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Supporting survivors

A guide outlining help for people in a crisis

Prepared for ATOC by Sue Nelson



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Supporting survivors - a head and heart response



We decided to publish this guide in the light of the excellent reception to the conference we organised in November: "Supporting Survivors - an integrated approach." The feedback we received showed the high level of interest amongst the emergency services and all those professionally engaged in managing incidents, whether they be involved in using the 'head' to deliver the operational response or dealing with the 'heart' based humanitarian issues.

In this two-day conference we were able to bring together survivors from recent mass casualty disasters and emergency responders from the police, local authorities and other agencies so that we could continue to learn from the experiences of those for whom a major incident is a personal disaster that transforms their lives.

The idea for the conference came out of our work in developing rail incident care teams and from talking with many experienced and committed people from the emergency services and resilience agencies.

Railways are a very safe mode of transport and compare favourably with other forms. The rail industry has a history of learning from accidents and over the years has used its 'head' to do just that. In recent years, careful analysis together with engineering and operational skill has allowed us to put in place measures which very greatly reduce railway risk.

But it also became evident how vital it is that we also use our hearts to provide a humanitarian response to those affected. This realisation led to the establishment of the incident care teams.

ATOC has worked with Britain's main-line train operators to build a national incident care capability. Central to this work are the incident care teams of specially selected volunteers trained in how to respond to the needs of survivors in the hours and days immediately following any event requiring a humanitarian response. In doing so ATOC has forged links with other emergency responders and now has an on-going dialogue with the relevant agencies involved in providing care for those affected by disasters

This guide sets out the background to how emergency services respond to an incident. It then goes on to show how the rail industry's humanitarian response, channelled through a network of interdependent incident care teams, complements the response of the emergency services who play the pivotal role in society's response to disaster.

I would like particularly to thank Peter Lovegrove, Dr Carolyn Coarsey, Amanda Whyte, the Metropolitan Police family liaison officer team and the highly committed people from the train operators who, with many others, have made the incident care team project work, and Sue Nelson for her expertise and work in a preparing this guide.

George Muir
Director General
Association of Train Operating Companies.

Part 1 - Management of an incident

Definitions of an incident

Mass fatality incidents are those where the number of fatalities is greater than normal local arrangements can manage. They can occur without warning and include natural events, hostile acts, major transport accidents and crowd related incidents

Emergencies (as defined in the Civil Contingencies Act 2004) are events which cause or threaten death or injury, disruption to the community, or damage to property or the environment on a scale that cannot be dealt with by the emergency services and other agencies as part of their normal day-to-day activity and therefore require special deployment.

Major incidents are events requiring the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority to provide for the initial treatment, rescue and transport of large numbers of casualties, the handling of large numbers of enquiries from the public and the media, or the involvement of large numbers of people. Additionally, major incidents are declared when it is necessary for the emergency services and other agencies to mobilise to cater for the threat of death, serious injury or homelessness to a large number of people.

It is possible that a major incident for one agency may not be a major incident for another.

Managing the response

There is no single model response to an emergency. How to respond will vary in the same way that the nature of the incident and its effects will vary. No two events are the same. However, any response has to be a combined and co-ordinated operation and certain features will be common to many different events.

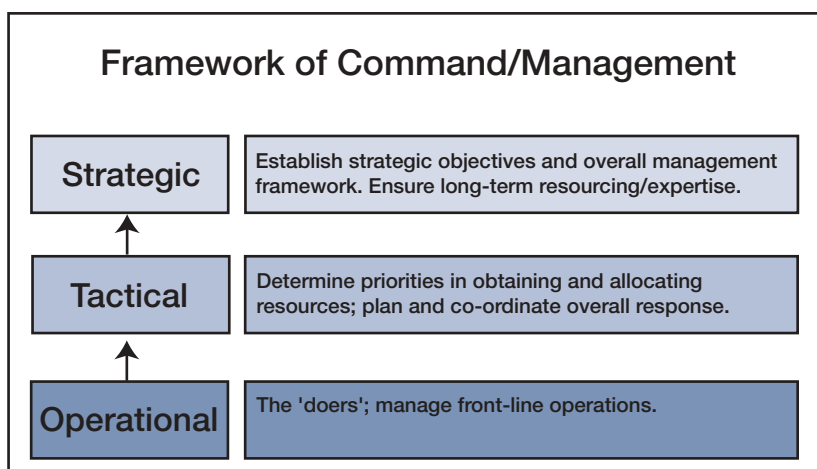
The core objectives of the combined response will be similar on each occasion and the same basic management structure should apply when responding to most events.

Underpinning this approach is the need for accurate records of briefings, de-briefings and the output from investigations, which will be used for sharing information with relevant agencies and authorities about the lessons learned. It is only by learning those lessons that the management of an incident can be effective in the future.

