be tested or what learning points could be achieved.

For example, with respect to testing around personal assets management, or personal effects, this included: owner identification, database management, evidentiary designation, religious/cultural considerations regarding the return of property, cleaning of property, among others.

The UK agency's objectives were to identify the officers and staff exposed to trauma from the incident, recognise the need for emergency services trauma intervention meetings (ESTIM), allocate specific Bronze, Silver, Gold incident commanders for wellbeing, and to establish medium to long-term monitoring processes for all those involved in the event.

Officer care following the Oscar Kilo model

The UK has a well-established counter terrorism response as well as several frameworks for units to address the needs of victims. Oscar Kilo (OK) was established to support officer welfare and wellbeing: within that context, OK recommends that police services implement its Emergency Services Trauma Intervention Program (ESTIP).

This is an intervention model for those first responders impacted by, and involved in, critical incidents such as terrorist attacks. Thames Valley Police (TVP) are the only UK police force to have fully implemented ESTIP and it was felt the e-TTX provided an ideal opportunity to test the model and determine whether it should be prioritized across all services.

OK's police wellbeing frameworks highlight current health and safety issues and identify how mitigations can be put in place to ensure the duty of care for Police Force victims; the e-TTX model would act as a pressure test for these frameworks and would demonstrate that the TTX provides an effective, safe environment for police officer training.

The state of the different enforcement agencies preparedness also influenced the objectives. In this sense, for the UK, Oscar Kilo's system had been implemented and was ready to be tested. However, Canada law enforcement response mechanisms are considering the victim-centred response and primarily sought to use this exercise to determine priorities for further developments.

Safe environment Objective

Whilst there were specific learning objectives for the teams, it's worth noting that the emphasis was on testing, validating, and assuring plans, not on testing individuals. It was clear to senior commanders and those participating that the exercise was to stress test the agencies' response, not the operatives themselves. This promoted the identification of weaknesses in existing plans and gave participants the opportunity to react honestly within a 'safe' environment.

5.4 Time frames: period covered and length of exercise

5.4.1 Period covered by scenarios

In the medium and long-term, victims still require assistance appropriate to their recovery and any upcoming criminal proceedings: this is applicable to both civilian and first responder victims. Ideally, any exercise would cover this period as well.

While most law enforcement terrorism tabletop exercises focus on the attack and its immediate aftermath, the advantage of the e-TTX was that the timeframe for the storyboard could be widened to some extent to cover victim support and police welfare measures over a longer period.

However, as the e-TTX is only a few hours long, compromises needed to be made – the primary focus remained on the immediate and short-term period following the attack with longer-term issues acknowledged but not addressed in detail.

5.4.2 Length of exercises

An important limitation to online exercises is the ability to maintain focus. Lessons learned from organising and participating in day-long or multi-day events online have shown that it is difficult to maintain enthusiasm and concentration, and that overall there is a higher risk of participant dissatisfaction as well as lower learning outcomes. This is held true even when frequent breaks are allocated.

For the 2 sides of the same coin exercise, the problem was mitigated to some extent by holding a hybrid event and ensuring that many of the participants were in the same room, 'live', whilst others were online. Nevertheless, online limitations remained; when coupled with the difficulties of ensuring officer availability for a prolonged period, it was therefore decided to hold half-day exercises which would be broken up by short breaks. The length of the educational videos also varied, with most lasting around 4 minutes, and varying in intensity as well – while the first video was very immersive, introducing the characters and their reactions in detail, others were introducing thematic issues or more theoretical points. This also allowed the participants sufficient time to digest the information presented in the storyline.

5.4.3 Timing of delivery

With two e-TTXs planned in different time zones, the aim was to deliver both on a single day, with the Canadian and UK teams commencing at the same time: morning in Canada and afternoon in the UK. However, due to operational issues, the UK contingent was unable to join on the date specified. The e-TTX therefore took place as two separate events.

5.5 Design of the exercises

5.5.1 Developing character led scenarios – the ‘I Am™’ approach¹²

The e-TTX model required a well thought out attack situation which would be relevant and appropriate to the participants and their locations. However, this alone would not be sufficient to fully test victim and well-being responses.

The exercises needed to be constructed in a way that would evoke emotion from participants whilst maximising the opportunity to explore specific scenarios faced by victims and first responders. It was concluded that a character-led model would best achieve these objectives.

12 See Annex 4

Canadian attack scenario

Terrorist attacks would take place in two locations, one in OPP jurisdiction close to Toronto and in Toronto. The characters caught up in the events would include law enforcement agents, locals, and cross-border foreign nationals of various ages, some of whom are physically injured or killed during the attack. Reviews of the events take place during 4 stages defined by periods of hours, with the final stage being several days after the attack. The scenarios develop the characters' stories and provide opportunities for the participants to address the challenges introduced.

UK attack scenario

Following several late afternoon assaults by terrorists within Reading, a large town in southern England, the five characters are introduced: all work with the Thames Valley Police, whose HQ is in Reading. The characters vary in age, gender, and ethnicity but all are directly affected by the attack. The storyline unfolds in 4 stages over a 30 day period. The immediate police effort is to control and secure the scene. Once this has taken place, the well-being of the officers directly, and tangentially, involved and impacted by the events becomes the focus of the Police Welfare network.

The 'I Am™' intelligence feeds and objectives were presented through a series of storyboards¹³. Characters introduced themselves and told the 'story' of their victimisation following a mass casualty incident (thus the title 'I Am™') in each segment of the feed. The characters were followed from the immediate aftermath of the attack to some future period, providing information on their circumstances in 'bite-size' injects to allow participants to absorb the details, evaluate the challenges, and offer solutions based on existing plans and procedures.

