

FINAL REPORT
OF THE EUROPEAN MARITIME DISASTER
PROJECT

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EUROPEAN MARITIME DISASTER PROJECT

FINAL REPORT

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EUROPEAN MARITIME DISASTER PROJECT
FINAL REPORT

1.0 INTRODUCTION

1.1 Executive Summary

This report will provide a background to the establishment of the project on Maritime Disasters on an international scale and identify the key issues of such a disaster. It will address the issues in three main phases, as follows;

Short Term Issues
Medium Term Issues
Long Term Issues

It will also identify the need to improve international co-operation with all Member States as well as looking at the relationships with international organisations, such as the International Maritime Organisation (IMO). The Report aims to provide a comprehensive guide to the development of international projects and identify areas of improvement in communications within it's own country and in co-operations with Member States.

It also looks at the need to increase the use of information technology systems, and how it has established an internet Website for this purpose as well as exploring new technology and working with other projects already established within the European Union, principally with the Nedies Project and Suremind.

The Project will demonstrate the importance of good working relationships both within the management of the project, with its Core Group Members and with other Member States who sent delegates to the European Workshop held in June 2000.

The production of a training video has been a good example of introducing the subject of Maritime Issues into a training package for all types of organisations and agencies, and demonstrates that there is no single authority, which carries the responsibility in responding to a major Maritime Disaster.

Details have already been received that the video is already being used for training purposes by some Member States

It will also highlight a few problems experienced on the financing of the project, including the fluctuation of the euro, and how this affected the funding of the project.

The report also provides the European Commission with evidence of the work, which has been carried out during the project period, and the

willingness for all partners to continue this work after the Contract period has been complete at the end of November 2000. It will also provide the European Commission and Member States with clear recommendations on improvements on key issues, as well as identifying future projects.

1.2 Background to the Project

In December 1998, the European Commission published the Community Action Programme in the field of Civil Protection inviting Member States to submit Projects, which would assist more than one Member State in a number of key areas of Civil Protection.

Essex County Council together with Suffolk County Council share a common boundary, the sea that divides them from the mainland of Europe. Both counties felt that more work need to be carried out to look at the many international aspects of maritime disaster in the light of the Herald of Free Enterprise tragedy and more recently Estonia.

There has been a number of maritime disasters in recent times throughout the European Union. The ports of Harwich and Flexistowe are the common boundaries for Essex and Suffolk, and so they have always worked closely together, to have in place the necessary planning arrangements in the event of such a tragedy occurring again.

Suffolk County Council drafted a paper for consideration by all agencies and organisations, which have a responsibility to respond to a maritime disaster. The paper looked at working together in a European Project, this included the Maritime and Coastguard Agency, the Emergency Services Ship Owners and of course voluntary agencies who have vital role in the response.

Throughout this planning, it was recognised that more work needed to be carried out with colleagues in Europe, and so in May 1999, Essex on behalf of the two County Councils' submitted a proposal to the European Commission under the Action Programme in the Field of Civil Protection to expand the planning arrangements and to develop closer working relationships with their "neighbours" across the sea.

The submission was discussed with the Home Office for their support, and it was agreed that it should be taken forward. The project was clearly divided into four main areas of work, which were as follows:

- Pilot Project
- European Core Group
- Production of Training Video
- European Workshop

Each of the above activities enabled the project to develop its aim and identify the key issues for future projects and work.

The Project formally started on 27 September 1999, with the signing of a Contract between the European Commission and Essex County Council. Essex, through the Emergency Plans Unit have lead the project, but have been supported by their partner Suffolk County Council and many other agencies and organisations in the development of the project, which has lead to the final recommendations and conclusions.

(A copy of the proposal, which was submitted to the European Commission is available on request)

1.3 Partners in the Maritime Disaster Project

In any European Project it is important to have partners who would not only support the aim and objectives of the project but also take an active role and be able to contribute to the success and future development of the project. It was clear from the response, that this would be achieved by having nine Member States who were willing to participate in the project.

The original proposal called for 2-3 partners, however the increased numbers would indeed benefit the project. Although this would lead to further consideration being given to the financial implications of having so many partners after the proposal had been submitted to the European Commission. The partners are as follows;

- Belgium
- Denmark
- Finland
- France
- Greece
- Italy
- Netherlands
- Sweden
- UK

1.4 Purpose

International travel has become a part of everyday life, for both business and pleasure. High speed ferries for movement across the sea carry large numbers of passengers from all parts of Europe, indeed passengers may come from Member States who do not have a coastline, so this project wanted to look not only at the Search and Rescue phases of a disaster, but also the other human issues, which need to be considered, including the move into the medium and long term phases.

2.0 SCOPE OF THE PROJECT

This report will state the advantages in undertaking projects of this nature and the importance of continuing the work into future projects. It will also

stress that although this project focused on maritime disasters, the lessons learned and the consequences of such a disaster will also have similarities to any major disaster involving people from different nations. It will also look at the complexity of the transfer and collation of information.

The report will also identify future projects, including the work, which needs to be continued including sharing of best practice in the field of Civil Protection.

This Project has not been able to focus on one of the important issues of a maritime disaster, which is pollution. It fully supports the European Commission for the need to look at maritime pollution; both accidental and deliberate.

3.0 AIM OF THE PROJECT AND OBJECTIVES

3.1 Aim

The principle aim of the project was to encourage co-operation in the field of Civil Protection with Member State, and to identify the key issues surrounding a Maritime Disaster.

3.2 Objectives

To increase awareness of the need for further planning on an international scale for a Maritime Disaster;

- To have closer co-operation with Member States
- To learn from those countries who had experience of such disasters
- To develop information technology systems to improve co-operation
- To identify and develop training and exercise arrangements to be shared on an international scale
- To produce a training video which would be suitable for all Member States

4.0 PROJECT MANAGEMENT

4.1 Introduction

It was clear from the proposal submitted to the European Commission that this project would be complex. This was primarily because of the large numbers of organisations and agencies who are involved in the response to a major maritime disaster, the complexities of international co operation with both Member States, as well as other countries outside the European Union.

This section of the report aims to describe how that process was managed, including the arrangements for a European Workshop and the financial arrangement that need to be in place.

4.2 Work Programme

A work programme was devised to look at first how the UK would respond to a major maritime disaster, then at the international aspects. The project has been an excellent opportunity for both Essex and Suffolk to liaise with other local authorities in the UK on their planning arrangements. It has drawn on experience from the counties of Kent, East Sussex, Hampshire and Tyne and Wear.

The Work programme was therefore divided into the following categories;

- Role and Responsibility of the Project Manager and Team
- Production of a Business Plan
- Timetable of major events, including Working Group Meetings
- Documentation to support the Project

4.3 Role and Responsibilities of the Project Manager and Team

In any project it is important that there is one person who is able to provide a continuation to the work of the project. It was agreed at an early stage that the Project Manger needed a general understanding of how European projects work, and was able to carry out the co-ordination of the activities in the UK as well as with the European project partners. She therefore chaired all the Core Group Meeting.

The team would also carry responsibilities to ensure that the general management of the project was maintained, and that all the necessary paperwork was completed.

4.4 Production of Business Plan

To enable both the UK Working Groups and European Partners in the Project to be fully aware of the areas of responsibility for all concerned, the Project Manager produced a business plan, which outlined the following;

- Introduction to the project
- Mission Statement
- Key objectives
- Statutory provision for Local Authorities
- Financial provisions
- Profile of Essex and Suffolk
- Roles and Responsibilities of organisations involved in the project
- Management of the Project, including Working Group relationship chart
- Schedule of meetings and key events (detailed work programme attached to the Business Plan at Annex A)
- Details on the Pilot Project

- Details on Core Group
- Details on Training Video
- Details on Workshop
- Contract requirements with the European Commission and Essex County Council

(A copy is available on request).

4.5 Timetable of Major events

It was critical to plan both the Working Groups activities and meeting, together with the European Core Group Meeting to ensure that all the necessary research had been completed in time for the European Workshop

(A copy of the projected activities within the Project and timetable is attached at Annex A)

4.6 Documentation to support the Project

The Pilot Project, production of the video and the Workshop would create an enormous amount of work, it was critical that a record of all meetings were kept, together with a record of time spent on the project by all those involved.

The following documentation was produced to support the project;

- Business Plan
- Memorandum of Understanding between Essex County Council and Suffolk County Council
- Job Specification for Project Team
- Questionnaire for Pilot Project (gathering of information)
- Terms of Reference for all UK Working Groups
- Scenario for Workshop
- Key activities table
- Timesheet for all participants
- Update Reports
- Schedule of meetings
- Travel itinerary and questionnaire
- Delegates Packs prior to the Workshop, including notification of questions to be discussed

(Copies of any of the above are available on request)

4.7 Pilot Project

The aim of the pilot project was to compile a data base of information from partners on previous maritime disasters that they had been involved in.

Together with the organisational arrangements they have in their own countries. This would enable an assessment of the many issues involved in both the rescue and recovery phases of a disaster.

The pilot project would also assist in the development of a training package for the future for participation on an international scale, as well as looking at a introducing a training package on volunteer assistance in the event of a major disaster. It would also assist in the gathering of information for the training video.

The work therefore fell into three main areas;

- The UK Working Groups
- Discussions with European Partners with a questionnaire
- Production of a data base

(Copy of Training Package for volunteers is available on request)

4.8 UK Working Groups

The project needed to divide the work in to a number of Groups, which would ensure the delivery of the project aim and objectives, and provide the basis for the European Workshop. The following Groups were established to look at the management of the Project;

The UK Project Team	Chair, Project Manager, with membership from Essex and Suffolk County Councils', Maritime and Coastguard agency, Suffolk and Essex Emergency Services, Suffolk and Essex District Councils within the Harwich and Felixstowe area, Stena Line and P& O Ship owners and Harwich Haven Authority, together with representatives from other local authorities in the UK
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The Workshop Working Group	Chair, Project Manager, with membership from Essex and Suffolk County Councils', Maritime and Coastguard Agency, Emergency Services from Essex, Suffolk, Kent and Hampshire
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Working within the recognised three main areas of work of short, medium and long term issues, the Project identified the need for the following Working Groups to be established to fulfil the requirements of the pilot project aims. They were as follows;

Short Term Working Group -	Chair, Maritime and Coastguard Agency, membership from Essex and Suffolk
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Emergency Services, P & O, Stena Line, RNLI, Essex and Suffolk County Councils'

Medium Term Working Group - Chair, Suffolk Police with Essex Police, with membership from Essex and Suffolk Emergency Services, Maritime and Coastguard Agency, Voluntary Organisations of Red Cross from Essex and Suffolk, Kenyons International Emergency Services

Long Term Working Group - Chair, Essex County Council, with membership, from Essex and Suffolk Emergency Services, Essex and Suffolk County Councils', voluntary organisations of British Red Cross, Salvation Army and The Samaritans.

All of these groups work very hard to identify the key issues the UK wished to bring forward to the European Workshop and to formulate discussion points.

It was unfortunately not possible for all the above to attend the Workshop, however one representative from each of the organisations was able to attend as observer, at their own cost.

(Copies of all the Working Groups Meetings are available on request.)