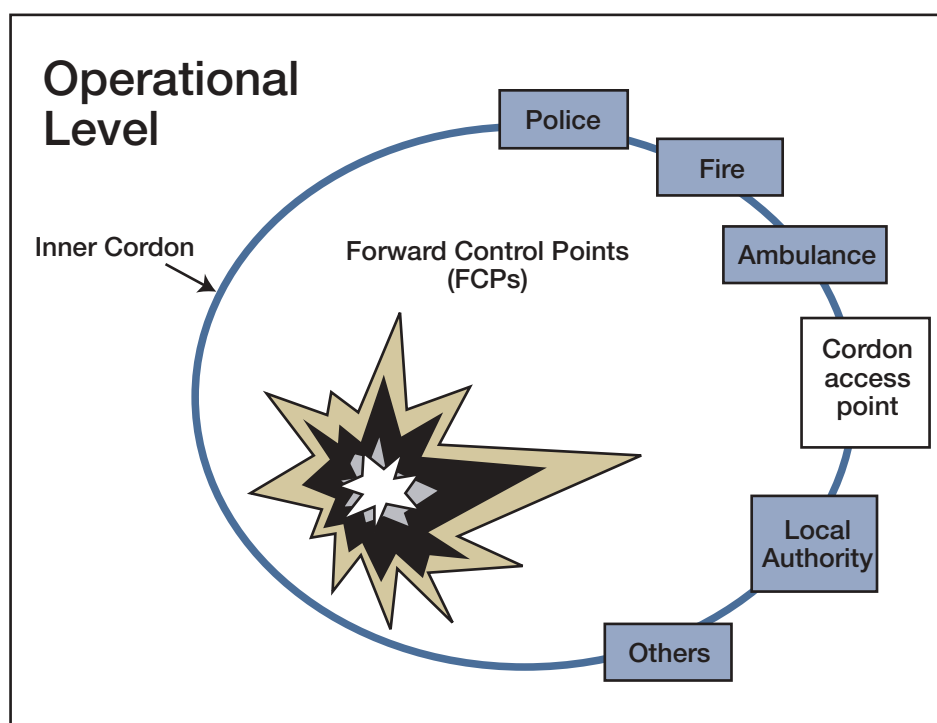
A clear command framework to co-ordinate the response needs to be established at the earliest opportunity. Generally within the UK, a gold, silver, bronze management framework is adopted as follows:

- Gold is strategic
- Silver is tactical
- Bronze is operational

Managing the response



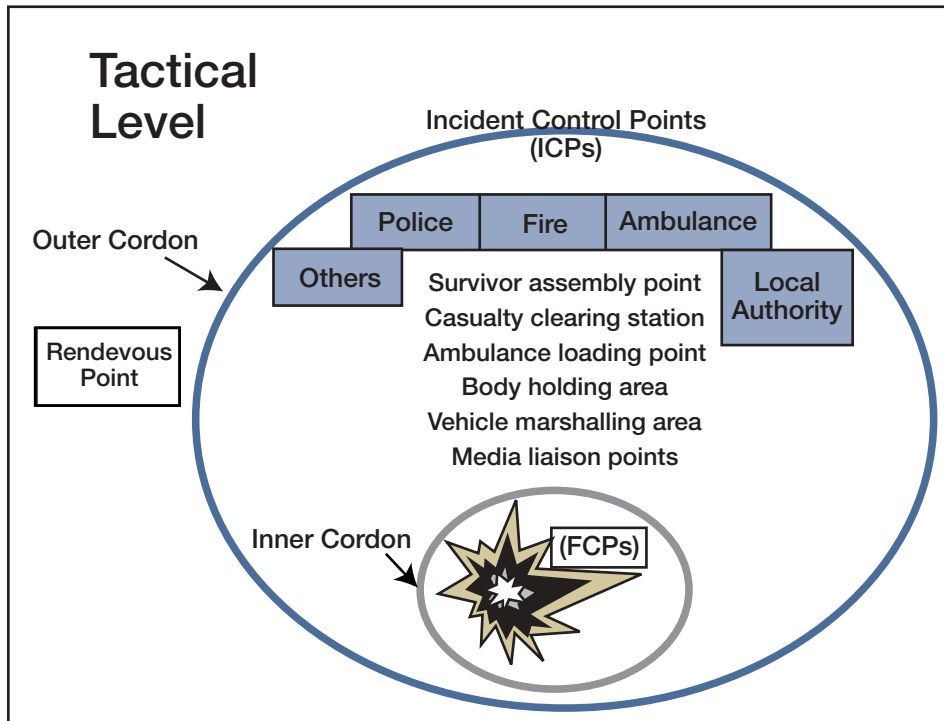
Reproduced from Dealing with Disaster, published by the Cabinet Office



Reproduced from Dealing with Disaster, published by the Cabinet Office

An inner cordon, set up by the police, is required to secure the immediate scene and provide a measure of protection for personnel working within the area. All those entering the inner cordon will do so through a designated cordon access point.

Managing the response



Reproduced from Dealing with Disaster, published by the Cabinet Office

If practical, the police may also establish an outer cordon around the vicinity of the incident to control access to a much wider area around the site. This will allow the emergency services and other agencies to work unhindered and in privacy. The outer cordon may then be further supplemented by a traffic cordon.

Some functions will by their very nature be discharged outside cordons and away from the scene but need to be considered as essential components of an integrated response, as indicated below.

Key off-scene locations and functions:

Local authority crisis / emergency centre	Casualty bureau
Rest centres	Temporary mortuary
Friends and relatives reception centres	Receiving hospitals
Survivor reception centres	Media liaison points

Reproduced from Dealing with Disaster, published by the Cabinet Office

Police services

Co-ordination of the response to land-based emergencies is generally led by the relevant Home Office police force. Saving life is the priority. However, the police also safeguard evidence for future enquiries and possible criminal proceedings.

The police may declare the site of a disaster to be a crime scene and where people have died this will often be the case. The police will establish cordons around a crime scene and where a location is or is potentially hazardous.

The police will appoint a senior investigating officer (SIO) to lead their investigation. In the event of a rail incident the British Transport Police normally takes primacy, working closely with the relevant local force. For serious rail incidents, the on-site technical investigation is now generally led by the Rail Accident Investigation Branch (RAIB).