"The 'I AM™' delivery method for injects via individual victim stories in their own voice, was incredibly powerful and immediately humanized the message reminding our players why this field of work is so important." **Dr Cathy Martin-Doto, Psychiatrist with the Toronto Police Service.**

Another participant said "The 'I Am™' character injects seemed to be an effective delivery method for the Victim Management group as it kept the players out of the tactical weeds and focused on the people perspective. It further encouraged the players to listen with a view to understanding the victim needs rather than just responding to them."

13 See Annex

The operational context was thus reduced to draw the players into the character-led stories. The short storyboard feeds allowed participant discussion to take place without compromising the overall exercise timings. In this way, participants saw the victims as individuals, with back stories that humanised the interaction between the 'authorities' and the person suffering from the effects of the terrorist attack. They also allowed the agencies to understand the impact the different circumstances had on the individual at each phase and gave the officers the opportunity to identify the best response given the circumstances.

The 'I Am™' process identifies the human needs of victims of terrorism: law enforcement officers must use their knowledge and skills, in addition to empathy, to support the victims, in a human fashion.

Each feed, character and change in period allowed specific objectives to be set and examined, with participants having to adapt to the changing circumstances and to deliver alternative approaches, if existing strategies were unable to achieve their goals.

To ensure the scenarios and victim situations were as 'real' as possible. The following factors were considered in their creation:

- Covering a range of those impacted, not just direct victims;
- Real-life situations;
- Locations (high risk targets, etc.);
- Demographics (populations, culture, etc.);
- Relevance to the police force (size of town/population), etc.

Several victims in the Canadian storyboards were U.S. tourists visiting Toronto: Claire was shopping while her husband and son were in a nearby town to see a hockey game; Emile – a Frenchwoman married to an American – was shopping/at the restaurant; and Mia, an Israeli woman, who was a resident in Toronto, was with her son shopping.

Specific consideration was given to highlight different victim and first responder profiles (cross-border victims, ethnic groupings, institutional cultures, etc.) – again to provide a realistic scenario given the typical targets of recent terror attacks (highly populated, tourists etc).

The Canadian story boards deal with victim challenges whilst the UK storyboards deal with the wellbeing issues of officers and staff caught up in the attack events including prior – and current – PTSD trauma, sick leave, family issues, and expectations of peers and command structure following officers returning to the workplace.

The box below provides a summary of the characters established for the UK and Canadian exercises. In Annex, further details are provided on the experiences of the characters which bring out common issues that victims face.

Canadian Characters	UK characters
<ul style="list-style-type: none"> • Officer put on administrative leave suffering emotionally from the attack • Officer whose hearing is damaged and who is affected by the trauma faced by victims' families • Emergency call handler whose fiancé was killed in responding to the attack • A French woman living in US with American husband is injured and has a leg amputated • An American woman involved in the attack loses contact with her husband and son. • An Israeli woman and her son die, and the bodies need to be repatriated • A young Muslim man gives first aid at the scene and is harassed on social media • A freelance reporter pursues victims' stories • A clean-up team is affected by what they have to clean up at the scene of the attack. • A child is injured and alone. He subsequently dies. 	<ul style="list-style-type: none"> • Thames Valley Police call handler receives calls from the public, she finds it difficult to carry out her duties • Community police officer, along with a colleague, was on site during one of the attacks – her husband is supportive but wants her to stop working • Two firearms officers are affected by their involvement in the response and struggling to come to terms with their role. They do not have family to support them. • A DCO/FLO supported victims but became overwhelmed with the caseload.

The 'I Am™' scenarios can be used by any organisation providing support to victims after a critical incident: police agencies, victim support organizations, consular/governmental services, trade unions, family support organizations, welfare specialists, psychologists, medical services, etc. Organizations can identify with the problems raised by the characters and test their plans against the unfolding storyline.

5.6 Determine technical platform and identify challenges

A virtual platform was used as the delivery method, since during the Covid pandemic, virtual platforms has become a familiar communications tool. Whilst broadly smooth running, access to platforms through government firewalls should be tested as much as possible beforehand to prevent delays on the training day.

Testing and re-testing platforms with various (less tech-savvy) personnel is helpful, as is having a secondary means of running the e-TTX. Agencies were in charge of pre-testing the platform, with only one agency being unable to access the platform as a result of not pre-testing.

The platform's delivery of the scenarios to the players was designed to promote a realistic environment to stress-test existing protocols known to the participants. The virtual platform was used to encourage player participation and create a safe environment that would enable open, honest discussion among the team members; any gaps in knowledge or errors related to the application of protocols would be addressed as learning points. Additionally, the virtual platform allowed for comments to be posted throughout the course of the TTX and to be addressed by participants or facilitators.



“The exercise was fantastic. It was a unique and new platform to run TTX and from my experience with previous “real world” exercises, this format was efficient, interactive and the videos added a true sense of realism to the scenarios. I found that the virtual platform kept our timing on track and the group more engaged.” e-TTX participant

5.7 Delivery of the exercise

To ensure the exercises ran as smoothly as possible on the day, all participants received clear on-boarding instructions, in advance, via their respective country leads. As far as possible users tested systems beforehand though difficulties arose when joining the Canadian exercise, largely due to police firewalls.

There was no pre-reading available to ensure the teams had no prior knowledge; assessment would be based on 'where are we now' plans and processes.

The initial reaction from commanders, on holding the training, was a degree of scepticism; however, their post-exercise feedback was that the overall response to the scenarios was quite good and recreated a more reflective setting than a practical (kinetic) exercise.

"This is the first virtual TTX I have observed, and my assessment from start to finish is that it was a resounding success and must be replicated. The realism of injects, the use of technology and the overall coordination of the exercise was exceptional. I found this to be one of the most effective exercises of its kind and highly recommend expanding on this concept for future training opportunities." Rob Delaney, Director of Safety and Security Services, UN

Each e-TTX took approximately four to five hours to complete, including breaks. Following initial introductions, rules and explanations, realistic video and audio of the attack, aftermath and response were played. This immediately drew participants into the exercise, with a combination of actual attack footage, police response recordings and recently generated content being combined to provide as realistic a scenario as possible.