(A copy of the final report produced by the short, medium and long term groups are at Annex A1, A2 and A3)

4.9 European Core Group

Membership of the European Core Group is as follows:

Mrs Rosanna Briggs	UK, Project Manager (Essex)
Mr Peter Pearson	UK (Essex)
Mr Jeff Stacey	UK (Suffolk)
Mr Urban Hallberg	Sweden
Mr Henrik Warnhjelm	Finland
Mr Erik Johansen	Denmark
Mr Klaus Larsen	Denmark
Mr Michele Dammicco	Italy
Mr Johan Debsyer	Belgium
Mr Kostas Brilakis	Greece
Mr Peter Papadopoulos	Greece
Mr Ries Kruidenier	Netherlands
Mr Jean-Claude Dupriez	France

Also participating in the Group

Mr Ulf Bjurman	European Commission
Mr Stephen Boddy	Home Office, UK (Workshop)
Mr Harry Hoverd	Home Office, UK

It was interesting to note that the Core Group had no guidance on their roles and responsibilities and therefore it was able to agree its own terms of reference within the Project Managers guidance on the requirements in the Contract with the European Commission. Mr Bjurman also provided assistance in this area.

The European Core Group held its first meeting at Danbury Conference Centre, UK in November 1999. At that meeting, each of the participating Member States confirmed their countries objectives in the project and fully supported the UK proposals as set out in the proposal document which was submitted to the Commission.

It is understood that guidance is being prepared by the European Commission, on the establishment of Core Groups.

At the second meeting of the Group, which was held in the Hague on 7 February, it was agreed that three working groups should be established from the membership to co-ordinate the Workshop sessions. It was also agreed that the next meeting of the core group to be held in the UK should look at the detailed arrangements for each of the Working Group. (Details of these groups are given under paragraph 5.1 Workshop Introduction)

Our thanks are given to Ries Kruidenier for making the arrangements for the conference room and refreshment.

The third meeting of the Group was held on 17/18 April, 2000 at the Danbury Park Conference Centre, UK. A number of presentations were given to the Group by the UK Project Team on the following:

- Scenario designed for the Workshop to stimulate discussion.
- Establishment of a website based on the information gathered from visits to partners in the early stages of the project.
- Details of the workshop programme.

The Meeting in April was very productive and each of the Core Group members were fully engaged in activities for the Workshop. Agreement was reached on who would be the Sessions' Chairman, Rapporteur and ideas were discussed on the speakers needed.

The final meeting of the Core Group was held in Rome, Italy and grateful thanks are given to Prefetto Annamaria D'Ascenzo of the Department of Civil Protection and to Michele Dammicco. Excellent arrangements were

made for the meeting and refreshments, as well as, providing members of the group with an opportunity to see the work of the Department.

The meeting in Rome reviewed the conclusions of the Workshop. The Project Manager prepared a framework document for the Core Group to discuss, and they finalised the recommendations to be submitted to the European Commission. All members of the Core Group took an active part in the meeting.

It was concluded that the work and professional relationships, which had developed throughout the project, would certainly continue.

A press release was issued by the Department of Civil Protection, on the work of the maritime project. There was a lot of interest by the Italian media, and Michele Dammicco was able to give a number of media interviews.

4.10 Pilot Project – Collection of Data

To assist in the development of the project, the UK Project Team devised a questionnaire, which would provide them with information about partners on the following;

- Organisation arrangements for the response to an emergency
- Details of arrangements with all response organisations in the event of a major disaster
- Contact details for key organisations
- Issues that they wished to be addressed in the Maritime Disaster Project

With this information, the Project Team were able to include the information into a data-base and establish a web site. The web site has two pages, the first page would be for general information, and the second page would provide key information about the command and control arrangements with each partner. This second page is pass-word protected, and has been a useful development in the project, and forms part of the overall recommendations.

4.11 Financial Arrangements

Both Essex and Suffolk wish to thank the European Commission for the financial support to the Project and particularly to the Head of the Civil Protection Unit, Mr Alessandro Barisich, Mr Ulf Bjurman and other members of the unit for their assistance.

The financial arrangements were indeed difficult for this project, as it had a number of elements to it, some elements attracted either 50% or 75% funding.

However this was further complicated by the fact that the euro fluctuated considerably through out the life of the project, and therefore Essex and Suffolk had to contribute an additional amount of money over their original estimates to ensure that the project would continue to meet the proposals submitted to the European Commission.

It was also unclear why the project would have to fund the European Core Group at 50%, when the European Commission actually made it a requirement. However, with the assistance from Core Group Members in providing their time for free, and making their own travel arrangements to Core Group Meetings, the Project were able to stay within the allocated budget. The Project paid for all accommodation and meals which were held in the UK.

Difficulties also occurred as a result of a misunderstanding from delegates attending the Workshop who were under the impression that 100% funding had been approved for the European Workshop by the European Commission

It is therefore recommended that documentation is designed and provided for future project to submit their proposals on the basis of % funding, for example, each proposal attracting 50% contribution should clear show the match funding required to complete the proposal.

It is also further recommended that documentation is designed and provided to each Project to ensure that the European Commission receives all the necessary information they require and in the format they need to complete the contract obligations.

(A full financial report is presented at Para 10.0 of this report).

4.12 RECOMMENDATIONS AND CONCLUSIONS

- **It is therefore recommended that the European Commission consider looking at revising the documentation issued in respect of submitting a proposal.**
- **That the European Commission consider producing a “Project Financial Completion Form for future projects.**

The Project Manager would be prepared to assist in the development of the documentation, if this is considered necessary.

These comments are intended to provide both assistance to the European Commission, for the gathering of information at the end of the project, and to other project managers.

5.0 EUROPEAN WORKSHOP

The aim of the Workshop was to bring together experts in the field of civil protection, particularly those who have knowledge and a responsibility to respond to a maritime disaster. The Workshop looked at the research, which had been carried out in the Pilot Project by the UK Project Team through the use of a questionnaire and visits to partners.

5.1 Introduction

The European Workshop was held on board the ship "Prince of Scandinavia" which sailed from Harwich to Hamburg and returned between 20/22 June 2000. 13 Countries took part in the Workshop, 12 Member States, and Norway. A total of 36 delegates and speakers attended with a number of observers from the United Kingdom. All observers had been involved in the development of the project and each of their organisations were willing to pay for their attendance at the Workshop to enable them to conclude much of the work they had been engaged in.

The Workshop was a culmination of the work that had begun at the end of September 1999, with the introduction of a pilot project to collect and research the issues surrounding a maritime disaster, as well as looking to improving international co-operation and the development of professional relationships with Member States.

The framework for the Project and Workshop was devised to follow the recognised three main phases of a maritime disaster, which are as follows;

Short Term Issues	this would look at the immediate response of search and rescue (SAR), command and control and media co-ordination
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Medium Term Issues	the immediate care of survivors, and the requirements of the dead. Information to the Public and the Media
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Long Term Issues	repatriation of survivors, psycho-social support, lessons learned, the sharing of knowledge and the investigation of the disaster.
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It is generally accepted that all three phases would probably start at the same time as the disaster, this was certainly confirmed at the Workshop by many of the delegates.

As part of the management structure for the Project, a European Core Group was established. The Core Group played an important role in the activities of the Workshop. Each of the Core Group members were invited to identify which of the three working groups they wanted to be in which were based on the above criteria.

Once they agreed, the groups were formulated on the following basis;

Short Term -	Finland, Denmark and Sweden
Medium Term -	Greece, Italy, France and Belgium
Long Term -	United Kingdom and the Netherlands

As previously mentioned, this project has not addressed the important issues of pollution at sea, which could affect the search and rescue of survivors. The Core Group is aware that there has been a call for proposals by the European Commission and they would support this.

5.2 European Workshop - Planning

It is clear that the Maritime Disaster Project would be a complex project, with the Workshop playing an important role in the collection and exchange of information and ideas, as well as establishing professional relationships.

The Project Manager established a UK Working Group to plan for the Workshop. This group was formed from various organisations and work commenced on the following;

- Providing a scenario to assist discussion in each of the three sessions
- Collecting information from the UK Project Team on the issues raised and formulate questions
- Establish a web site to disseminate the information collected from the partners
- Capturing of information for future projects and recommendations

5.3 European Workshop – 20/22 June 2000

The decision to use the ship “Prince of Scandinavia” proved to be very successful and was an ideal venue for the Workshop, which gave a focal point for the subject matter. DFDS owners of the ship, kindly agreed to delegates visiting the bridge during the early part of the morning of 22 June on the voyage back to Harwich.

The Workshop commenced with a video message from Mr Alessandro Barisich, Head of the Civil Protection Unit at the European Commission. In his message, Mr Barisich commented on the need for closer working relationships, and to develop and improve the understanding in the

response to a maritime disaster by the professionals attending the Workshop. He also thanked Essex and Suffolk for co-financing the project.

Rosanna Briggs, Workshop Chairman and Project Manager, Stephen Boddy PNNC for the UK and Ulf Bjurman representing the European Commission opened the Workshop. They all outlined the importance of the work that needed to be achieved over the next three days and for the delegates to identify future work and projects, which would be taken forward by Rosanna Briggs to the European Commission.

Mr Urban Hallberg gave an informative presentation on the role of the International Maritime Organisation (IMO), which would set the scene for the Workshop.

Introduction by Rosanna Briggs - Workshop Chairman

Session One Short Term Issues was managed as follows:

Session Chairman	Mr Urban Hallberg, Sweden
Session Rapporteur	Mr Timo Viitanen, Finland
Presenters	Mr Christer Waldegren, Sweden Mr Pekka Laitala, Finland

Mr Klaus Larsen, Denmark was unable to attend at short notice and had been originally appointed as chair of this session.

Session Two - Medium Term Issues was managed as follows:

Session Chairman	Mr Constantinos Brilakis, Greece
Session Rapporteur	Mr Willem Van Poucke Belgium
Presenters	Mr Michele Dammicco, Italy Mr John Francis, UK

Session Three Long Term Issues were managed as follows;

Session Chairman	Mr Peter Pearson, UK
Session Rapporteur	Mr Erik Johansen, Denmark
Presenter	Mr Roger Grimwade, UK

Due to a serious accident, Mr Ries Kruidenier, Netherlands was unable to attend, however, representatives from the Netherlands were present to report back.

Each of the Session Chairmen ran their sessions extremely well, and within the time frame allowed. The rapporteurs and speakers gave excellent presentations, and were able to encourage discussion in each of the

sessions. All questions were presented in French and English. Interpreters were English and French.

In summary, the Workshop Chairman, reaffirmed the recommendations that had been identified and agreed by the Workshop, and she commented that the Workshop Report would ensure that these form the basis of the agenda for the final meeting of the European Core Group. Rosanna also confirmed that a copy of the Workshop Report would be sent to all delegates.

The report was circulated to all delegates and three copies were sent to the European Commission.

(A copy of the questions and voting are at Annex B)
(A copy of the Workshop programmes is at Annex C)
(A copy of the delegates list is at Annex D)

5.4 Data Capture

In order to capture the information and recommendation, a series of questions had been prepared by the UK Project Team Working Groups prior to the Workshop. This had been agreed by the European Core Group at their meeting in the UK on 17/18 April 2000. The questions were entered into a computerised system to enable delegates to automatically vote using a numbered handset. This would provide a detailed record of who voted, and a full record of voting was maintained. It also enabled the delegates to instantly see the percentage of voting.

Clearly by pre-determining the questions, some questions would need to be reviewed in the light of discussion at the Workshop and this was possible and in fact carried out on a couple of occasions.