The police will appoint a senior identification manager (SIM) to lead the recovery of bodies and identification of victims. The SIM also establishes the casualty bureau and mobilises

family liaison teams. The casualty bureau provides the initial point of contact for the receiving and assessing of information about those believed to be involved in an emergency. The bureau will record details of survivors, evacuees, the injured and the dead, including their whereabouts. A comprehensive list of missing persons will also be collated and there will be close liaison with the police ante mortem team to help trace and identify those involved.

The police are also responsible for notifying the next of kin.

“ We need to work together,
plan together, train together”

Senior police officer



The primary role of the fire service is life saving and the rescue of people trapped by fire, wreckage or debris. Fire service personnel also help ambulance services with casualty-handling and the police with the recovery of bodies.

In addition to management of hazardous materials, they may also, on behalf of the NHS, undertake mass decontamination of people who have been exposed to chemical, biological, radiological or nuclear (CBRN) substances.

The fire service generally takes the lead on health and safety issues for personnel working within the cordon protecting the immediate scene of an incident.

Health bodies



The NHS priority in any major emergency is to save lives and treat casualties. The ambulance service will co-ordinate this response at the scene of an incident through an appointed ambulance incident officer (AIO). Ambulance or medical staff will also assess casualties at the site or casualty clearing station before their evacuation to hospital.

“ Don't hide anything from us. Tell us the truth - we'll find out anyway”

Bereaved parents

HM Coroner

In an emergency, the coroner will be responsible for establishing the identity of fatalities and the cause and circumstances of death. The coroner will convene an Identification Commission which is a group representing all aspects of the identification process to consider and determine the identity of the dead to the satisfaction of the coroner.

The coroner will open inquests and authorise the release of the bodies, after appropriate examination and documentation. He/she will issue documents to the registrar so death certificates can be issued and funerals held.

Disaster Victim Identification (DVI)

It is essential that the handling of issues surrounding fatalities is both efficient and sensitive. Dealing with fatalities during major emergencies must recognise the conflict between trying to satisfy:

- The full and proper legal requirements for enquiring into what happened
- The emotional and information needs of the bereaved relatives or friends of the deceased.



“ The families don't understand the DVI process. It causes frustration which is why communication is vital”

Family liaison adviser

The DVI process is led by the police-appointed SIM who will cover all aspects relating to the identification of victims. The SIM will supervise the recovery of the dead and human remains from the scene.

Disaster Victim Identification (DVI)

The SIM establishes and co-ordinates meetings of the Identification Commission which is chaired by the coroner. Functions include the compilation of evidence which will lead to the positive identification of the deceased and controlling the running of the mortuary.

Since the DVI process was introduced - now recognised across 185 countries - cases of misidentification have reduced from one in ten to around 1 in a 1,000.

“ You have to see everyone as an individual and ask yourself what would I need if it were me?”

Incident Care Team member

Local authorities



The priority of local authorities in a major incident is to act in support of and in partnership with the emergency services. In addition, local authorities provide a crucial community leadership role and longer term survivor support services through, for example, social services and housing functions. Emergency planning and response work is co-ordinated and facilitated across the authority and as the emphasis moves from response to recovery, the authority will lead the longer-term rehabilitation of the community and restoration of the environment. For rail incidents it is Network Rail (or other infrastructure manager) that leads the recovery and restoration of the network.

Each local authority manages a civil contingency planning function (emergency planning), with core personnel acting as a hub co-ordinating planning,

training and exercising within local authority departments. These arrangements are fundamental to the discharge of related community responsibilities in emergencies. Local authority planning is conducted in close co-operation with the emergency services, utilities, industrial and commercial organisations, central and regional government, and statutory and voluntary organisations.

“ I was made homeless because I didn't pay my rent for five weeks. That's because I was in a coma in intensive care”

London bombings survivor

The voluntary sector

Voluntary organisations can provide a broad range of skills and services. They can include practical support such as first aid, transport and provisions for responders, or other support such as counselling and helplines.



The military

Civil authorities can seek military assistance and this has been a vital part of the response to many major emergencies in the past. This has included the use of aircraft hangars, gymnasiums or territorial army centres as temporary mortuaries.

The community



The community can play a vital role in the response to and recovery from emergencies, providing resources, expertise and knowledge in support of the response agencies. Self-help and support for vulnerable local people can be provided by members of the community, and there will be local networks the response agencies can use to pass on information. The community may also be able to advise on the different cultural or language needs of its members.

Faith communities

Any major emergency is likely to involve members of faith, religious and ethnic minorities and responders need to bear their needs in mind. In transport incidents it is more difficult to predict who will be affected - in the Potters Bar rail crash, four of the seven dead were foreign nationals.