With the attack unfolding, participants were introduced to a first set of characters. The scenarios were released as four separate feeds, each providing information for a specific period after the attack. Players, supported by facilitators, then 'broke-out' to identify their response before returning to a plenary session where the teams, and the exercise support members, fed-back their insights and expertise.

This combined approach allowed for players to test the system itself and explore what responses could be made for each of the characters, how their individual situations would be handled and by whom. Facilitators pushed participants where information or analysis seemed insufficient. In this way, players were guided to see where there might be gaps in their response mechanisms or where different approaches could result in better outcomes.

The subsequent review, in plenary sessions, provided an opportunity to report back and hear from others through a constructive feedback loop. This meant that not only did the team receive comments on the system itself, but they were also introduced to approaches taken from around the world to the situations they were asked to address. These suggestions could then be incorporated into updates to the response frameworks.

Exercise format

- Opening address: providing the context of the exercise, the objectives of the participating teams, and laying the 'ground rules'
- Initial feed with attack scenario, then introducing the characters and their stories
- Discussion by the participants on the scenario, with facilitator intervention as required
- Feedback and comments in a plenary session
- Feed, participant discussion, and plenary feedback for the next 3 scenarios
- Open chat (questions and feedback) was fed through the platform sidebar
- Final plenary session reviewed the lessons learned from the exercise – comments and feedback were invited from observers and guests.

The exercises were received very positively by players and others present. There was a broad consensus that the approach created a highly immersive environment which led to engaging discussions and review of response capability.

Not only were players able to test whether they could address the needs and problems of each of the characters but the feedback process, 'in play' as well as during plenary reviews, enhanced the learning experience. Coupled with comments from observers, it was possible to obtain a much greater level of input which would support discussions on future adjustments.



“The ‘I am™’ character injects seemed to be an effective delivery method for the Victim Management group as it kept the players out of the tactical weeds and focused on the people perspective. It further encouraged the players to listen with a view to understanding the victim needs rather than just responding to them.” Ontario TTX participant

6



CONCLUSION

In a world with constantly evolving threats and acts of terrorism, countries have become increasingly adept in countering such threats and responding to attacks as they happen. Through significant, concerted efforts and global collaboration, international and national solutions have dramatically reduced the risks.

Despite this, terrorists continue to wreak havoc, devastating the lives of thousands upon thousands of individuals and wider society. As a result, it is now widely appreciated that counter terrorism response strategies are ineffective unless they include victim perspectives.

Governments, and their law enforcement agencies, have seen the consequences of failing to address the needs of victims: public trust and confidence in police services become damaged. Not only is public opinion affected; the ability of the police to meet community engagement objectives is also damaged.

Understanding this and reflecting on a more comprehensive approach to counter terrorism, an increasing number of countries have established victim centric responses, which aim to minimize the harm to direct and indirect victims, including first responders, by addressing the specific needs of those victims (for recognition and respect, protection, support, justice and compensation) both in the crisis phase and in the longer term.

Yet, exercises to test such responses are sporadic at best. No international best practices exist to ensure that the planning for such

solutions is effective and comprehensive, and that those responsible are properly pressure tested. As has been well learned for both manmade and natural disasters, the failure to test our responses inevitably leads to failures in those responses. At best it causes anger and further trauma. At worst it costs lives. This is no less the case for testing victim centric responses.

INVICTM, the UK's National Police Wellbeing Service and Linct-AA joined with police services in the UK and Canada to develop an innovative tabletop exercise to test police victim and staff wellbeing focused responses. The objective was to create an immersive experience which could be organised in a relatively short time on a limited budget to enable a wide range of learning objectives to be tested.

The hope was that by setting out a highly engaging, effective and efficient exercise process, not only will law enforcement agencies adopt victim centric counter terrorism responses, but they will also test those solutions in an effective, efficient and consistent manner.

Two half-day, online exercises were carried out to test police victim and staff welfare responses in the UK and Canada. These exercises, following the 'I am™' model were lauded as highly engaging and successful by participants, with many commenting on the realism of the exercise and the comprehensive approach to testing key learning points.

In designing the exercises seven key issues were addressed:

1. Establish time frame and resource requirements
2. Agree design team, agree on players and participants to deliver the exercise
3. Agree learning objectives, time frame for delivery and time available for the exercise
4. Agree case scenario(s) to be tested
5. Agree content of exercise best suited to achieve learning objectives
6. Decide on delivery platform, identify and address technical issues
7. Delivery of the exercise

The success of the exercises was due in particular to the extensive collaboration of a multi-agency, international team of experts, who had a diversity of knowledge and skills in the victim support and law enforcement fields as well as in training and IT. That collaboration ensured scenarios, characters, learning objectives, and audio/visual feeds accurately reflected real life experiences, the needs of

victims and the challenges they faced as well as priority issues of law enforcement.

Benefiting from the experience of developers from the security world, the exercise was designed around a character-led model with response systems being tested against the scenarios involving a range of victims and police officers affected by terrorist attacks. Using storytelling, actual footage and lifelike audio coupled with characters' histories that were based on the real-life stories of hundreds of victims, participants were drawn into the exercise and were able to emotionally connect with the stories. Importantly, the periods covered by the scenarios extended beyond the immediate crisis – as would normally be the case in kinetic exercises – to cover the days and weeks after the attack.



“The victim-centred format was very effective and seemed to be a major advance in capturing the complexity and “human element” of working with victims, as well as capturing the varied needs of individuals we will be supporting. The technology to bring this all together was amazing,” e-TTX participant

The multi-disciplinary team was deployed not only in the design phase but also during the exercises themselves. In particular, the careful choice of highly experienced and knowledgeable law enforcement and victim support facilitators ensured that the exercise kept on schedule, that key points were tested, and that participants were able to learn about effective solutions while they responded according to existing procedures. Using lead and support facilitators improved the process further. In addition, the participation of international observers enhanced the learning aspects of the exercise, allowing participants to benefit from their knowledge and input.