(A copy of the voting are at Annex B)

5.5 General Rapporteur's Report

A copy of this report is attached at Annex E

5.6 Session Rapporteurs' Reports

Copies of the Session Rapporteurs' reports are attached at Annex F1, F2 and F3

5.7 Speakers

A copy of each of the presentations by the Speakers are attached to the report at Annex G1, G2, G3 (not available), G4, G5 and G6

5.8 Project Manager's Comments

The development and administration of the Workshop produced a considerable amount of work in the following areas;

- Developing a Workshop programme
- Arrangements for the venue, including the appointment of interpreters and the voting system
- Invitation package for the European Commission to circulate to all Member States
- Delegates arrangements including flight itinerary, transfer to ship, and any special travelling requests from delegates.

Two Groups managed the work, the UK Workshop Working Group and the European Core Group. This proved to be very successful. Each of the Groups complimented each others work. The UK Group provided the foundation for the European Group to build on and to run each Workshop Session with a full understanding of the requirements.

Travel arrangements for delegates were made by the Project Manager, and Administrative Assistant to ensure that all requests were dealt with immediately.

Many comments, and letters have been received from delegated congratulating the organisation and content of the Workshop, and on the use of the ship "Prince of Scandinavia" which enabled delegates to focus their attention on the subject matter of international travel.

The inclusion of exhibitors at the Workshop was also interesting, and although they were not charged to have their exhibitions at the Workshop, they did contribute by giving presentations during the two evenings of the Workshop, which were well received. Exhibitors paid for their own travel, accommodation and subsistence.

A media release was issued on the conclusion of the Workshop.

6.0 PRODUCTION OF TRAINING VIDEO

The aim of the training video is to provide an insight into the procedures used by Member States and focus on the efforts of the responding agencies and organisations. It will enable all the agencies concerned, to hear of the lessons learned from maritime disaster, such as the Estonia. The production of the video linked in with the pilot project and enabled the Project Manager to identify key issues that would need to be addressed in the video.

The Project Manager has a considerable amount of experience in the production of both training videos and videos for exercise purposes. She was fully confident on the choice of the Production Company to be used as they had produced videos for her in the past.

Three production companies were in fact invited to make a bid for the production.

The Project Manager was the Executive Producer of the training video, her responsibilities were as follows:

- Interview Production Companies and provide a Specification of requirements
- Identify the key issues to be addressed
- Negotiate with Member States for their co-operation in filming and the sort of activities to be filmed
- Make the necessary travel and accommodation arrangements for all
- Assist in the development of the script
- Identify and invite personnel to be interviewed in the video
- Assist in the final editing of the video
- Produce a guide to the use of the video
- Distribute to all Member States
- Manage the financial arrangements

This had many advantages, which included keeping the production costs low.

To ensure that the video remained within budget, it was necessary to film in only a few Member States. This clearly was not intended to show that those countries who agreed to filming were the best, but it would give an example of the systems used in different Member States. Filming took place in Finland, who provided a number of experienced interviewees that had been involved in the response to the Estonia tragedy. This established a good basis for the rest of the video, filming also took place in Greece, at Piraeus. This clearly showed the extent of the passenger carrying ships that use this port.

Filming also took place in Brussels, the offices of the European Commission and also in Brugge. Brugge offered a contrast to shipping by clearly showing the similarities of any disaster which may have an international aspect.

Filming concluded with views of the European Workshop. Editing of the video took place in August, and was completed in time to show the video at the last Core Group Meeting in Rome. It was well received by all Core Group Members.

Copies of the video will be attached to this report for all PNNC representatives, together with a booklet on a guide to it's use. Core Group members already have their own copies.

7.0 PROJECT MANAGER'S CONCLUDING REMARKS

I should first like to thank the European Commission for their financial support to the project, any project of this nature will incur considerable costs, and both Essex and Suffolk County Councils' appreciated the co-financing arrangements agreed with the Commission.

As Manager of the project, and Executive Producer for the training video, entitled "MaydayMaydayMayday" I should like to offer my very special thanks to the following;

- All Members of the European Core Group who have work so well together and will, I am sure continue to do so
- All Members of the UK Working Groups who have worked so hard in the research and identifying of key issues for the Project
- All Chairmen, Rapporteurs' and Speakers at the European Workshop, including the presenters from Kenyons, DERA and Lingunet
- Essex Fire and Rescue Service for their contribution financially to the project through the development of the Workshop Scenario, and Suffolk Fire and Rescue Service for the presentation of the scenario at the Workshop
- To the General Rapporteur, Don Norris for his excellent summing up of the Workshop activities
- To all those Member States who so willingly helped in the arrangements for the filming of the video, to Finland, Greece, Belgium and the European Commission.
- To the Video Production Crew, who produced an excellent training video and were a pleasure to work with, even though I had to look after them as a Mother!
- My very special thanks must go to Kathleen Martin, our administrative Officer, who maintained the office records and gave me so much help and assistance throughout the whole of the Project.

I was particularly delighted at the enthusiasm of the delegates at the Workshop, this clearly has helped the Core Group in the final development of the recommendations

9.0 FINAL RECOMMENDATIONS

In finalising the recommendations for submission to the European Commission, the Core Group felt that it had established a unique form for discussion because of its multi agency, multi national membership. It has therefore been agreed by each of the members of the Core Group to continue to carry out work for future projects, and maintain contact. They further felt that they could provide assistance to others who were starting projects in the area of civil protection.

The European Core Group therefore commends to the European Commission the following **Recommendations**:

- 1. That the Nation which takes the lead responsibility for Search and Rescue (SAR) co-ordination also accepts the responsibility from the outset of an incident for co-ordination through all the phases to include;**
 - **Information Collection and Dissemination Centre**
 - **Psycho-Social Support co-ordination, including co-ordination of memorial events**
 - **Media Co-ordination Centre**

It is further recommended that;

The Lead Nation requesting assistance from other States, particularly those whose Citizens are involved should be provided with assistance from those Member States

- 2. That the development of closer co-operation between different Directorates in the European Commission would greatly assist Member States by ensuring the most effective use of resources to achieve an optimum response to a major disaster where more than one Directorate is involved**
- 3. By developing how the Lead Nation can be supported in a disaster, this Core Group recommends that a CENTRAL CO-ORDINATION SUPPORT CENTRE could be established to provide the following:**
 - **Psycho-social support**
 - **Mutual Assistance**
 - **Internet site - this could be the continued development and**

- maintenance of a secure website for the exchange of information and Development of training courses and videos
 - Closer links with the Nedias Project
 - The Production of Public Information for the general population on a common basis
4. To improve the dissemination of information, the Commission should develop closer co-operation with the International Maritime Organisation (IMO) and with the International Civil Aviation Organisations (ICAO), as well as other international organisations engaged in the response to a major disaster and share this knowledge with the Member States' pertinent authorities
 5. Drawing from the experience of this Core Group whose membership involved nine Member States, a European Multi agency Core Group should be established within the field of Disaster Response to provide an immediate team of experts from Member States
 6. That training and exercises should be carried out in accordance with agreed International Course Content (Syllabus). A course should be developed based on a comment content that could be delivered anywhere in the European Union.

The aim of the course being to promote better understanding and agreements for co-ordination, information exchange and media handling between all Member States in a maritime disaster response.

As identified in this Maritime Disaster Project and the conclusions drawn from the European Maritime Disaster Workshop. Mixed national participation in the posed course is essential

7. The expansion of the SUREMIND Project should be supported as well as the investigations on the exchange of relevant data through the use of a computerised system, this could assist all Member States in a Disaster Response.

(Annex H – Summary Nedias Project)

10.0 CONCLUSIONS

In concluding this report, all members of the Maritime Disaster Project Team are committed to the work which has been carried out and would wish to see

that the recommendations are taken forward for consideration and future action.

The European Core Group has indicated that they feel a responsibility to the continued development of safety of those travelling and working on the sea and for the environment, and hopes that the European Commission will support them in the future.

The recommendations from this report have been presented to the European Commission Council meeting held in Brussels on 18 October, 2000 by the Project Manager, Rosanna Briggs. At that meeting, all Members of the Council were given an introduction to the work carried out in the project and shown the training video "Mayday ...Mayday ...Mayday". Rosanna concluded her presentation with the recommendations.

In his remarks at the meeting, the President of the Council, Mr Barisich invited both Rosanna in conjunction with France to formulate further proposals for the continued work in the area of Maritime Safety.

11.0 FUTURE PROJECTS

Within the report and recommendations, it is clear that there is more work to do to develop good practice and working relationships with all Member States in the event of a major disaster. Mr Barisich said in his opening address to the European Workshop in June, "... that there are many similarities in the response to a major disaster, and that the maritime project will be able to assist in identifying these".

Future Projects therefore will include;

- Continuation of the work identified in this report
- Information to the Public, we would like to link in with the project being lead by Sweden
- Work closer to developing information technology systems for the exchange of information between Member States in the event of a major emergency
- Look at the issues around maritime pollution, whether it is deliberate or accidental

As the Project Manager, I am encouraged that the European Commission at it's Council Meeting on 18 October 2000, took great interest in the report I presented and commended the training video. I was further encouraged to hear of the support by the Council for the need to develop the work further, and that there was strong support for this project to be developed with the French because of their experiences in the recent Maritime Exercise "SECNAV 2000".

I should therefore like to conclude by stating that we in Essex, would be pleased to formulate with our colleagues in France a joint proposal to be put forward to the European Commission for this partnership.

This final report has been compiled by Rosanna Briggs, Project Manager

Table of Meetings – September 1999-November 2000

MONTH GROUP	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov
European Core Group				1 st @: Danbury		7 th – The Hague		17/18th @ Danbury		20-22 nd Workshop		29-30 th Rome, Italy			
Project Team	27 th @ Essex CC		20 th Essex CC				21 st @ Essex CC	19 th Suffolk CC					Project Manager Report to Commission X2 (Workshop Report and Final Report)		
UK Project Team	27 th @ Essex CC						21 st @ Essex CC			7 th Rehersal					
Workshop Working Group					6 th @ Essex CC	18 th @ Suffolk PHQ	1 st @ Suffolk PHQ	4 th @ PHQ, Suffolk 28 th @ Dovercourt		7 th FHQ 20-22 nd Workshop					
Short Term Working Group					20 th @ Suffolk CC	16 th @ PHQ, Suffolk	16 th @ PHQ, Suffolk	4 th @ PHQ, Suffolk							
Medium Term Working Group					25 th @ PHQ, Suffolk		1 st @ PHQ, Suffolk	4 th @ PHQ, Suffolk							
Long Term Working Group					28 th @ Essex CC		3 rd @ Essex CC	10 th @ Essex CC							
Video Production						Filming in Finland	Filming in Greece		Filing in France, Brussels and Brugge	Workshop filming	18-19 th Script writing	2-3 rd Editing and distributi on			

Maritime Disasters Project

Short Term Working Group

Final Report

Summary of Work Done

1. **Membership** - The Group was established from representatives from the emergency services directly involved in the SAR phase of a maritime disaster response; MCA, RNLI, Fire, Police and Ambulance Services, and passenger ship owners together with members from Suffolk and Essex County Councils to represent the Project Team and provide secretarial assistance. Membership from other organisations such as the Voluntary Sector was found to be inappropriate. The Chairperson elected was Ian Jackson from the MCA, as lead organisation for this phase.
2. **The UK Questionnaire** - Responses to the UK Questionnaire on Maritime Disaster Response were obtained from Group Members at the first meeting, and additional information was provided during February and March so that the Short Term section of the Questionnaire was completed in full.
3. **The Pilot Project** - The results of the Pilot Project's information gathering visits to our Partner Countries were circulated and discussed:
 - Short Term issues had been found to be better defined across all countries than the longer term issues. This is due to the Coastguard/MRCC system, which is common to all European countries under the Hamburg Convention. It was noted that the UK has more MRCC/MRSC's than other countries, whose resources are concentrated in far less centres.
 - There are differences in the organisations the Coastguards report to leading to differences in the command and control structure.
 - The role of the Police in Europe is generally much lower in profile than the UK in all phases of response.
 - The Ambulance service is often less developed than in the UK, with the Netherlands an exception, as all survivors are taken to Hospital for a check-up as a matter of procedure.
 - The Fire Service tends to have more of a lead or co-ordinating role in the land-based response in Europe than the UK.
 - The use of an on-scene Commander in Scandinavia was discussed. This system is less strictly followed in the UK where unless the right person with the right on-board facilities is available, it is often thought better for the MRCC to direct operations. The term "On-Scene Co-ordinator" rather than Commander is used in the UK.