“ The complexity of faith communities is a struggle, but it’s worth it”

Airport chaplain

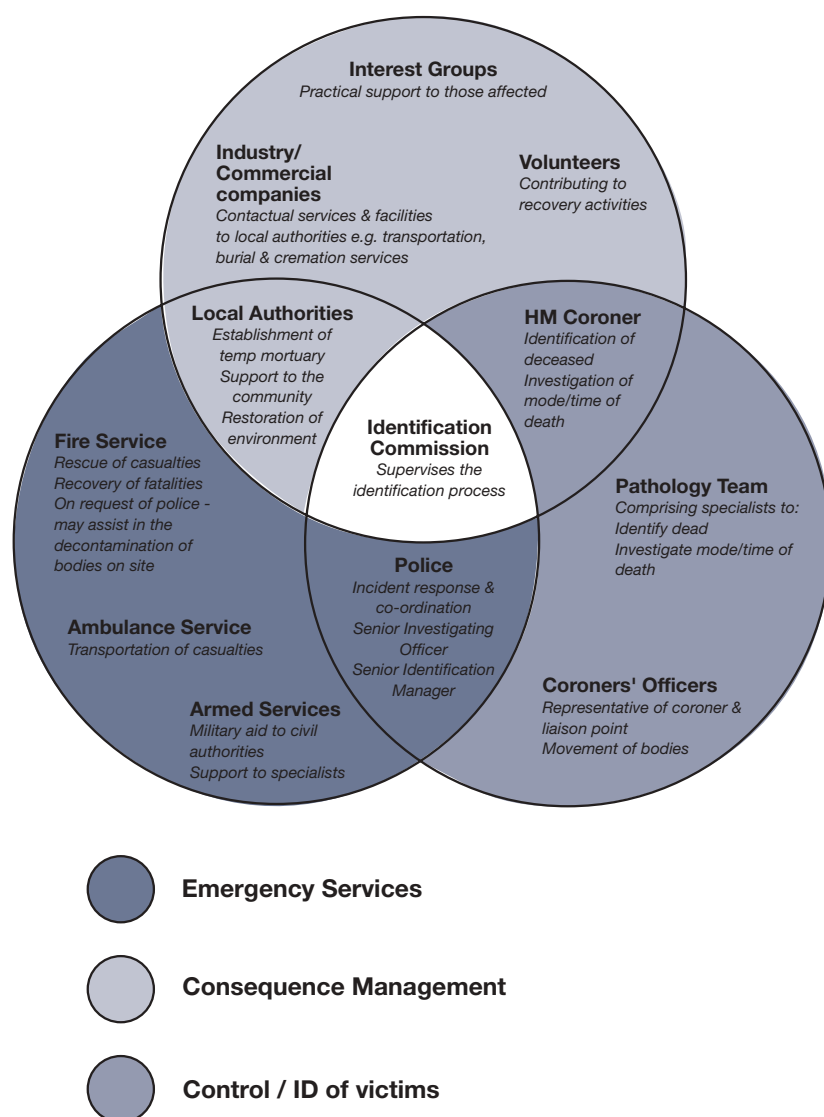
Translators and interpreters may be needed and it needs to be recognised that particular religious requirements relate to medical treatment, hygiene, diet and places for prayer. Depending on the faith of the deceased or bereaved there may also be concern about how the dead are handled, the timing of funerals and other rites of passage.

The private sector

There is a wide range of private sector bodies that - while not routinely involved in the core of emergency response and recovery - will have an important role when incidents affect them. They include gas and electricity transmitters and distributors, telecommunications providers, water and sewerage undertakings and transport providers. These organisations are defined under the Civil Contingencies Act 2004 as Category 2 responders, with a requirement to co-operate and share information with Category 1 and other Category 2 responders. (See page 19)

A wider community of industrial or commercial organisations may also play a direct role in the emergency response, especially if their organisation is at the heart of an emergency, for example a rail crash. It is in this context that the rail industry's incident care teams have been formed.

Interaction of agencies



Reproduced from "Guidance on dealing with fatalities in emergencies" -
A joint publication between the Home Office and Cabinet Office

Looking after people

The care of those involved in a major emergency and the way they are treated lie at the heart of the response. In particular, sudden impact major emergencies may cause physical injury, affect people's mental state or affect their material welfare. Experience and study of major emergencies has identified various key groups of people:

“ I'm not a victim,
I'm a survivor”

Person severely injured in terrorist attack



- The deceased
- Those who have been injured
- Those directly caught up in the emergency event, but who are not physically hurt
- Families and friends of the injured, missing or dead
- Rescuers and response workers
- Wider sections of the community whose lives are affected or disrupted
- Witnesses and spectators

Those affected need to know where they can access timely and accurate information, advice and support. They may be in a state of deep shock so it is vital that information is well co-ordinated, consistent, and provided in a safe environment.

There are three identifiable stages:

- the first 24 hours after an emergency
- the first 48 hours
- the days and weeks that follow

“ I still see those people in the carriage. I still hear the screams. But by setting goals I don't have many flashbacks or nightmares because I'm too busy”

Survivor, London bombings

The first 24 hours

Immediate humanitarian response will include:

- Directing those people affected to places where they can shelter and recover (usually known as reception centres)
- Ensuring names and addresses of all those affected are recorded and fed into one central point (a function that might be taken on by the police)
- For both survivors and worried family and friends, offering a single point of information about what's happening, and a single point of access to local responders as the emergency unfolds.



These concerns are best met by the setting up of immediate, basic rest and reception centres, with links into the police casualty bureau and investigation process (as required).

A survivor reception centre might initially be run by the emergency services - those first on the scene - until the local authority becomes engaged in the response and assumes the lead role.

A family and friends reception centre would be established by the police in consultation with the local authority and staffed by these organisations and suitably trained voluntary organisations.

The first 48 hours



Over this slightly longer period, emerging practice suggests that depending on the scale and nature of the emergency, a Humanitarian Assistance Centre (HAC) should be set up to provide, at a single point, a wider range of practical and emotional support services than reception centres can offer.