Feedback from players as well as senior commanders confirmed the importance of ensuring that counter terrorism response planning incorporates procedures to address the needs of victims and implements police wellbeing strategies. Without such planning in place, large numbers of individuals will be traumatised not only by the attack itself but also by failures of those responding to the attack.

The exercise demonstrated

- The need for victim-centric planning, including the need to identify and support victims/their families immediately after a terrorist attack and throughout the criminal justice process;

- The need to identify first responder victims, to provide for their wellbeing and long-term monitoring, and to support the families of officers affected by trauma;
- The need for clear, informed, empathetic internal, and external communication;
- The need for additional staff resources to enable officers involved in a terrorist attack to take time off to reflect on, and heal from, their trauma;
- The need to maintain effective relationships with internal and external partners involved in the support and wellbeing of victims of terrorism, including cross-border victims and their families.

In conclusion, the exercise demonstrated that a remote tabletop exercise can be a highly successful and productive tool that enables participants to review the preparedness of their organisation to support civilian and first responder victims of a mass casualty event, and to highlight any best practices or shortcomings of existing plans.

As organizations and individuals with decades of experience responding to attacks and supporting victims, we urge law enforcement agencies around the world to continue to adopt victim, and staff wellbeing, focused responses, and to fully test the effectiveness of those responses.

ANNEX 1

Partner Organisations

The concept, planning, design, objectives, and execution of this exercise resulted from collaboration between:

Oscar Kilo (OK), home to the UK's National Police Wellbeing Service which brings assessment, learning and conversation about emergency services wellbeing into one place. OK provides access to evidence based research and resources that can be used to help shape wellbeing provision and encourage collaboration and innovation across not just policing, but all emergency services.

Since its launch in 2017, Oscar Kilo has grown rapidly and is now used by law enforcement agencies and organisations as well as Fire and Rescue Services across the whole of the UK. In April 2019, Oscar Kilo became the online home and brand of the National Police Wellbeing Service and works closely with the College of Policing, National Police Chiefs Council, and Home Office to deliver this service.

Oscar Kilo aims to encourage the sharing of best practice and learning, socialising wellbeing as a subject and to encourage everyone to understand more about what wellbeing means to them and their organisation. The National Wellbeing Service hosts an open access website to allow emergency service personnel to view its resources, guidance, examples of best practice and available support though some resources are only available to police forces in England and Wales.

Oscar Kilo hosts the Blue Light Wellbeing Framework, a login area for those UK Police Forces and Fire and Rescue Services that have adopted the Framework so they can audit and benchmark themselves as an organisation.

INVICTM stands for the International Network Supporting Victims of Terrorism and Mass Violence. INVICTM was created in 2016, bringing together a group of trusted experts dedicated to improving support for victims of terrorism. Without a formal structure or legal entity, the group dedicates their time and shared good practices and lessons learned, with the goal of enhancing support to victims of terrorism by furthering knowledge about terrorism victim needs. Built on trust and confidentiality, our group has grown as a platform for sharing knowledge and information and has become a forum for experts from around the world to leverage new information and expertise for use in their own countries. The group includes NGOs,

law enforcement agencies, civil society members and other experts that provide information based upon their background, country and professional perspective. Since its inception, this closed expert group shared ideas about how to better support victims, identifying practices with global application potential. INVICTM combines monthly virtual calls facilitating the exchange of knowledge and experiences, with a swift and reactive network that helps partners respond to attacks or urgent questions. The network has already fostered change across countries, and in the short time INVICTM has been in existence has worked hard to improve support for victims of terrorism.

LinCT-AA is a non-profit separate affiliate of the International Leadership in Counter Terrorism (LinCT) Program with a principal purpose to promote personal and professional development, networking, exchange of good practice and global thinking of Counter Terrorism Professionals from both law enforcement and intelligence agencies. The Association works with key academic research centres and leading professionals in relevant fields of expertise to continually develop and inform successful and sustainable partnerships. These relationships work effectively for the benefit and protection of communities across the world.

ANNEX 2

INVICTM Chair and UK National Police Wellbeing Service – National Service Lead:

Sue O’Sullivan – Chair INVICTM

Throughout her career, Sue O’Sullivan has been an advocate for safe and healthy communities and for increased services to victims. Ms. O’Sullivan began her distinguished career in policing in 1981, holding numerous leadership positions throughout her 30 years of service until retiring as Deputy Chief of Police (Ottawa). Continuing forward with her work, and drawing on her background and interest in assisting those affected by crime, Ms. O’Sullivan began an appointed term as Canada’s Federal Ombudsman for Victims of Crime on August 16, 2010 and completed her term on November 15th, 2017. During her time as Ombudsman, Ms. O’Sullivan continually placed a strong emphasis on ensuring that victims’ voices were heard at the federal level and pushed for positive change for victims of crime in Canada, including making recommendations to the Government of Canada on legislative and policy amendments.

She is currently the Chair of the International Network Supporting Victims of Terrorism and Mass Violence and the CACP National Working Group Supporting Victims of Terrorism and Mass Violence, a founding member of Victim Support Asia, a member of the International Victims Focus Group for Operation Kenova, a member of the Counter Terrorism Preparedness Network - Humanitarian Assistance and Psychosocial Subgroup and the ICRC Missing Persons Global Community. Sue is also a past president of the Leadership in Counter Terrorism Alumni Association and a current member of the Executive Advisory Board. Sue was appointed to the National DNA Data Bank Advisory Committee in 2018.

Chief Constable Andy Rhodes QPM – (Retired) Lancashire Constabulary, National Service Lead for National Well Being Service – Oskar Kilo

Andy Rhodes is the Chief Constable of Lancashire Constabulary one of 43 forces in England & Wales with a workforce of 6000. He is also the NPCC lead for well being, staff engagement and organisational development. His policing background has been mainly in the uniform & specialist operations disciplines including Counter Terrorism Firearms Command. For the last 5 years Andy has held the position of Professional Community Chair for OD and International Policing in the College of Policing. He was awarded the QPM in 2016 and has an MBA and a Post Graduate Certificate in coaching. He is Chair of CPOSA the Chief Police Officers Staff Association.