Information on the Short Term response has been gathered and shared from all the agencies involved in the UK and is kept on file at County Hall, Suffolk for reference as required.

4. **Lessons Learnt from previous maritime disasters**- The Group shared their experiences so that these could be considered when raising issues for discussion at the Final Workshop:

- Dover MRCC (MCA) advised the Everdecent incident was resolved quickly because of excellent co-operation between Belgium and the UK. It proved essential to have representatives of all the relevant agencies working from one building, and that the RNLi should ensure they send a liaison officer, despite difficulties with manpower.
 - Good relationships between the Coastguard and the commercial passenger ferry companies are essential when dealing with the media. The ship owners must be able to trust the Coastguard with confidential information, which may be commercially sensitive.
 - Problems experienced in working with the media were discussed; the sheer numbers of media personnel and the strong element of competition between them made difficult to handle. Incidents of journalists contacting ships in trouble, entering exclusion zones and trying to board ships during an incident were cited. Problems can be reduced by providing the media with information, particularly photos and video footage. Recommendations are that only personnel involved with the SAR operation should be taken out to a ship in trouble.
 - Disaster training for Ship's Masters and bridge personnel was discussed, and Murray Milligan advised the Coastguard run SAR courses for this purpose.
 - The possibility of standardising the triage system across Europe was discussed. Similar systems are used, but in an international disaster where several countries' resources are called to assist, one triage system would be an advantage. The importance of triage in dealing with future injury claims was noted.
5. **Existing International Agreements** - Group members provided details of their organisations international arrangements, where these exist:
- The MCA advised the International Maritime Organisation have a sub-committee working on standardising SAR.
 - The IMO has accepted an amendment to the Safety of Life at Sea agreement regarding safety of ferry passengers in Europe. This details requirements for passenger ships to have SAR plans and carry out disaster planning exercises, although not everyone has complied yet. All such UK ships SAR plans are held at Falmouth, also provided are ships plans, details of safety and life-saving equipment and information on passenger numbers.
 - The MANCHEPLAN details SAR plans between the French and English for accidents in the Channel.
 - NATO has set procedures, which apply, to maritime disasters.
 - The Fire Service advised there are no existing fire-fighting international agreements, as many European countries do not undertake offshore fire fighting. The French are considering this at the moment.
 - The Police have international contacts through INTERPOL with 177 countries.
 - The Disaster Victim Identification Form is to be internationally standardised, although the length of the form may cause problems.
 - The Red Cross European Operations have their own established arrangements with European colleagues.
 - P&O Ferries have internal arrangements with their Dutch colleagues.
6. **Glossary** - The need to prepare an International Glossary of Terms was discussed, however this has already been prepared by the IMO. The availability of this document was discussed (see recommendations below).

7. **IT Issues** - The use of IT applications was considered. The existing systems were discussed:

- The LinguaNet e-mail system links England, France, Belgium, Germany, the Netherlands and Spain. This includes a limited translation service and is useful for establishing liaison links.
- The Epicentre system covers Police forces in Europe, linking individuals in 33 countries. This was thought to have good potential to develop for the purposes of the Project, although it is less secure than INTERPOL.
- The Police INTERPOL system links 177 Countries, there are secure e-mail links but the system would need to be developed further before it could be used in a disaster.
- The need for a secure web-site giving contact information and details of the role of various agencies in Europe was raised – see recommendations below.

Recommendations for questions at the Final Workshop

- 1. Can it be agreed that in all Maritime Countries the initial point of contact is the MRCC?
- 2. Can it be agreed that the MRCCs will be responsible for notification of an incident to other Countries?
- 3. Is there a need for reference information on the lead organisation in each country?
- 4. What would you recommend as the best practice to issue and receive information to and from Countries participating in the rescue effort? (e-mail, emergencies Web Site, Linguanet or other)
- 5. Do all European Maritime Countries begin with the MRCC to start the cascade system?
- 6. Is there a need to put together a flow diagram for each Country to show the system of Command and Co-ordination between organisations? (The MCA diagram could be used as a template) Should contact information be made available in this format so all Countries can access this as required?
- 7. Would the availability of this information on a secure Web-Site be something which the Workshop recommends be taken forward for the future? If so, would this cause Data Protection Law problems for any Country?
- 8. Do the procedures for hand over of control to another Country need to be defined? If so, could we use the Manchnplan as a basis? (The relevant section of the Manchnplan is attached.)
- 9. Is there a need for an international Glossary of Terms to be made more generally available? The International Maritime SAR Glossary is agreed by the IMO and all Coastguards and ships have a copy, however should this be made available to other agencies involved in the Short Term response? Could this information be linked to the Web-Site set up for this Project?
- 10. Media issues, particularly keeping the media out of the exclusion zone, are a problem area which has been high-lighted by some Partner Countries. Can we share areas of best practice – have any delegates recommendations from their experience?
- 11. How do member countries comply with IMO Regulations regarding passenger information, and is additional information required to assist in accounting for all victims and survivors? (This question is intended to lead into the Medium Term Workshop, which will consider the problems of identifying individuals.)

It is intended that the Workshop Working Group combine questions to fit in with their requirements, so long as the context is not changed.

Recommendations of areas for further work

- A list of initial international contacts in Europe should be made available with a description of the area of each agency's responsibility and telephone numbers. Ideally to be made available via a secure web-site. This is seen as a priority.
- A Glossary of terms to be available to all agencies involved.
- The need for more international exercise.
- To work towards increasing the scope of agreements or identified procedures between two or more Countries, whilst recognising the difficulties involved in standardising procedures.
- The need for some passenger ship owners to improve the listings they keep of passengers.
- The Swedish Training package could be shared and discussed with other European Countries as an area of best practice.
- Media issues are of concern to many countries. Arrangements for sharing Press Releases with other Countries should be considered.

European Maritime Disaster Project

Medium Term Working Group Final Report

Terms of Reference

The Medium Term Working Group was set the task of analysing and evaluating the short to medium term, shore-based response to a maritime disaster, the phase normally co-ordinated in the UK by the civil police as Lead Agency. Specific areas for examination included:

- Reception on Shore
- Care of Uninjured Survivors -
- Friends and Relatives
- Care of the Deceased
- Media Response
- Role of Voluntary Organisations
- Finance
- Investigation of the Incident

Membership

Membership of the group was drawn from the agencies with a key role to play in the response areas specified under 'Terms of Reference' above. Representatives were as follows:

Police Service - Suffolk, Essex and Kent Police forces

Ambulance Service - East Anglian and Essex Ambulance services

Maritime & Coastguard Agency - Thames District and MCA Press Office

Local Authorities - Suffolk, Essex and Kent County Councils, Suffolk Coastal District Council

Voluntary Agencies Generally - British Red Cross, Suffolk and Essex representatives

Specialist Voluntary Agencies - Suffolk RAYNET

Commercial Response Sector - Kenyon International Emergency Services

The elected Chairperson was Mike Topliss from The Suffolk Constabulary who represented the normal Lead Agency for this response phase. Secretarial support was provided by Lynn Webb of Suffolk County Council.

Summary of Work Done

Meetings were held on 25 January, 1 March and 4 April 2000 at Suffolk Constabulary Headquarters, Martlesham, Ipswich.

1. **The UK Questionnaire** -

Responses to the UK Questionnaire covering the specific areas for examination were obtained from members at the first meeting and supplemented by additional information from the second meeting. The Medium Term Section of the Questionnaire was completed in full.

2. **The Pilot Project -**

Answers from seven other EU States regarding the 28 Medium Term Issues in the Pilot Project Questionnaire were circulated amongst members for consideration and comparison. A significant number of the countries involved had provided sketchy, temporary or no replies to a number of the questions and it was difficult to draw useful comparisons on an international basis.

It was suggested that instead of presenting the results in tabular form using a page for each question, a far more impactful and useful format would be to have a page for each country showing a flow chart of the agencies dealing with each commonly recognised key requirement. Minor, country-specific idiosyncrasies could be displayed as sub-nodes off the relevant key requirements.

Few common threads were recognised in the multi-national scenario of which agencies respond to particular key operational requirements. However, there appeared to be shared perspectives that issues related to identification, care and repatriation of survivors, casualties and deceased were considered important. The International Red Cross / Red Crescent was prominent in most EU countries but performed subtly differing roles ranging from a Voluntary Agency to an official state Ambulance Service. The civil police clearly did not perform a co-ordinating role in most countries as was common practice in the UK.

3. **Lessons Learned From Previous Maritime Disasters -**

The Herald of Free Enterprise disaster at Zebbrugge provided some useful lessons related to Medium Term issues as follows:

- The police are not the lead agency for the land based response in most European Union countries and rank titles in foreign police forces do not equate to similar titles in the UK.
- It is beneficial for the Lead Country to seek direct involvement in procedures for dealing with deceased casualties and causal investigation where the incident occurs in a foreign country. However, there may be political pressures from the host country which restrict such involvement.

Some Medium Term related issues arising from the Ever Decent / Norwegian Dream incident were also identified:

- The Ambulance Service failed to send a Liaison Officer to the MRCC in Dover – exchange of emergency service liaison officers should be a priority to ensure smooth operation of phase overlaps and transition of control.
- Difficulties arose from having two Control Centres at the MRCC Dover, and Kent Fire Brigades' Incident Control Centre at Manston. Similar difficulties may have occurred had a Police Control Centre been set up as well.
- There was confusion over the hand-over period once the immediate SAR phase was completed due to the length of time taken to put out the fire (7 days).

4. **Existing International Agreements -**

Each agency represented was asked for their input:

- **Ambulance Service** – Suffolk and Essex have no international agreements in force. Kent has extensive arrangements with France, particularly with the medical centre in

Arras regarding the channel tunnel. There are bi-weekly meetings, joint exercises, and plans in accordance with legislation. This situation has taken years to develop and is specific to the tunnel. Members of this Group also sit on the RPSWG (Rescue and Public Safety Working Group) which deals with the Tunnel and on which the Fire, Ambulance and Police are represented together with Channel Tunnel staff. Other international contacts; Belgium has expressed an interest in setting up a glossary of treatment terms used in Europe and having a contact list with telephone numbers, and Sussex Ambulance Service have just signed an MOR with the French, a copy of which was provided.