Different emergencies will require different types of HACs. In some cases it may be possible to develop an initial rest and reception centre into a fully-functioning HAC by adding in a greater range of services on the same site. In other cases, the most appropriate response might be the provision of a helpline and website - a 'virtual' HAC.

The decision to set up a HAC will be taken by the strategic co-ordination group (Gold command - page 2 refers) set up to manage the emergency.

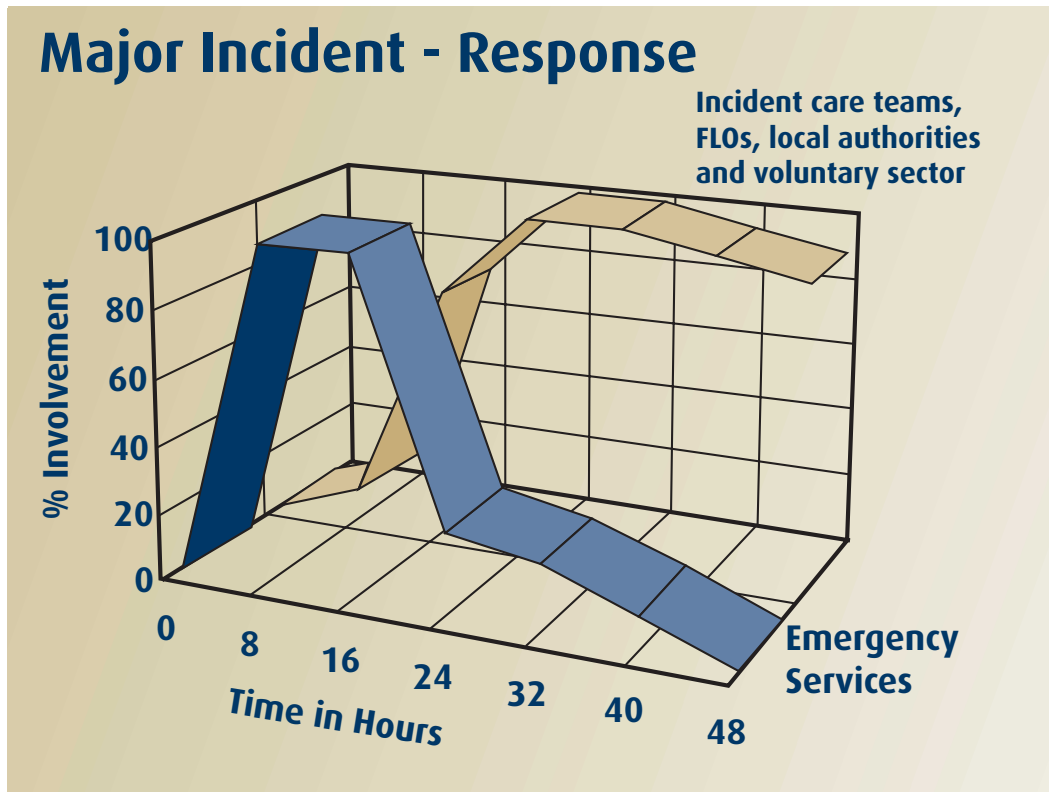
The days and weeks that follow

“ The government uses the word compensation but they can't compensate us for what we've lost. What we want we can't have”

Father of bomb victim

If a HAC has been established (whether in physical or virtual form), it may be expected to run for a number of weeks, a few months or even longer after the event. During that time, it will be important to ensure people are aware of its existence and location and that the HAC brings in additional support services if required.

The days and weeks that follow



The HAC will act as a focal point for information and assistance to bereaved families and friends of those missing injured or killed, survivors, and those directly affected by an emergency.

Where necessary, it will facilitate the gathering of forensic samples (e.g. DNA) in a timely manner, to help the identification process. It will also offer access and guidance on a range of agencies and services, so allowing people to make informed choices according to their needs.

Looking after the needs of survivors demands a seamless multi-agency approach to minimise duplication and avoid the gaps. It is in this area that the role of the police family liaison officer is key, providing a pivotal focus for other agencies and organisations to combine their efforts in caring for those affected.

“ Everyone reacts differently, even within families. Family relationships will be under strain. Such devastation can split families”

Bereaved mother

Police Family Liaison Officer

It is now recognised that police family liaison officers (FLO) are an essential part of the response to a mass fatality incident.

A FLO would usually be deployed in the case of an unexplained or violent death particularly in respect of homicide, road death and mass disaster. A FLO might also be deployed where such liaison might enhance the effectiveness of the police, for example, hate crime, or where people have been severely injured in a major incident.

The FLO is primarily an investigator, and while expected to deal with the bereaved in a compassionate and caring manner, he or she is not deployed to provide emotional or other support to families. They are neither trained nor equipped to do so.

Following a mass fatality incident FLOs will have a key role in investigating priority missing person reports and assisting in identifying potential victims. Close co-ordination will be necessary to establish links between the casualty information and mortuary arrangements in particular.

The FLO will obtain precise ante mortem details from the families of missing people judged most likely to have died in an incident. This may include taking or arranging the collection of samples for analysis and comparison, including DNA.

They also have a vital role to play in advising families of the procedures involved. These may include any identification, repatriation, investigation and judicial processes - including coroner matters - that may follow. Explaining the procedures may help families to understand why some delays in the recovery, identification and release of bodies can occur.

In helping families through this deeply distressing period they may need to call on other responders who can assist with practical support such as travel and accommodation. In the event of a rail incident it is in this arena that the rail incident care teams operate.