He is currently preparing his doctoral research study which will focus on well being ...what else? Andy has worked with experts from across policing and academia and is the service lead for the National Well Being Service (NPWS) Oscar Kilo www.oscarkilo.org.uk . The NPWS is funded by Government & Public Health England and services a blue light community of over 200,000 law enforcement and fire professionals. The OK programme comprises a range of services from line manager & executive leadership training to psychological support. The NPWS team co-ordinate a fleet of 10 outreach vehicles kitted out with health screening equipment and represents a vital front end to the service which is highly visible and able to extend it's reach to a dynamic frontline. Over 10,000 members of staff have accessed early intervention physical, sychological and financial check-ups in the last 12 months. In crisis events the fleet is used to forward deploy for use in trauma debriefs. Andy is COVID-19 national police lead for testing and personal protective equipment as well as HR policy.

ANNEX 3

e-TTX scenarios

Canada: *Terrorist attacks would take place in two locations close to and in Toronto. The characters caught up in the events would include law enforcement officers, locals, and cross-border foreign nationals of various ages, some of whom are physically injured or killed during the attack. Reviews of the events take place during 4 stages defined by periods of hours, with the final stage being several days after the attack. The scenarios develop the characters' stories and provide opportunities for the participants to address the challenges introduced.*

Officers on duty are called out to the attacks, one is killed, and another is injured and later dies. All officers involved in the attacks must be debriefed and if their firearms were discharged their actions must be investigated. Tony, one of the officers is put on administrative leave, he's been debriefed but feels guilty and wonders if he could have done more or acted differently. He's drinking more and sleeping less due to the trauma.

The hearing of Rebecca, another officer, is affected and is not treated at the time of the attack. She takes up duties working with victims but is still having hearing problems. While working with the victims the officer is made aware of the anger felt by family members on the way death notifications have been handled and that information on the victims is being passed around on social media. The officer is also impacted by the events and feels unable to talk about her trauma with family, so she is spending more time at work. A doctor has now checked her hearing. The loss of hearing will impact the officer's career and she is angry at the way this issue was handled. Anger continues to surround the way victim-specific information is being communicated and there is a lack of coordination over identifying, assisting, and repatriating foreign victims and their families.

Amelia, one of the emergency call handlers, is engaged to one of the officers that dies. She volunteers to work with the victims. She wants to keep busy; she is struggling to cope as there is little information for the victims' families and the calls are distressing. Her colleagues have been supportive, but she is a victim too, her fiancé will be buried soon.

Emile, a Frenchwoman, living in the US with her American husband, is injured in the attack and loses a limb, she is hospitalised and finds herself without the means to contact her family. Once she has access to a phone, she contacts her family to tell them where she is. She receives a visit from the police and finds herself having to make decisions about the repatriation of her leg, through the mail, she is upset and angry at the

interaction. Her husband arrives from the US, and she immediately posts negative comments on social media.

Claire, an American woman, is shopping at one location, while her husband and child are caught up in the attack at another location. Her phone battery dies, and she has no means of contacting her husband after hearing about the second attack. She self-evacuates and takes a taxi to see if she can find information about her husband and child. After recharging her phone in the taxi, she goes on to social media, angry at the lack of information available.

Mia, an Israeli woman, is critically injured after being stabbed, she's worrying about her son and au pair, but dies before she reaches hospital. Her son dies too. Her husband works at the consulate and wishes his wife's body to be returned immediately to Israel for burial; due to the pressure the coroner is under this isn't possible. The Israeli discovers his wife's body is lying in the same morgue as the terrorists, there is a formal complaint and an outcry in Israel.

Jamil, a young Muslim man, who gave first aid at the mall is now afraid to leave his home. The media have reported he may be a suspect. He wishes to make a statement to the police as he can identify the suspects, but the police haven't interviewed him as yet.

Kevin, a freelance reporter, wants to contact those on site at the attacks – to give them a voice – but no-one wants to talk to him, but that's OK, he won't give up.

The cleaning team leader, John, must oversee the clean-up of the mall, his team are affected by the blood and the belongings left behind.

A child is alone and afraid after there is an explosion. The child dies.

UK: *Following several late afternoon assaults by terrorists within Reading, a large town in southern England, the five characters are introduced: all work with the Thames Valley Police, whose HQ is in Reading. The characters vary in age, gender, and ethnicity but all are directly affected by the attack. The storyline unfolds in 4 stages over a 30 day period. The immediate police effort is to control and secure the scene. Once this has taken place, the well-being of the officers directly, and tangentially, involved and impacted by the events becomes the focus of the Police Welfare network.*

Sarah is a Thames Valley Police (TVP) call handler and she received numerous distressing calls from the public at the time of the attack. She has been unable to change her duties after the attack because of established shift arrangements but she is overwhelmed by having to answer calls from the public. She lives on her own and has no-one to talk to about how she feels. Sarah goes on sick leave but feels upset that she

is not helping her colleagues. She visits her doctor and returns to work as she feels better able to cope after talking about her experience.

Alisha is a Community Police Officer, who was at the site of one of the attacks with her colleague, Rich – a Response Officer. While Alisha has been supported by her line manager, who changed her duties to prevent traumatisation, her husband is not happy with her being at work. Alisha appears to be coping better as she is receiving support from her manager, from the public, and from friends and family. After talking about her feelings, Alisha's husband is being much more supportive, while her son – a recent Police College graduate – is proud of her.