- **Fire Service** – Again the links for the channel tunnel are very strong, with a permanent presence of English Fire Service in France and visa-versa.
- **Police** – the Police have many established working links in terms of co-operation in crime fighting, extradition treaties etc. Contact is through INTERPOL, the European Liaison Unit (with links to 177 countries including all EU states), EPI-CENTRE (links to 33 countries) and LinguaNet (links to 8 UK Police Forces and 6 EU Countries). Kent Police stressed the importance of a list of contact names and telephone numbers to use in the event of a maritime disaster as being of particular importance as an out-come of this Project. It was therefore agreed that the contacts made during the visits to our Partner countries would be approached to put together information showing the role of each agency in their country with a name and contact number. It was understood that this would provide an initial contact only, who would be able to refer the caller to the specific person required, dependent on location.
- **Media** – Police media officers have no specific international agreements although this is seen as an area which should be addressed. The problems of dealing with media were discussed, particularly the cultural differences between the UK and overseas media people. The Human Rights Act, based on a European Directive, is currently coming into force and will give practical guidance and contact names.
- **Local Authorities** – Suffolk County Council has links with the European Commission and has staff seconded to Brussels, but no links are established to deal with a major disaster. The Emergency Planning Society is to look at creating links. This could be taken forward for future work.
- **RAYNET** – has international links with radio amateurs worldwide, although not all are RAYNET members. The contact information is held at their national centre in Glasgow
- **International Red Cross** – the Red Cross/Crescent has representation in every country in Europe, linked by a fundamental principal. The committee is based in Geneva, and international sharing of resources and support are on-going between countries despite differing expectations of Red Cross roles across Europe. The Group felt there would be much to learn from the Red Cross international arrangements and a resume was provided at the last meeting.

5. **Glossary -**

As far as Medium Term issues were concerned the standard UK glossary provided in the Home Office publication 'Dealing With Disaster' was considered to be appropriate as a starting point. It was appreciated, however, that differences in meaning for some of the terms were likely to occur internationally and, because of this, it may be better to defer to an International Maritime version which was subject to wider acceptance as a standard.

6. **IT Issues -**

- It was agreed that an extension would be arranged to Essex County Councils' website for the Project's use.

- The database of information prepared so far will be available so that Partner Countries can alter and up-date information relating to their country and read information on other countries.
- This will be password protected for security and could be extended to provide the list of contact details which everyone agreed was an essential outcome of the Project.
- The web-site could be used to disseminate as much information as possible before the Workshop in June.
- The Core Group should be asked to provide the contact details and information regarding the structure of emergency response agencies, although it was recognised that there were problems due to the necessity of incidents being dealt with on a local basis rather than at National level. The Core Group members are concerned with national issues, but should be able to give guidance on the information required.
- A flow chart for each country showing the response following a disaster should be prepared and included on the web-site, although the amount of information available so far would not allow this to be done immediately.
- If agreement is obtained at the Workshop, it will be recommended that this work be taken forward by the European Commission. The Group suggested the web-site could be developed to provide a live service to be used during an incident to provide sitreps and information.

Recommendations for Questions at the Final Workshop

1. Would your country support the sharing of information using a secure system of passwords via the Internet on a website for the following:
 - The provision of information about roles and responsibilities of responding organisations/agencies
 - Contact details of responding organisations/agencies
 - Situation updates during an emergency
 - Media information and public information
2. Would you support the establishment of a co-ordination centre by the Lead Country for the exchange of information on an ad-hoc basis for those other countries who may be affected by the disaster?
3. Would you support the establishment of a Media Co-ordination Centre for the exchange of information to the public and/or media?
4. What would you need from the Lead Country in terms of preserving and gathering evidence for a future enquiry?
5. What are your expectations from the ship owner?

Recommendations of Areas for Further Work

The Group was asked to make recommendations to the Workshop Working Group to put forward. Two items were raised as follows:

- The need to share information on ways of working, responsible agencies and contact information across Europe is a priority. This was an issue raised from the experience of the Estonia disaster and has been born out by requests from the agencies involved on the Working Groups. The Group recommends this be done by use of a secure web-site to which

each country has write access for their own country's pages and read access for other countries. A framework for the provision of information has been put together for demonstration purposes and all countries should be encouraged to contribute information and review it regularly to provide a useful working reference.

- A need for a central data bank on which information on people involved in a disaster could be stored, regardless of their nationality, has been highlighted. This should be available internationally to those agencies authorised to access the information. It would give a list of names shown as survivors, those certified dead, or missing together with their location. The information would be provided by the responsible agencies involved in the rescue operation. The International Red Cross is suggested as being ideally placed to set up this data bank.

Other areas suggested for possible further investigation are:

- The role of ferry companies together with their extent of responsibility once passengers are ashore.
- Co-ordination between sea and land based responses and difficulties during the hand-over phase.
- Best practice in handling the media.
- The need to plan more extensive international exercises.

Other Issues

- The work of Kenyons in dealing with foreign Embassies and Consulates was highlighted, as awareness of the paperwork required to speed up the repatriation process will minimise problems in the aftermath of a disaster. Information held on various systems for dealing with the dead in Europe could be made available to the Group. Kenyons' expertise in dealing with matters such as the security of dead bodies, the establishment of temporary mortuaries and preservation of evidence relating to the dead was recognised. Areas of concern for handling these issues were an early identification of a Lead Country and the agreement by Pathologists of a uniform system of identification of bodies. A presentation will be given to the Workshop in June.
- An issue was raised which is to be taken forward to the Long term Group. There is a change in Government thinking regarding bodies which sink with a ship. Previously their grave was considered to be at the bottom of the sea, however increasingly there is pressure to bring them ashore for burial. The current position is that the Coastguard bring ashore bodies found on the sea or washed ashore, and specific agreements would be required if they are required to retrieve bodies from a wreck in future.

Maritime Disaster UK Project

Long Term Working Group Final Report

1.0 PURPOSE OF REPORT

To inform the UK Project Group of the outcome of deliberations and issues identified for further study, by the Long Term Working Group.

2.0 INTRODUCTION

The remit for the Long Term Working Group was to focus on the following areas:

- repatriation of all the victims
- psychological support to all those involved, including the responding agencies personnel
- provision of a 'befriender' to offer practical support to the victims and survivors

3.0 MEMBERSHIP OF GROUP

Chair	June Thompson	Essex County Council, Emergency Plans
	Gill Dickson	Essex County Council, Emergency Plans
	Malcolm Hines	Essex County Council, Emergency Plans
	Linda Hollingworth	Essex County Council, Social Services
	Mike Topliss	Suffolk Police
	Moya Wood-Heath	British Red Cross, Headquarters
	Dilys Sewell	British Red Cross, Essex
	Tony Arnold	British Red Cross, Suffolk
	Rosie Murray	Emergency Planning Society
	Jan Delaney	Samaritans
	Jess McAulay	Salvation Army

3.1 Invited Membership

The following organisations were invited to become members of the working group but were unable to participate for a variety of reasons:

- Suffolk Social Services
- Regional Health Adviser
- CRUSE Bereavement Care
- Carrier (P & O or Stena)
- Coroner
- Essex Police
- Maritime District (Essex & Suffolk)
- Disaster Action (Survivors/Bereaved)
- Association of British Insurers
- Kent, Tyne & Wear and Anglesey local authorities

4.0 UK QUESTIONNAIRE

Support of survivors in the long term *Priority Rating: 5* & Friends and Relatives

This area is seen as important and Essex County Council has produced a training guide for support workers – ‘Befrienders Scheme’.

Psycho-social support usually refers to long term support, and it should be noted that where early counselling is provided, the need for long term support of this nature is reduced. The responsibility lies with the Health Authority with on-going support provided by Social Services and help from the voluntary sector. The need for support to secondary victims is also recognised.

On-going advice and information is needed by friends and families as well as survivors, particularly with regard to significant dates and proceedings.

Debriefing of staff

Priority Rating: 4

There is a duty of care to provide timely and appropriate debriefing for both operational and personal issues. Joint and internal de-briefs are seen as valuable.

Voluntary Organisations

Priority Rating: 3

The local authority is the lead organisation for the co-ordination of voluntary support. Common awareness is needed between voluntary organisations and the local authority with regard to their individual roles and limitations

Finance

Priority Rating: 1

Appeal Funds are set up in response to major disasters in the UK and are normally run by the local authority with help from the British Red Cross through their well documented system, thus enabling a speedy response. Funds are used to assist victims and their dependants.

Media Response

Priority Rating: 1

Whilst there are arrangements in place for the sharing of press releases with other countries this does not happen at all levels. The MCA Press Office would be aware of, and handle media enquiries at significant times and dates. The Police also retain a diary of all significant anniversaries.

5.0 GLOSSARY

The Group provided further information to supplement that already included in the Glossary of Terms produced by Suffolk County Council.

6.0 IT ISSUES

The Group received a demonstration of the website being developed for the work of the project and offered the following suggestions for inclusion:-

- Contact details for each country, with a brief explanation of roles
- Flow chart for each country showing disaster response
- Library of relevant documents
- Glossary of Terms

- Situation Reports when an incident occurs

7.0 INTERNATIONAL AGREEMENTS

The British Red Cross provided a summary of the role of each Red Cross Society in Europe. This has been incorporated into the questionnaire. Suffolk Police have also made information through the Medium Term Working Group. With regard to local authorities, counties have links with the European Commission and staff seconded to Brussels, but no links have been established to deal with a major disaster.

8.0 EXPERIENCES FROM PREVIOUS DISASTERS

The Emergency Planning Society has been working closely with people involved in past disasters, and their relatives, in order to raise awareness of the human and personal aspects of disaster response. Some of the key points made include:-

- Although good systems may be in place, they do not always work and there is a need to ensure that learning points from disasters are put across to those who can implement or change policy.
- In a large disaster Social Services are quickly overwhelmed, therefore input from the voluntary sector is very important and should be used and accepted by the statutory agencies.
- Social Workers are not always used to dealing with the type of people who may become victims of a disaster and they may be asked to carry out work not usually in their remit. Voluntary workers often have the support network in place to help them and are therefore willing to assist in difficult areas.

8.0 WORKSHOP QUESTIONS

The following subject headings and questions were compiled by the Group to be taken forward to the Workshop.

Inquest/Enquiry/Legal Proceedings

Would you have any problems accepting another country's legal process, or conclusions as to the cause of the incident and/or cause of death of the victim(s)?

Who is responsible for witness liaison and provision of information?

Repatriation

What expectations do you have for the repatriation of your National, from:

- the 'Lead Country'
- your own consulate
- the ship owners
- the ship insurers?

Finance

Whose responsibility is it to become involved in assisting your Nationals?

- to claim compensation
- to advance money to individuals
- to act as intermediary

- to recover property
- to compile an audit of costs incurred

Would you expect to recoup the costs of your responding organisations? If so, from which source?

Debriefing

Do you undertake de-briefings in your responding organisation?

What form does your de-briefing take?

- Facts
- Feelings
- Future

Emotional Support

Is emotional support provided to individuals involved in the incident?

Would you support the formation of International Support Groups?

Would you expect the 'Lead Country' to organise memorial events?

Reunions

Which organisations would be instrumental in effecting reunions of families and friends separated in the disaster? Consider:

- unaccompanied minors
- unconfirmed immigration status
- language difficulties
- health problems or disabilities
- the absence of ID documentation

Long Term Contact

- Who will maintain contact with those involved?
- Who will compile a list of lessons learned from the experience and a final report?

9.0 RECOMMENDATIONS

9.1 Befrienders Scheme

A Befrienders Scheme similar to the type operated in the U.K., should be developed by our European partners to enable the required support both within an individual country and across boundaries.