“ Use your head and your heart. They are inextricably linked”

Family liaison officer

“ On July 6th we were interviewing staff to join the incident care team. We had identified nine who were all told they would be contacted about future training. The next day they were on the job”

London Underground manager

What is a rail Incident Care Team?

A rail Incident Care Team (ICT) is a group of selected, organised and trained volunteers, formed with the purpose of enhancing communication between the train company and the survivors affected by an incident and responding to their needs.



While care teams are primarily intended for use following major rail related events, support could also be provided in connection with much smaller incidents - such as when an individual passenger has been traumatised as a victim of or witness of a criminal act, or as a result of the train in which they are travelling breaking down in a tunnel for an extended period.

Although individual train operators are responsible for the selection and management of their own ICTs, a key principle is that there should be mutual support across the rail industry. Thus all companies work to the same national rail industry standards and all individual team members have received identical training.

Why have rail incident care teams?

“ You won’t get it right all the time. Don’t bluff, don’t be condescending. Above all, listen”

Family survivor advice to responders

There are two important elements of responding to an emergency; these may be termed the “head” and “heart” responses.

The “head” response is the putting into place of an effective structure and procedures to manage the practical/logistical issues by means of an emergency plan.

The “heart” response focuses on meeting the needs of the survivors of the incident as individuals - keeping in mind that this includes the friends and families of the passengers and staff involved in the incident. It is precisely to provide this “heart” response that the ICTs have been set up.

What is the function of the team?

At an operational level, team members will work in conjunction with at least one, if not a group of colleagues, depending on numbers required. The focus is on practical help and support, not counselling (though professional counselling services would be made available as and when needed).



Examples of the types of support and assistance offered to the survivors include but are not limited to, the following;

- Being present on a daily basis at hospitals, reception centres and other locations (e.g. the Humanitarian Assistance Centre) where survivors are accommodated
- Providing practical assistance at such centres in terms of information, refreshments, clothing, transport, and hotel accommodation
- Working in partnership with other responding agencies e.g. police, local authorities, counselling bodies, hospitals etc
- Working in particular with the police Family Liaison Officers (FLO) to assist the families of the bereaved in any way they can.

“ This has been life changing for me”

ICT member involved in London bombings response

The intention is very much that the ICTs will work alongside and complement the efforts of the other responding agencies - in no way are they intended to replace them.

Part 2 - Supporting Survivors - the conference

ATOC organised a national conference in November 2006 to highlight the needs of survivors and how their experiences can assist and improve the future response to emergencies.

The conference was organised as a result of the growing acknowledgement of the work of the incident care teams.

As their existence and capabilities become increasingly known, the ICTs are being warmly welcomed as a useful addition in the crisis management arena. But this greater engagement with other responders has served to highlight that there are two clear challenges, not just for train operators, but for all those involved, specifically:

- How to work together effectively and in a joined up way
- How to achieve consistency

In addition ATOC's work has caused the forging of links with the Family Assistance Foundation an independent non-profit corporation based in Atlanta, Georgia, founded to improve support given to survivors and family members following a disaster. The foundation has a strong background in the American airline industry but works worldwide to assist the people involved when disaster strikes.

The Family Assistance Foundation worked alongside ATOC to bring together survivors and responders at the conference so they could learn from each other.

The conference theme was how public, private and voluntary UK organisations can work together to recognise and meet the needs of survivors of mass casualty disasters - that is, those directly involved, their friends, relatives and those bereaved.

Survivors from the London bombings, the 2004 tsunami, the 2005 suicide bomb attack in Sharm al Sheikh, Egypt and terrorist bomb in Kusadasi, Turkey all addressed the conference, along with responders from the police, local authorities, the Foreign and Commonwealth Office, and other agencies.



It was clear from the survivors' stories that each of their experiences was unique to them, although common themes emerged. For example, those who survived major incidents at home in the UK appeared to experience a more co-ordinated, consistent approach than those whose tragedy befell them abroad.

Supporting Survivors - an integrated approach

The conference goal was to equip delegates with the knowledge, inspiration and means needed to provide the best possible support to those whose lives have been transformed as a result of disasters.

This was achieved by providing:

- A forum at which all responding agencies and teams were able to openly share their capabilities, knowledge, experiences and concerns for the benefit of all
- An opportunity to hear survivors discuss what actions by various responding agencies were most helpful and suggestions on what areas or services can be improved
- An opportunity to hear from responders with first hand experience of recent events on personal experiences, challenges faced and lessons learned
- An exploration of how different agencies - public, private and voluntary - can work together to support survivors, including clarification of roles and responsibilities
- Identification of practical tools and tasks applicable at the individual, organisation and collective levels to assist with the provision of better support for survivors

Some 170 delegates from a broad range of organisations, including train operating companies, airlines, police and emergency services, local authorities, government, health service and voluntary sector attended the two-day event.



“ It’s very humbling for me to sit here in front of these organisations who helped me. I’m very privileged to have been looked after by them. I’m the end result of what you people do and it’s nice to come here and say thank you”

Seriously injured survivor of the London bombings

Supporting Survivors - an integrated approach

Key themes to emerge included:

- For a genuinely co-ordinated response the views of survivors are crucial
- No two events are the same and individuals' and families' needs are different
- While there may be processes in place for response and recovery, where families are concerned it is vital to be flexible and open to different ideas and new approaches
- It's the small gestures that count - details are important
- Honesty and integrity are non-negotiable. Families need the truth - nothing less
- Clear lines of communication are vital

“ We can't stop doing this, we just can't. Not until something changes. We're here today to make things better”

Parents of overseas bomb victim who want to use their experiences to help improve government response for those killed abroad

While the conference highlighted several examples of good practice it also drew out lessons to be learned from things that have not gone so well in the past.