Rich and Mohammed, an Armed Firearms Officer, have experienced trauma before in their careers but both continue to think of the events around the attack, neither has family support: Rich's father is in a care home and Mohammed isn't able to talk about his experiences to his family. Rich goes on sick leave though he feels guilty that he is not at work with colleagues. Rich is finding life difficult; he is nearing retirement and is finding it hard to return to work. He is drinking more and not sleeping well.

Mohammed was directed, with his colleagues, to confront the suspects during the attack; his gun didn't discharge when the suspects were taken down. He is a peer supporter and finds it difficult to sleep due to his part in taking down the suspects, additionally he is concerned about another colleague, Chris, who is under investigation for shooting one of the suspects. Mohammed is constantly going over events in his mind, he is still mentoring Chris but finds it difficult to cope with PTSD and guilt over his firearm jamming.

DC/FLO Claire offered her support to the attack victims even though she was working on other cases, she then became overwhelmed by the overload. Claire avoids talking to her husband and has been concerned about her daughter at university. Claire struggles with these concerns but immerses herself with work as an avoidance tactic. Claire receives support from participation in an Emergency Services Trauma Intervention Meeting and is now able to deal with her anxiety about her daughter.

ANNEX 4

e-TTX Team Leads and Facilitators

ONTARIO PROVINCIAL POLICE TEAM LEAD:

Maria McDonald

Deputy Director – Victim Support Strategy Lead, Investigation & Support Bureau, Ontario Provincial Police

Maria McDonald BL is an Irish Barrister called to the bar in 2007. Maria has acted as a consultant on issues relating to female genital mutilation, gender-based violence, criminal legal aid, international criminal law and victims' rights. Her work has been referenced in the Dail and Seanad (Irish Houses of Parliament) and used for the filing of an amicus curiae brief before the International Criminal Court. From 2008 to 2014 she lectured part time in Dublin City University in subjects such as international human rights law, public international law, international trade law and mental health law.

Maria was a founding member of the Victims' Rights Alliance, a group of victim rights NGOs and human rights organisations who are working together to ensure that the Victims' Rights Directive is implemented effectively in Ireland. Their work resulted in the successful implementation of dedicated victim's rights legislation in Ireland.

Maria is on the Victims Focus Group for Operation Kenova, an investigation into the alleged activities of an individual codenamed Stakeknife, during a period known as 'the troubles' in Northern Ireland. In 2016-2017 she was co-chair of the International Framework for Dialog and Information Sharing, now called INVICTIM (International Network for Victims of Terrorism and Mass Violence), of which she is a serving member. Maria completed a project, co-funded by the European Commission, which developed training on victim's rights for lawyers and judges across five EU member states.

Maria is a Member on a number of committees including the Canadian Association of Chiefs of Police (CACP) National Working Group on responding to Victims of Terrorism and Mass Violence, the CACP Law Amendments Committee and the International Association of Chiefs of Police (IACP) Victims Services Committee. In 2020, she was invited to be an Advisor to the EU Centre of Expertise for Victims of Terrorism.

In October 2018 Maria joined the Ontario Provincial Police as Deputy Director – Victim Support Strategy Lead, Investigations and Support Bureau and is focused on delivering a Victim Centred Approach within the OPP. She is currently involved in the roll out of an OPP Victim Specialist Program.

TORONTO POLICE SERVICE – TEAM LEAD

Cst. Danielle Bottineau, Emergency Mgmt/Public Order, Toronto Police Service

Danielle is currently the lead for the Toronto Police Service Victim Management Response and was the lead for the Service on the international virtual TTX. Danielle is also one of the Design and Development Leads for the CACP NWG Pilot Victim Specialist/Family Liaison Course.

ONTARIO FACILITATORS:

Kathryn Turman, Assistant Director, Victim Services Division, FBI (Retired)

Kathryn M. Turman served as the Assistant Director over the FBI's Victim Services Division from 2002-2020. She established the program in the FBI and oversaw its evolution from a handful of employees to almost 300 victim services specialists at headquarters and in the field offices, including child/adolescent forensic interviewers, terrorism victim services coordinators, operational psychologists, and hostage/family support specialists. She also established the FBI's Victim Services Response Team, consisting of victim specialists, agents, evidence recovery specialists, and analysts. The VSRT deployed to assist victims of more than 30 mass casualty crimes and disasters in the US. She also incorporated crisis response canines into the FBI's Victim Services Division.

Ms. Turman served in the Department of Justice from 1991 until 2002, first as Director of the Missing and Exploited Children's Program, as Chief of the Victim Witness Assistance Unit in the U.S. Attorney's Office for the District of Columbia, and as Director of the Office for Victims of Crime. Prior to joining the Department of Justice, she was special assistant to the late Senator John Heinz. She served on numerous national task forces, including the National Commission on Child Abuse and Neglect (1991-1995), National Commission on the Future of DNA Evidence (1998-2001), the White House Hostage Policy Review (2015), and the National Forensic Science Commission (2013-2017).

In addition to supporting INVICTIM, Ms. Turman volunteers as a Court Appointed Special Advocate for abused and neglected children, provides training for corporations on supporting victims/employees of mass casualty events, and serves on advisory boards for several nonprofit organizations.

Levent Altan – Executive Director – Victim Support Europe

Levent Altan has been Executive Director for VSE since 2014 and is responsible for providing overall leadership, strategic direction, and management of the organisation.

Levent began his career in 2001 in the UK Ministry of Justice before moving to the Home Office and the Cabinet Office under Prime Ministers Blair and Brown. Having previously worked in the European Commission for three years, in 2009, he returned to work as a national expert tasked with writing an EU Directive on victims' rights. Over the next three years, he developed the European Union's policy on victims' rights, leading the development and negotiation of the EU Directive which establishes minimum rights for victims of crime in 26 Countries across the European Union. Subsequently, Levent worked as Principal Legal Advisor at Milieu Ltd, a multi-disciplinary consultancy, where he led a team running various multi-country projects on justice and home affairs.