9.2 De-briefing

The issues around the type, timing and sharing of de-briefings has been identified as a high priority for further work.

9.3 Finance

The long term implications for a number of financial matters e.g. compensation, insurance, salvage and clean up, require further study.

10.0 SUMMARY

Whilst the input from those attending the meetings was invaluable, comments from the Health Service, Social Service practitioners and the Coroner's Office would have been helpful to the discussions.

Members of the Group enjoyed working together and have increased their understanding of each other's organisation and the topics covered. All were pleased to have been part of this Project and to make a contribution to worthwhile areas of work.

Voter Results

Computer outputs - not published

MARITIME DISASTER PROJECT
European Workshop on 20-22 June
2000

PROGRAMME – DAY 1

U.K Time	Ship Time
12:00	13:00
12:30	13:30
13:00	14:00
13:15	14:15
13:45	14:45
	15:15- 15:40

“Prince of Scandinavia” docks at Harwich

(All delegates to assemble in the Passenger Terminal Building at Harwich International Port no later than 1230hrs, UK time, the reception desk is located at the far end of the passenger terminal, past the restaurant.)

Delegates register for Workshop.

Delegates board *(Cabins will not be available immediately, please be patient).*

Buffet lunch is available in Restaurant, next to the conference room. (Blue Riband Restaurant)

Group photograph on board

Welcome and Introduction

Workshop Chairman
 & Project Manager – Rosanna Briggs (UK)
 UK PNNC – Stephen Boddy
 European Commission – Ulf Bjurman

Presentation by Urban Hallberg, Swedish Maritime Administration – Maritime SAR and IMO’s future work on safety for large passenger vessels

MARITIME DISASTER PROJECT
European Workshop on 20-22 June
2000

PROGRAMME – DAY 1
PHASE I

U.K Time	Ship Time
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	15:40
	18:30
	19:30
	19:45- 20:30
	20:30

Phase 1 – Short Term Workshop –
 Lead Countries – Sweden, Denmark and Finland

Chairman: Urban Hallberg (Sweden)
 Introduction to discussion

Speaker: Christer Waldegren, Chief MRCC
 Gothenburg. (Sweden)
 To highlight critical issues in the Short Term

Presentation of scenario and questions – Tony Fuller

Group Discussion and Recommendations – Chairman

Rapporteur: Pekka Laitala (Finland), Summary of
 Discussion & Recommendations

Facilitator: Jeff Stacey (UK)

“Prince of Scandinavia” sails to Hamburg (16:30)

Break

Welcome drinks

Presentation by Professor Edward Johnson, Wolfson
 College, Cambridge University, “Cross Border
 interagency communications” (20 minutes)

Presentation by Keith Pearson, DERA, Information
 Technology Exercises, then view exhibition (25 minutes)

Informal dinner (Seven Seas Restaurant, reserved area)

MARITIME DISASTER PROJECT
European Workshop on 20-22 June
2000

U.K Time	Ship Time
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PROGRAMME – DAY 2
PHASE II

	08:00
	09:00
	09:00
	10:15
	10:30
	12:00
	13:00

Breakfast (Seven Seas Restaurant)

Phase 2 – Medium Term Workshop –
 Lead Countries – Greece, Italy, France and Belgium

Introduction to Phase 2 – Chairman
 Konstantinos Brilakis (Greece)

Speaker: Michele Dammicco (Italy)
 “Reception on Shore”

Introduction to Scenario 2 and questions – Tony Fuller
 (UK)

Demonstration of Internet Website for use during short
 and medium term phases of response – Roger Arnsby
 (UK)

10:15 Coffee Break

10:30 **Speaker:** Mr John Francis (UK)
 “Media Demands”

Group Discussion and Recommendations – Chairman

Summary of Discussions/Recommendations –
 Rapporteur (Belgium)

Facilitator: Rosanna Briggs (UK)

Buffet Lunch

“Prince of Scandinavia” docks at Hamburg (13:00)

DFDS – Organised visit to Hamburg

MARITIME DISASTER PROJECT
European Workshop on 20-22 June
2000

U.K Time	Ship Time
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PROGRAMME – DAY 2
PHASE III

U.K Time	Ship Time
	17:00
	18:00
	19:15
	19:15
	19:30
	20:00

Phase 3 – Long Term Workshop (part 1)
 Lead Countries – UK, Netherlands, and Denmark

“Prince of Scandinavia” sails to Harwich (17:30)

Introduction to Phase 3 –Chairman Peter Pearson (UK)
Speaker: Roger Grimwade (U.K.) to raise critical issues

Introduction to Scenario 3 and questions
 Long Term Issues – Panel discussion

Summary of Discussions and Recommendations
 Rapporteur: Erik Johansen (Denmark)

Facilitator: Jeff Stacey (U.K.)

Break

Pre Dinner Drinks

Presentation – Robert Holland, Kenyons International
 Emergency Services

Gala Dinner (Lounge Suit) – (Conference room)

MARITIME DISASTER PROJECT
European Workshop on 20-22 June
2000

U.K Time	Ship Time
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PROGRAMME – DAY 3
PHASE III

U.K Time	Ship Time
	08:00
	09:00
	09:30
	12:00
	12:30
12:00	13:00

Breakfast (Seven Seas Restaurant)

Phase 3 – Long Term Workshop (part 2)

Chairman – Group Discussions and Recommendations

Rapporteur: Erik Johansen (Denmark)

Summary and Conclusions/Recommendations
 General Rapporteur: - Don Norris (U.K.)

(Sandwiches available)

Prince of Scandinavia docks at Harwich – delegates depart

**European Workshop
20-22nd June 2000**

Attendance

Name	Country/Role	Organisation
Ulf Bjurman	European Commission	Directorate General for Civil Protection and Environment
J.E Willem Van Poucke	Belgium	Ministry of Flemish Comm.
Ben Wouters	Belgium	Ministry of Defence - Navy
Erik Johansen	Denmark	National Commissioner of Police
Pekka Laitala	Finland	Archipelago Sea Coastguard District
Timo Viitanen	Finland	The Ministry of Interior
Philipe Bodino	France	Securite, Defence Civile
Thierry Queffelec	France	Prefective de Police
Udo Fox	Germany	German Rescue Service
Gunter Heiss	Germany	The Emergency Unit
Peter Olsson	Germany	Department of Transport
Helmut Pregschat	Germany	The Emergency Division
Petros Athanasios Papadopoulos	Greece	Ministry of Mercantile Marine
Konstantinos Brilakis	Greece	Ministry of Mercantile Marine
Pat Fleming	Ireland	Department of Environment & Local Government
Tom McKenna	Ireland	Civil Defence
Alessandro Colombo	Italy	European Commission, NEDIAS Project Leader

Name		Country/Role	Organisation
Michele	Dammicco	Italy	Civil Protection Department
Salvatore	Corrieri	Italy	Coast Guard Auxiliary
Pietro	Carrozzone	Italy	Coast Guard Auxiliary
Hans K.R	Madsen	Norway	Directorate for Fire & Explosion Prevention
Juan Jose Roman	Fernandez	Spain	Direccion General de Proteccion Civil
Urban	Hallberg	Sweden	Swedish Maritime Administration
Ingvar	Hansson	Sweden	Swedish Rescue Services Agency
Christer	Waldegren	Sweden	Swedish Maritime Administration
Mr P.J	Mersie	The Netherlands	Het Provinciaal Bestuur van Zeeland
Mrs M	Schoonen mpm	The Netherlands	Het Provinciaal Bestuur van Zeeland
Stephen	Boddy	United Kingdom	Home Office Emergency Planning – UK PNNC
Rosanna	Briggs	United Kingdom	Essex County Council, Workshop Chairman
Jeff	Stacey	United Kingdom	Suffolk County Council, Project Team
Peter	Pearson	United Kingdom	Essex County Council, Project Team
Roger	Arnsby	Staff	Essex County Council
Joanne	Bird	Staff	Essex County Council
Kathleen	Martin	Staff	Essex County Council
Tony	Aldous	Production Company	Film Production Team
John	Francis	Production Company	Film Production Team
Jeff	Ballard	Observer	Hampshire Constabulary

Name	Country/Role	Organisation
Roibin Beedel	Observer	P & O North Sea Ferries
Paul Bowers	Observer	Essex County Fire & Rescue
Mandy Brokenshow	Observer	Essex Ambulance Service NHS Trust
Tony Fuller	Observer	Suffolk Fire Service
Roger Grimwade	Observer	Essex Police
Robert Holland	Observer	Kenyons International Emergency Services
Edward Johnson	Observer	Cambridge University
Ian Mace	Observer	Stena Line
Gren Morran	Observer	East Anglian Ambulance NHS Trust
Don Norris	Observer	Flintshire County Council, General Rapporteur
Colin Piesse	Observer	Harwich Haven Authority
Paul Read	Observer	Tyne & Wear Fire and Civil Defence Authority
Derek Smith	Observer	H.M Coastguard
Mark Steggal	Observer	Suffolk Fire Service
Frank Stocks	Observer	Kent Ambulance Service NHS Trust
Mike Topliss	Observer	Suffolk Constabulary
Richard Warren	Observer	Tendring District Council
Allan Wood	Observer	Kenyons International Emergency Services
Moya Wood-Heath	Observer	British Red Cross
Mike Woodroffe	Observer	RNLI

Name		Country/Role	Organisation
Malcolm	McDonald	Workshop voting System	Brahler
Graham	Gould	Exhibitor	DERA
Teresa	Markovitch	Workshop Interpreters	Eurosis
Keith	Pearson	Exhibitor	DERA
Mark	Pittaway	Exhibitor	Smart Memo
Colin	Smart	Exhibitor	Smart Memo
Maria	Sparling	Workshop Interpreters	Eurosis
Paul	Simpson	Workshop Interpreters	Eurosis
Marki	Rees	Exhibitor	UCL
Leslie	Rees	Exhibitor	UCL

EUROPEAN WORKSHOP 20 - 22 JUNE 2000

MARITIME DISASTER PROJECT

Summary Report by Don Norris, United Kingdom General Rapporteur

The programme for the workshop has provided a successful platform for the consideration of issues surrounding maritime disasters. Also the use of the Prince of Scandinavia as the venue for the workshop has provided a novel focus for the delegates.

In general terms the value of projects of this nature cannot be underestimated as they provide an appropriate means for knowledge transfer between the member states, at both central government and below the central government level.

Over the three days of the workshop delegates attended sessions covering the short, medium and long-term response necessary for the satisfactory resolution of a maritime disaster.

Delegates have repeatedly identified the core issues as Co-operation, Communications and Information Sharing. This is understandable as these elements are present in every disaster response and their impact should never be minimalised.

At the start of the workshop in Session 1 delegates heard how the IMO had been working to enhance the safety of passenger ships and their wide remit covered not only the safety of the vessels but also that of passengers, crew and the environment. The development of "black box" data recording systems for shipping will no doubt assist in the future understanding of maritime disasters and also in the dissemination of lessons learned.

Delegates were then shown how several countries worked closely together as a real maritime disaster. The presentation highlighted the problems of different nations working together and provided an insight into how some of those problems were addressed.

The issue of a lead country was identified as a primary concern, and this will require careful and detailed discussion in the future. Also the use of a single language as the international standard for SAR Communications was considered. However, in the subsequent discussions this proposal was identified as having many subsidiary ramifications that could impact on every member states ability to effectively train emergency responders in their key roles.