“ There are different problems when overseas. Our staff are located in capitals which can be away from the scene of the event. It can take time to provide assistance”

Foreign and Commonwealth Office

The Foreign and Commonwealth Office (FCO) has more than 200 embassies and consulates abroad and is therefore the lead department for the government's response to crises affecting UK nationals overseas.

The experiences of some who lost family members in the tsunami and terrorist incidents abroad highlighted a number of difficulties which are now actively being addressed by the FCO and other relevant agencies. These included survivors not finding UK officials in the affected areas who were able to give them effective help, family and friends in the UK not being able to get through on the overwhelmed emergency telephone lines, and traumatised people feeling “lost” in the wider health system once they returned to the UK.



Supporting Survivors - an integrated approach

A common thread for survivors was the apparent lack of care for families longer term. Those who had lost family members abroad or who had been injured were unable to get help from their local authorities or agencies because the incident didn't happen back home.



One London bombings survivor, made homeless by his local council because he did not pay his rent (he was in a coma in hospital for several weeks) was told he would have to wait up to three years to be re-housed and in the meantime could live in a residential care home.

“ Once we got home we saw no one else. No one told us what help was available. I don't know how we coped. I was near to breakdown”

Family survivor of terrorist bomb abroad

Their stories highlighted a clear need for relevant agencies to look at longer term issues and plan for them. The over-riding conference message was that while there are sensitive and compassionate arrangements in place for supporting survivors, such care can be made more effective by learning the lessons from their experiences.

The quality of humanitarian help received in the aftermath of a disaster can shape for years to come people's reactions to a tragedy that has transformed their lives.

“ These are the experts. These are the people from whom we can learn lessons”

Responder speaking of survivors

This document is our attempt to show those affected that we in the rail industry, along with our emergency response colleagues, will continue to learn lessons and look for further ways to improve our response.

We are grateful to those survivors who have shared their experiences with us and humbled by their bravery.

For further information on the conference findings please email peter.lovegrove@atoc.org

Part 3 - Useful information

The Civil Contingencies Act

The Civil Contingencies Act, and accompanying non-legislative measures, are intended to deliver a single framework for civil protection in the United Kingdom capable of meeting the challenges of the 21st century. The Act is separated into two substantive parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2)

Part 1

Part 1 of the Act and supporting Regulations and statutory guidance, Emergency Preparedness, establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Those in Category 1, are those organisations at the core of the response to most emergencies (e.g. emergency services, local authorities, NHS bodies). Category 1 responders are subject to the full set of civil protection duties. They are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning
- Put in place emergency plans
- Put in place business continuity management arrangements
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- Share information with other local responders to enhance co-ordination
- Co-operate with other local responders to enhance co-ordination and efficiency
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only).

Category 2 organisations (e.g. Health and Safety Executive, transport and utility companies) are “co-operating bodies” who are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector (e.g. rail incident care teams). Category 2 responders have a lesser set of duties - co-operating and sharing relevant information with other Category 1 and 2 responders.

Part 2

Part 2 of the Act updates the 1920 Emergency Powers Act to reflect the developments in the intervening years and the current and future risk profile. It allows for the making of temporary special legislation (emergency regulations) to help deal with the most serious of emergencies. The use of emergency powers is a last resort option and their use is subject to a robust set of safeguards - they can only be deployed in exceptional circumstances.

For more information go to www.ukresilience.info/ccact/index.shtml

Category 1 and 2 responders

The Civil Contingencies Act 2004 splits responders into two categories with a different set of requirements in each category. Category 1 and 2 responders in England and Wales are listed below.

Category 1 responders “core responders”	Category 2 responders “co-operating responders”
Emergency services <ul style="list-style-type: none"> • Police forces • British Transport Police • Fire authorities • Ambulance services • Maritime and Coastguard Agency 	Utilities <ul style="list-style-type: none"> • Electricity distributors and transmitters • Gas distributors • Water and sewerage undertakers • Telephone service providers (fixed and mobile)
Local authorities <ul style="list-style-type: none"> • All principal local authorities (i.e. metropolitan districts, shire counties, shire districts, shire unitaries) • Port health authorities 	Transport <ul style="list-style-type: none"> • Network Rail • Train operating companies (passenger and freight) • Transport for London • Airport operators • Harbour authorities • Highways Agency
Health bodies <ul style="list-style-type: none"> • Primary Care Trusts • Acute & Foundation Trusts • Local Health Boards (Wales) • Any Welsh NHS Trust that provides public health services • Health Protection Agency 	Health bodies <ul style="list-style-type: none"> • Strategic health authorities
Government agencies <ul style="list-style-type: none"> • Environment Agency 	Government agencies <ul style="list-style-type: none"> • Health and Safety Executive

Devolved administrations - Scotland and Wales

Emergency response arrangements in Scotland

Responsibility for civil protection is largely a devolved matter in Scotland. The balance of activity and interaction between the Scottish Executive and the UK government in relation to emergencies affecting Scotland will depend on the nature of the incident and the devolution settlement.

The principles of emergency response in Scotland are the same as for the rest of the United Kingdom. The majority of emergencies are dealt with at local level without any involvement by the Scottish Executive or central government.