Levent has worked and spoken extensively on victims' rights across Europe and globally, providing expertise to national governments as well as the UN, Council of Europe, and European Union. He helped found VSE's sister organisation Victim Support Asia, and most recently leads the consortium delivering the European Commission's EU Centre of Expertise for Victims of Terrorism.

Pete Sparks, Detective Superintendent (UK), National Coordinator for UK Disaster Victim Identification

Detective Superintendent Pete Sparks has 30 years policing experience: as National Coordinator for UK Disaster Victim Identification, he supports police & partner agencies in the UK & overseas. He was Head of Unit SO15 Forensic Management Team, who deal with DVI & forensic recovery following counter terrorism incidents. As strategic lead for CT Family Liaison for police forces in the UK, he directed victim's response operations for UK victims in CT attacks since 7/7, Paris, Brussels, Stockholm, Barcelona & all victims in the bridge attacks in London.

Following the attack in Sousse, he was integral in a cross-government unit to support the families & survivors and to assist all UK Government

Departments & partner agencies in preparing to respond to future incidents. This involved training government staff, in family handling during overseas crisis, and UK companies, including BP, who have staff employed in hostile countries. This ensures that the Family Liaison & DVI response to future mass casualty incidents is coordinated & focused on the needs of the victims.

He has assisted the Swedish Civil Agency/National Police, the Norwegian Police, and Belgium in introducing family & victim support systems, as well as providing advice to the Canadian Resource Centre for Victims of Crime. He delivered the Family Liaison program for the Australian Federal Police, who adopted the process to deliver to law enforcement agencies in Australia. He has been trained by the UK Military to enable him to operate in hostile environments internationally and is a Hostage, Crisis & CT Negotiator

An Verelst – INVICTM – University of Gent

Dr. An Verelst is a postdoc fellow at Ghent University. She worked as a psychologist in war-affected regions in Northern Uganda and Eastern Congo where she founded and managed the Centre for Children in Vulnerable Situations, a victim support NGO providing psychosocial support children, families and communities impacted by armed conflict. At the Centre, she carried out a large scale quantitative and qualitative doctoral study on the psychosocial consequences of sexual violence during, and after, the armed conflict and its consequences on treatment.

Currently, An works as a project coordinator for Ghent University on a Horizon2020 project called RefugeesWellSchool that implements and evaluates the impact of six psychosocial interventions for young refugees and migrants in schools. She also works with ENABEL, to improve culturally sensitive support for victims of sexual violence in the Democratic Republic of the Congo and Senegal, and is involved in the research and development of holistic care of migrant and refugee victims of sexual violence in Europe. She is a proud member of INVICTIM and works as a volunteer with Victim Support Europe, where she had previously worked as policy officer and deputy director, contributing to improve support for victims of terrorism in Belgium, Europe and around the world.

UK FACILITATORS:

Professor Richard Amlôt, Scientific Programme Leader of the Behavioural Science Team at the Emergency Response Department, Public Health England.

Richard leads a research programme that explores operational, behavioural, and psychological responses to emergencies and disasters, with a particular focus on CBRN incidents. He previously led on the EU EAHC funded ORCHIDS project ('Optimisation through Research of Chemical Incident Decontamination Systems'), which was chosen by EU DG SANCO as one of the 12 best projects in their 2008-2013 Public Health Research Programme. Other projects, on public and emergency responder reactions to emergencies and disasters, specifically the psychosocial consequences of disasters and how risk communication strategies can be used to promote positive behavioural and psychological responses, have been funded by the UK Home Office, Department of Health and European Commission via EU EAHC, EU FP7 and EU DG HOME.

Amlôt advises several central Government working groups including the Cabinet Office's Scientific Advisory Group for Behaviour, the Behaviour and Communications subgroup of the Department of Health's Scientific Pandemic Influenza Advisory Committee and he chairs PHE's Psychosocial and Behavioural Issues advisory subgroup. Dr Amlôt is the Assistant Director (PHE) for the Unit.

Sir Mark Rowley was knighted in 2018 for his "exceptional contribution to national security at a time of unprecedented threat and personally providing reassuring national leadership through the attacks of 2017". He has globally recognized leadership expertise in national security, policing, crisis management and transformation, and has led thousands of people in multi-hundred-million-pound organizations. He is regarded as an unwaveringly determined, innovative and transformational leader able to operate in the most complex stakeholder and political landscape, under the most extreme personal and organisational public pressure and scrutiny.

After finishing university Sir Mark entered the police in 1987. After several years with the National Criminal Intelligence Service, he joined Surrey police force where he became Chief Constable. After four years, he joined the Metropolitan Police Service as an Assistant Commissioner in 2011. Until 2018, Sir Mark was one of the most senior police figures in the UK, having led UK Counter Terrorism Policing from 2014 to 2018 whilst the ISIS, Neo-Nazi and other terror threats accelerated dramatically. He led urgent transformation and

ever closer working with local policing and the Security Service that enabled numerous successful interventions into terrorist plots.

Since he retired from the police force in 2018, Sir Mark has turned to new leadership challenges, with a continued focus on secure and thriving communities.

Chief Constable Andy Rhodes is the Chief Constable of Lancashire Constabulary one of 43 forces in England & Wales with a workforce of 6000. He is also the NPCC lead for wellbeing, staff engagement and organisational development. His policing background has been mainly in the uniform and specialist operations disciplines including Counter Terrorism Firearms Command. For the last 5 years Andy has held the position of Professional Community Chair for OD and International Policing in the College of Policing. He was awarded the QPM in 2016 and has an MBA and a Post Graduate Certificate in coaching. He is Chair of CPOSA the Chief Police Officers Staff Association.

Andy has worked with experts from across policing and academia and is the service lead for the National Well Being Service (NPWS) Oscar Kilo www.oscarkilo.org.uk. The NPWS is funded by Government & Public Health England and services a blue light community of over 200,000 law enforcement and fire professionals. The OK programme comprises a range of services from line manager & executive leadership training to psychological support. The NPWS team co-ordinate a fleet of 10 outreach vehicles kitted out with health screening equipment and represents a vital front end to the service which is highly visible and able to extend its reach to a dynamic frontline. Over 10,000 members of staff have accessed early intervention physical, psychological, and financial check-ups in the last 12 months. In crisis events the fleet is used to forward deploy for use in trauma debriefs.