Delegates were informed as to why the design of large vessels can severely hamper the vessels ability to aid and provide assistance in the SAR response to maritime

disasters. Most ship designs are built on the premise of the safe evacuation of the passengers and crew.

Rescue of a large number of persons from the water or evacuation transfer from a stricken vessel to the ship is not normally provided in their design. And whilst it is not the purpose of the workshop to influence the design of new vessels it is hoped that the appropriate professionals are addressing this serious deficiency.

The issue of communications between countries of differing languages was addressed in a single presentation by Professor Edward Johnson. Over several years systems have been developed and Airspeak, Intacom and Linguanet have each in a specific way achieved a means of overcoming the language barrier. These systems have managed to provide the harmonisation of terms and data standards so necessary to avoid the confusion of conflicting interpretation of response management terms.

During discussions delegates noted the usefulness and desirability of having detailed knowledge of the differences between the work practices, administration systems, management structures and responsibilities of different member states disaster response systems.

The use of computerised technology and its application for use in the exercise testing of a multi-organisational response to emergencies was demonstrated by DERA. Once again a new approach to the old problem of value for money training and exercising provided an interesting insight as to what was currently available, and with adaptation could be a valuable addition in the field of maritime disaster desktop exercises.

The second day of the workshop moved from the short term to the medium term response and delegates heard how planning arrangements provide for the reception of evacuees onshore. The need for a close working relationship between the land based organisations and the maritime SAR was identified as a primary issue. Should information about the organisations and individuals involved in the response to a disaster be identified as necessary for the improvement of the emergency response and the closer working together of different response organisations and different countries.

Delegates were able to observe how the medium term response differed from the short term, in that the medium term response did not have such a readily defined structure as the short term response. It was therefore desirable to see this in a more defined and detailed form in order that the transition from the MRCC to the medium term management could be a seamless event.

Following these discussions delegates then moved on to the important issue of media involvement in disasters. Due to the large number of media personnel and media technologies instant ability to transmit throughout the world it is now impossible to ignore or marginalise the needs of the media. Failure to effectively plan for the impact of the media machine on a disaster response will inevitably result in serious problems manifesting themselves throughout all phases of a maritime disaster response.

The consistency of information released to the media from one or more responding countries requires careful management and the concept of a lead country to provide this was identified as a primary issue. The demonstration of an Internet WebSite facility for the exchange of information on issues such as responder structures, glossary of terms and incident reporting provided an insight as to how new technology could once again provide potential solutions to many of the information sharing problems. Also the Internet facility was identified as having the capability of being adapted to deal with incidents beyond the maritime scenario.

Delegates were then informed as to why there should always be an overlap between the short and medium term response. Data collection was identified as essential for a satisfactory medium term response, and also as an aid to the preparation of the long-term response. Pre-planning for the issues of evacuee reception, handling of the dead and psychological care is the primary requisite for effective disaster response.

Delegates discussed the detail of psychological care, and dealing with memorials and memorial events. The management and control of these provisions varies throughout the member states, and does not have a common standard solution.

Delegates confirmed that dealing with the long-term disaster response begins at the onset of a disaster, and for planning purposes actually before the event. The need for some form of joint collaboration between countries and the development of a lead country concept was seen as a desirable way forward.

Finally delegates considered the issues of evaluation and sharing lessons learned from the maritime disaster response. The production and sharing of written reports both summary and technical were seen as beneficial to the sharing of lessons learnt.

Throughout the workshop discussions considered the issues raised by the presentations and also through the questions identified by the core group.

Delegates were enthusiastic in their discussions and were able to give their opinions to the questions using the novel system of digivote. The results of the delegates opinions on the questions were clearly identified and compiled on the computer system and are published in the body of the workshop report.

Whilst not wishing to duplicate in total delegates opinions on the questions raised, several have direct relevance to my observations.

Firstly, there was support for the concept of a single point contact for all other countries to communicate with, in the event of a maritime disaster.

Also the use of an internet website for information transfer was seen as desirable.

The need for a lead country to provide a co-ordination centre and also the provision of a media co-ordination centre for multi-national response would be seen as a possible development.

The presentation and sharing of information that could be utilised in an inquiry, inquest or perhaps for the purpose of legal prosecution was seen as necessary for use by all countries involved in a maritime disaster.

Throughout the workshop it was identified that the IMO conventions are very relevant to the process of maritime disaster preventing, mitigation and response. However, it is clear that during the workshop these conventions have not been transmitted to all those who need to know.

Consequently, it is **RECOMMENDED** that a method of ensuring the IMO Conventions relevant to the short, medium and long-term response are communicated to every organisation with a response role in a maritime disaster within the European Community area and a framework for enabling this should be developed for the future.

Furthermore it is **RECOMMENDED** that internet website for the sharing of information relevant to disaster preparation and response between member states should be considered by the European Commission as a way forward for the strategic level, and perhaps a focus for future funding.

It is **RECOMMENDED** that the issues of a lead country co-ordination centre, a media co-ordination centre and the gathering and sharing of necessary information pertinent to maritime disasters should be further investigated to determine whether it is possible to develop a community wide model.

It is **RECOMMENDED** that the possibility of mutual assistance for the purpose of psychological support should be explored further, as in a multi-national disaster no single state has a total capability. Again this could be taken forward by the European Community as a further project.

The comments made by Mr Alessandro Barisich in his video welcome reflected on the purpose of workshops like this Maritime Disaster Workshop. The primary aim was to provide a means to increase the general level of member state preparedness for disaster response.

All should consider how those issues, identified during the workshop discussions, could be developed to improve their own emergency preparedness, and to extend these processes into the higher level of joint member state response.

As for conclusions and recommendations I have drawn from the workshop it is now for the Permanent Network of National Correspondents (PNNC) to consider and develop, and for the Commission to further the aim so clearly identified by Mr Barisich.

Finally, I would like to thank all the speakers who spoke so clearly and eloquently throughout the workshop, which made my task as General Rapporteur so much easier.

Annex F1

Counsellor
Timo Viitanen
Ministry of the Interior
Department for Rescue Services
Helsinki, Finland

MARITIME DISASTER PROJECT

European workshop on 20-22 June 2000

PHASE 1

Short-Term Workshop

Rapporteur Timo Viitanen (Finland)

Mr Urban Hallberg (Sweden) took over the chairmanship for phase 1 replacing Mr Klaus Larsen (Denmark), who could, unfortunately, not participate in the seminar. In his introduction, Mr Hallberg highlighted IMO's comprehensive role in shipping safety questions. He also draw a comparison between IMO and ICAO as organisations working for travelling safety in similar or comparable fields. Phase 1 has proved to be critical for a successful rescue intervention. A major problem concerning phase 1 is the need for fast decision-making, effective communications and good co-operation between the numerous authorities involved, who operate in different countries with divergent administrative backgrounds and practices.

Speaker **Mr Christer Waldegren** (Sweden) highlighted critical issues in the short-term phase. His presentation was based on the fire of the ferry Prinsesse Ragnhild on 8 July 1999 outside Goteborg. The fire was caught in the engine room, and 1 300 passengers and crew members were evacuated. The case was linked with several nations because of the flag country (Norway), the voyage between two countries (Norway, Germany), the position in the Swedish SAR region, and the necessity to use rescue units in different countries (Sweden, Denmark, Norway) to reach adequate effectiveness.

First, MRCC Goteborg had to agree on leadership, supporting experts and measures of authorities in Sweden and other countries. The parties of this process were, except the chief of MRCC, the local fire brigade, police, medical care, maritime administration and the ships inspectorate. This process requires current contact information on all parties, and the question raised here was whether it is possible to have only one point of contact for MRCC. The general attitude of the seminar seemed to be positive in this respect.

In the next phase arose the question about where to tow the distressed ship and who was to make the decision: the ship owner, MRCC, maritime inspectorate, harbour master, fire brigade, municipal authority, or the police. A simple answer was not found, but the role of the owner or the captain will perhaps be emphasised once a successful evacuation is finalised.

A permanent workload increasing feature was information to the media. Is there anything to do if journalists taken to the scene of an accident cause problems? Which unit, commander or assisting person would be the best to give information? Media relations were not discussed thoroughly in this phase. However, the SAR co-ordinator cannot be the only media contact person because different authorities have exact information on their own measures and on taking evacuated persons to different countries.

Mr Waldegren finished his presentation by presenting some critical issues based on lessons learned. One of these was the necessity to have a common language for scene communications; English.

Mr Pekka Laitala (Finland) made a report on rescue measures and difficulties. The presentation was mainly based on the m/s Estonia report, but experiences of other recent big ship accidents in Finland were also utilised. It is obvious that big ships are relatively powerless to assist in high winds even if they are on the very site of the accident. They can serve as helicopter landing bases for leaving victims and survivors they have picked up from the sea. Opinions were expressed that it is necessary to develop a new technology to ease lifting of rescue platforms and other floating equipment from the sea. The EU countries could more often have a common position on IMO proceedings.

Mr Tony Fuller (UK) presented a scenario based on a fictional collision of a container ship and a passenger ship carrying more than a thousand passengers. Due to the collision, a fire broke out in the passenger ship followed by a complete black-out. Also containers in the front of the other ship caught fire. A great number of passengers were injured and distressed in different ways.

Mr Fuller also presented a "vote machine", and how to assemble the opinions of the participants by percent. Opinions were to be based on the above scenario after a separate discussion on each of the question items.

Question 1: *Is there a need for reference information on the Lead Operation in each country?*

In the discussions, the question seemed to be understood in slightly different ways. The idea was to study the necessity to know to whom (which authority) MRCC, as the SAR mission co-ordinator, has given tasks, and what kind of tasks it has given, to be carried out in an emergency. Is this information necessary for different lines of administration to be able to co-operate with appropriate counterparts in other countries, or should MRCC continuously act as the point of contact for direct communications?

Most participants (85%) said that it is necessary to know one's counterparts in other countries as well as their tasks and the necessary contact information. GR supported direct contacts, expressing that this provides information about who actually is one's counterpart in the other country. G said that information is necessary, but to be issued only to countries that have a role in the ongoing intervention. The UK stressed that there will obviously be passengers from a number of countries that are interested in their citizens' safety.

A secondary question related to the best practice to issue and receive this information. Should it be delivered to other countries on a 1-hour basis, for example, or should the coordinating MRCC have current information to be delivered continuously or to be utilised in the role of the point of contact? The participants stressed the importance of current information. According to some opinions, authorities should have contact information updated all the time, and they should also be aware of how similar responsibilities are organised in neighbouring countries.

Question 2: *Is there a need to put together a flow diagram for each country to show the system of command and co-ordination between organisations?*

Should contact information be made available in this format so that all Countries could access this as required?

In the discussions, G said that it is essential but also sufficient to have one point of contact in each country. Flow diagrams cause excessive load. Systems and organisations in different countries are often very different, for instance in Germany and Sweden the differences are remarkable. When necessary, MRCC can provide the information needed. In spite of this, most participants (72%) thought that information on systems in other countries is useful. This should be a part of professional training, especially in neighbouring countries. 94% of participants regarded contact information in this format and accessible for all countries as important.

A secondary question related to releasing information on a secure web site. The chairman commented that perhaps web pages do not meet the demands of an on-going emergency. According to the UK, the web is useful in the long-term when more detailed information is needed. 86% of the participants considered the web a positive opportunity and 76% did not see any difficulties relating to the Data Protection Law in this kind of information sharing. Rules on access to information are basically the same within the EU, thanks to the common directives.