Emergency response arrangements in Wales

Responsibility for civil protection is largely a non-transferred matter in Wales, remaining primarily the responsibility of UK government departments. However, the Welsh Assembly Government has functional responsibility for a number of important policy areas (e.g. health, the environment, animal health) and plays an important co-ordinating role.

The balance of activity and interaction between the Welsh Assembly Government and the UK Government in relation to emergencies affecting Wales will depend on the nature of the incident and the devolution settlement.

Useful organisations and websites

7th July Assistance Centre

www.7julyassistance.org.uk

Offers support to all those involved in the London bombings, as well as those involved in recent overseas bombings and the Bahrain boat disaster.

Ambulance Service Association

www.asa.uk.net

Provides a central forum for all matters related to ambulance services, from education and training through to clinical developments and research.

Association of Chief Police Officers (ACPO)

www.acpo.police.uk

An independent, professionally led strategic body which leads and coordinates the direction and development of the police service in England, Wales and Northern Ireland.

Association of Train Operating Companies (ATOC)

www.atoc.org

The official voice of the passenger rail industry and represents train companies to the government, regulatory bodies, the media and other opinion formers on transport policy issues.

British Red Cross

www.redcross.org.uk

Responds to hundreds of emergencies, from major incidents to transport accidents, evacuations, floods and fires, every year.

British Transport Police

www.btp.police.uk

National police force for the railways providing a policing service to rail operators, their staff and passengers throughout England, Wales and Scotland.

Department for Culture, Media and Sport

www.culture.gov.uk/what_we_do/humanitarian_assistance

Published guidance on humanitarian assistance in

emergencies and an independent literature review which looks at the needs of people affected by emergencies.

Department for Transport (Transec)

www.dft.gov.uk

Recent attacks on London, 9/11 and the Madrid train bombings mean transport security is an important part of Government's long-term counter-terrorist strategy.

Disaster Action

www.disateraction.org.uk

Set up in 1991 by survivors and bereaved from major disasters. An independent advocacy service representing the interests of those directly affected by disaster.

Emergency Planning College

www.epcollege.gov.uk

The Government's centre for running short seminars, workshops and courses on crisis management and emergency planning.

Emergency Planning Society

www.the-eps.org

The professional body for those with an involvement in emergency planning, crisis and disaster management.

Family Assistance Foundation

www.fafonline.org

Not for profit corporation based in Atlanta, Georgia representing a broad and international spectrum of people with interest and expertise in family assistance

Fire Service College

www.fireservicecollege.ac.uk

Promotes the need to be able to prepare effectively and respond to natural and terrorist-based disasters.

Useful organisations and websites

Foreign and Commonwealth Office

www.fco.gov.uk

Lead department for government response to crises overseas affecting British nationals. Also gives details of the terrorist threat world-wide, and what help the FCO can provide in warning of the dangers.

Government advice on preparing for emergencies

www.pfe.gov.uk

Provides guidance for the public on how to prepare themselves, their families and their homes and businesses to cope during an emergency or disaster.

Home Office

www.security.homeoffice.gov.uk

The security section of the Home Office website gives details about the work of the Home Office Counter-Terrorism and Intelligence Directorate (CTID). It also gives access to guidance on dealing with fatalities in emergencies.

MI5 - Security Service

www.mi5.gov.uk

Gives security advice and public information on the threat to the UK from domestic and international terrorism

Network Rail

www.networkrail.co.uk

Owns and operates Britain's rail infrastructure. Rail industry lead for the operational response to and recovery following a major incident.

Police

www.police.uk

Provides links to official police forces and related organisations.

Rail Accident Investigation Branch (RAIB)

www.raib.gov.uk

Independent railway accident investigation organisation for the UK. Investigates railway accidents and incidents on the UK's railways to improve safety, not to establish blame.

Rail health and safety

www.rail-reg.gov.uk

The Office of Rail Regulation is the independent health and safety regulator for the railway industry, including metros, light rail and heritage.

Tsunami Support Network

www.tsunamisupportnetwork.org.uk

Set up after the Indian Ocean Disaster in December 2004 to provide help and support for anyone affected by the tsunami, whether they are a survivor, bereaved person or family member.

UK Resilience

www.ukresilience/info

A resource for civil protection practitioners supporting the work which goes on across the UK to improve emergency preparedness.

Women's Royal Voluntary Service

www.wrvs.org.uk

Provides teams of trained volunteers to support the welfare needs of the community and statutory services in time of emergency.

Acknowledgements

The author* referred to the following documents and publications in producing this document:

Addressing Lessons from the Emergency Response to the 7 July 2005 London Bombings: What we learned and what we are doing about it

Published by the Home Office and the Department for Culture, Media and Sport

Association of Train Operating Companies Incident Care Team Guidance Manual

Dealing with Disaster (Revised third edition)

Published by the Cabinet Office

Emergency Response and Recovery - non statutory guidance to support Emergency Preparedness statutory guidance document on Part 1 of the Civil Contingencies Act 2004

Published by the Cabinet Office

Family Liaison Strategy Manual

Published by the Association of Chief Police Officers (ACPO) Crime Committee

Guidance on dealing with Fatalities in Emergencies

Published by the Home Office and the Cabinet Office

Humanitarian Assistance in Emergencies: Non-statutory guidance on establishing Humanitarian Assistance Centres

Published by the Department for Culture, Media and Sport and the Association of Chief Police Officers

Review of the Experiences of UK Nationals Affected by the Indian Ocean Tsunami

Published by the National Audit Office

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www.comsafetypartners.com