Andy is COVID-19 national police lead for testing and personal protective equipment as well as HR policy.

Julie Rawsthorne, Inspector with Lancashire Constabulary, has been a Police Officer for 17 years and has held a variety of roles. She is passionate about the wellbeing of officers and staff, having delivered Wellbeing initiatives within Lancashire including Contemplation Rooms, the Wellbeing buddy Scheme, Maternity and Paternity support groups together with creating Wellbeing boards which empower staff to make the changes needed around Wellbeing.

Julie is heavily involved with Lancashire Women's Network, as the Vice Chair for Inspire – Women in Policing. She has been responsible

for the mentoring and supporting of many women across the force, together with the planning and delivery of CPD and celebratory events across the county.

Julie is involved with British Association of Women's Policing as she cares deeply about equality and improving the working experiences of Women in Policing.

ANNEX 5

Selected Resources

UK National Police Wellbeing Service – Oscar Kilo

<https://oscarkilo.org.uk/>

Leadership In Counter Terrorism Alumni Association

<https://www.linct-aa.org/>

Victim Support Europe (VSE)

<https://victim-support.eu>

Organizing memorials (VSE)

https://victim-support.eu/wp-content/files_mf/1553332194Guidancedocumentmemorials.pdf

VSE study for the European Parliament “how can the EU and Member States better help victims of terrorism?”

[https://www.europarl.europa.eu/RegData/etudes/STUD/2017/596805/IPOL_STU\(2017\)596805_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2017/596805/IPOL_STU(2017)596805_EN.pdf)

EU Center of Expertise for Victims of Terrorism

eucvt@victimsupporteurope.eu (EU)

National Security Division, U.S. Department of Justice - Office of Justice for Victims of Overseas Terrorism (DOJ/OVT)

<https://www.justice.gov/nsd-ovt>

IACP – International Association of Chiefs of Police

<https://www.theiacp.org/projects/enhancing-law-enforcement-response-to-victims-elerv>

<https://www.theiacp.org/resources/document/officer-safety-and-wellness>

US National Mass Violence Victimization Resource Centre

<https://www.nmvrc.org/>

UN Victims of Terrorism Support Portal

www.un.org/victimsofterrorism

UN OCT (Office of Counter Terrorism) - NEW

<https://learn.unoct-connectandlearn.org/>

VOICES Center for Resilience (US)

<https://voicescenter.org/>

CIPSRT – Canadian Institute for Public Safety Research and Treatment

<https://www.cipsrt-icrtsp.ca/>

CTPN Counter Terrorism Preparedness Network

<https://www.london.gov.uk/what-we-do/fire-and-resilience/counter-terrorism-preparedness-network-ctpn/ctpn-reports-and-publications>

U.S. DOJ Office for Victims of Crime

Helping Victims of Mass Violence and Terrorism Toolkit

<http://www.ovc.gov/pubs/mvt-toolkit/index.html>

Office for Victims of Crime – Technical Training and Assistance Centre

<https://www.ovcttac.gov/>

FBI Victim Services Division

Link to general resources

[Victim Services — FBI](#)

We Regret to Inform You: Online training for law enforcement and others delivering death notification

<http://www.deathnotification.psu.edu/>

UK Family Liaison Officer (FLO)

Guide outlining practices that apply to FLO in mass incidents

[Family Liaison Officer Guidance \(zakon.co.uk\)](#)

Victim Support England and Wales

[Victim Support Meeting the needs of survivors and families bereaved through terrorism](#)

National Counter Terrorism Security Office UK

<https://www.gov.uk/government/organisations/national-counter-terrorism-security-office>

France Victimes

contact@france-victimes.fr

<https://france-victimes.fr/>

Portuguese Association for Victim Support (APAV)

<http://www.apav.pt>

NATAL – Israel Trauma and Resiliency Center

<https://www.natal.org.il/en/>

<https://osmnj.org/>

Massachusetts Office for Victim Assistance

www.mass.gov/mova

www.mass.gov/askmova

Victim Support Netherlands

www.slachtofferhulp.nl

UK National Disaster Identification Unit

<https://www.npcc.police.uk/>

Victim Support Sweden

www.brottsofferjouren.se

Canadian Resources Centre for Victims of Crime

<https://crcvc.ca/>

National Counter Terrorism Security Office UK

<https://www.gov.uk/government/organisations/national-counter-terrorism-security-office>

The Radicalisation Awareness Network Practitioners

https://ec.europa.eu/home-affairs/networks/radicalisation-awareness-network-ran_en

Additional Welfare Resources

The Impact of Workplace Stressors on Exhaustion and Work Engagement in Policing https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3553709

The role of psychological screening for emergency service responders (spacing) [https://www.emerald.com/insight/content/doi/10.1108/IJES-04-2018-0021/full/html#:~:text=Psychological%20screening%20can%20help%20by,organisations%20\(Bloom%2C%202011\)](https://www.emerald.com/insight/content/doi/10.1108/IJES-04-2018-0021/full/html#:~:text=Psychological%20screening%20can%20help%20by,organisations%20(Bloom%2C%202011))

Psychological Trauma Risk Management in the UK Police Service

https://www.researchgate.net/publication/328916488_Psychological_Trauma_Risk_Management_in_the_UK_Police_Service

POLICE WELLBEING: A STAGED APPROACH WHEN DEALING WITH MAJOR INCIDENTS

<https://www.oscarkilo.org.uk/news/police-wellbeing-and-major-incidents>

Responding to trauma in policing: a practical guide 2020

<https://www.college.police.uk/support-forces/health-safety-welfare/wellbeing>