Question 3: *Do the procedures for handing over control to another country need to be defined?*

The participants' (90%) opinion was that these procedures need to be defined. F expressed that the question is about legal procedures in different countries. There is a need to harmonise regulations on handover procedures. Regulations in one country should require handing over the control at the same time as regulations in the other country require taking over the control. Today, this might be a problem when the core of the site moves over the FIR line to the other country's responsibility. G practically agreed on regulations. GR stressed that in different countries authorities have their statutory duties and control handover also requires information on the actual responsible authority. The UK asked if MRCC is the correct authority to have general leadership in every respect. It was noticed that similar problems can rise within one country concerning handing over control to another authority (rescue - environment - salvage). Problems also exist in emergencies having land-based transboundary effects. The Commission pointed out that in some countries the nature of responsibility may be political but in other countries technical. The one that is responsible also has an influence on media relations.

Question 4: *Is there a need for the International Glossary of Terms to be made more generally available?*

There are numerous terms, abbreviations and acronyms in this field, which are mostly familiar to professionals working in the field concerned but unknown to other people. There was a wide consensus on the answer "yes" to this question (94%). Knowing terms was regarded as a part of professional expertise and training. G saw here some important problems: the number of various organisations in different countries operating for the same purposes, but under different titles, training of all fire fighters etc. The UK considered standardisation a good way to make communication easier. This would also facilitate media relations. Is there a common understanding of the word "casualty", for instance? The chair asked whether it is too much for fire fighters in port towns to have a decent command of the English language. The EEC, for example, could produce the Glossary (taking note of land-based emergencies, too).

Question 5: *Keeping the media outside an accident has been considered a problem by some Partner Countries. Can we share areas of Best Practice?*

The number of comments was limited. One reference to IMO regulations on passenger information: names of passengers are not given to the media.

Question 6: *How do member countries comply with IMO regulations on passenger information, and is additional information required to assist in accounting for all victims and survivors?*

More than half of the participants informed that national regulations comply with the IMO regulations. Depending on how completely the participants were informed, the percentage may be higher. The participants had not met any special difficulties in receiving the necessary information for counting victims and survivors. Authorities can exchange information, but for emergency response purposes only.

General remarks

Some leading points can be picked up from the discussions:

- Phase 1, phase 2 and phase 3 slightly overlap. Phase 2 is perhaps somewhat vague, but the process mainly goes along seamlessly from phase to phase.
- A single point of contact in each country is an essential basis for further arrangements.
- It is important to exchange information about organisations and arrangements. It is also important to keep participating authorities in different countries informed of what has happened and what has been done because of an emergency.
- Intermediate contacts outside MRCCs are useful or necessary.
- Web pages can be a valuable addition to information sharing. The correct timing and form of this kind of information sharing must, however, be considered.
- IMO's role is essential in developing rescue procedures.
- A future question may be how to organise international co-ordination centres.

Report on medium term
By Captain Willem Van Poucke

Available only on paper

RAPPORTEURS REPORT - LONG TERM PHASE

Introduction by Mr. Peter Pearson

Mr. Pearson mentioned, that the long term effects seems to be the same, whether a disaster has happened at sea, in the air or on the ground. Therefore a lot of the material gathered in this project can be transferred to disasters in other fields than the sea.

The phase was called the Marathon-phase, and Mr. Pearson emphasized, that the term could last for years.

Speech by Mr. Roger Grimwade

Mr. Grimwade reminded the workshop of some disasters from the recent years and spoke about the time-boundaires for the three phases in a disaster. His point of view was, that the long term phase starts at the time of the incident, and mentioned, that one of the important tasks in this phase is to take care of the rescue-personnel.

About accountability Mr. Grimwade mentioned, that in the UK a new law is under construction - a law that is concerning "corporate manslaughter". He also emphasized that gathering of documentation is very important.

Lastly Mr. Grimwade mentioned that in the UK one person who is NOT involved in the rescueing is appointed in charge of the investigation - but how is this to be dealt with in international waters?

The scenario was then updated by Mr. Pearson, who highlighted that the cultural differences in the nations involved would come clearly forward in this phase.

Question 1 and 2 was then asked, and Mr. Pearson opened the floor for debate and points of view.

Question 1 did not lead to a lot of discussion, but it was mentioned, that the term actually could start even before the incident - as there is made a lot of preperations to handle these matters.

It was also mentioned, that the long term phase is a very diffuse one, and that it is very difficult to find rules form all over Europe because of the varieties in the nations.

As for question 1 there seemed to be a common understanding, that the short term, medium term and long term phases are overlapping each other.

Question 2 led to some more discussion, as it came clearly forward that the sharing of information when talking of criminal investigation is very sensitive. It was mentioned that the investigation should be divided into two parts: a criminal one and a one with a preventive aim. The outcome seemed to be, that the sharing of lessons learnt with a preventive aim is common sense, but the sharing of criminal investigations has to pass each nations legal system.

Kenyons International by Mr. Robert Holland

There was a presentation of Kenyons Internationals abilities within the field of disasters, and Mr. Holland emphasized that they could support the authorities, where resources might be lacking. The company posses a lot of experience from almost all over the world.

Question 3 - 6

Question 3 was changed in a way so the matter concerned would be to accept representatives from other states as a support team. Some actual cases were mentioned, and it was recommended that joint commissions should be formed case by case. It was mentioned that this would be a governmental issue, but it probably would be needed with foreign assistance, simply as a matter of resources. It was recommended, that a sort of network amongst the authorities and companies was formed.

There was a common understanding, that we all could be short of resources, therefore we should be prepared to seek international assistance.

Question 4 showed that there was a very high degree of understanding for the need of long term support for the people involved. It showed that systems are made to handle these matters, but also that national resources might not be sufficient.

Question 5 showed the need to be able to handle such events - preferably on a local basis. The final recommendation was, that the issue should be co-ordinated by a national center.

Question 6 highlighted the need of sharing the information with the operational level, and also that the operational level should have training in international operations. A warning was raised, that the different instructions to the maritime world could rise to such numbers, that they could lead to confusion instead of guidance.

Erik Johansen
Rapporteur

Maritime Search and Rescue - IMO's future work on enhancing the safety of large passenger ships

By Urban Hallberg

Available only on paper



SWEDISH MARITIME
ADMINISTRATION

Search and Rescue - SAR
Christer Waldegren

European Workshop - Maritime Disaster 20-22nd June 2000

The ferry Prinsesse Ragnhild with fire in engine room
8th July 1999 outside Goteborg on the Swedish west
coast where more than 1300 passengers and crew
were evacuated.



Safe shipping for people and the environment



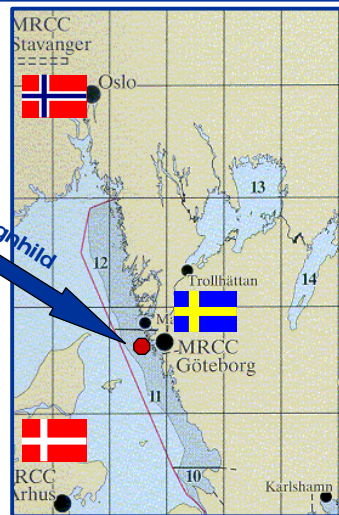
SWEDISH MARITIME
ADMINISTRATION

Search and Rescue - SAR
Christer Waldegren

European Workshop - Maritime Disaster 20-22nd June 2000

8 July 1999
0213LT

Prinsesse Ragnhild



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Agreement between MRCCs

Facts as -

- Norwegian flag, ship owner and crew.
- On voyage between Kiel, Germany and Oslo in Norway.
- Position in the Swedish Search and Rescue Region (SRR).
- Contact between the ship and MRCC on maritime radio channels.

was followed by -

- Contacts between MRCC Aarhus (DK), Stavanger (NO) and Goteborg (SW) -
- Agreements were made that MRCC Goteborg should co-ordinate the operation with Aarhus and Stavanger supporting with Search and Rescue units (SRU).

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Participating SAR units on scene

- 11 rescue helicopters from Sweden, Denmark and Norway.
- 28 SAR surface units (Sweden, Denmark) and merchant ships.
- Fire fighting strike teams (Sweden, Norway and Denmark).

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Passenger information

- The number of passengers and crew was given in the distress call.
- The ship was in traffic on a fixed route and according to IMO SOLAS (Safety of Life at Sea) chapter V reg. 15.c. A plan for SAR incl. company information was available at MRCC Goteborg.
- The passenger and crew list was sent by fax from the ship owner in Norway to MRCC Goteborg.
- Passenger information was delivered from MRCC to the Police to facilitate the registration.

Question?

Had it been different availability to passenger lists if the ship in distress was a cruise ship entering the region for the first time?

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MRCC Goteborg
SAR Mission Co-ordinator and MRCC staff

Supporting experts

- Chief of MRCC
- Local Fire Brigade
- Police
- Medical Care
- Maritime Traffic Area
- Ships Inspectorate

Reception Area

- Local Fire Brigade
- Police
- Medical Care

Question?

Would it be possible to have one "Point of Contact" for MRCC?

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Towage of the distressed ship ...

Who decide to which country, port and quay berth?

Master / ship owner
SAR Mission Co-ordinator (MRCC)
Maritime Inspectorate/Ships Surveyor
Harbour Master
Local Fire Brigade
Municipal Authority
Police

Question?

*Is there a simple answer to this issue,
or is co-operation between all parties
necessary?*

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Information to media

Heavy workload on MRCC from national and international media.

Telephone interviews
"On air" radio and television.
Press releases
Press conferences at MRCC
but

Media 's interest moves
from MRCC to the scene of
accident and to the
Reception Area.

Question?

*Can we avoid journalists in
helicopters and onboard
ships on scene?*

Question?

*Who gives the correct
information from the efforts
at sea and reception area?*

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Lessons learned - Critical issues

Leading, responsible RCC and supporting RCC in adjacent country (-ies). Frequent SITREPs (Situation Report) should be sent to supporting MRCCs.

All On Scene Communication should be carried out in the English language.

Who is responsible for Rescue personnel onboard (e.g. fire fighting strike teams).

Place for reception area for evacuated people. Who takes the decision of location?

Reception of evacuated in more than one country

Registration of evacuated people.

Towing of evacuated vessel.

Is it possible to have one responsible authority for actions taken at the reception area?

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End of presentation

Safe shipping for people and the environment

PRESENTATION TO THE EUROPEAN WORKSHOP
20/22 JUNE 2000

Surface Vessels in the Rescue Operation of Estonia
by Pekka Laitala

The Estonian-flagged ro-ro passenger vessel Estonia capsized and sank shortly before 2am on the 28 September 1994 on a scheduled voyage from Tallinn to Stockholm. The vessel had 989 passengers and crewmembers on board. 137 persons were rescued and survived the accident.

When the Estonia left Tallinn the wind was southerly, 8-10m/s and the visibility was good. As the voyage continued the wind increased gradually and veered to southwest. At midnight the wind was southwest 15/20 m/s with a significant wave height of 3.5-4.5 metres. Visibility was more than 10nm.

At about 0055 hrs several witnesses noted the first indications of something abnormal. The engineer in the engine control room stated that he had probably at about 0115 hrs – observed on the TV monitor that water was coming in at the sides of the forward ramp which still was in closed position. Subsequently, the visor separated from the bow and tilted forward over the stem. The accommodation decks started to take on water at about 0130 hrs.

Passengers who had managed to reach the boat deck and the outer side of the ship jumped or were swept into the water. Life rafts had been released or were released automatically as they became submerged and some people managed to get into them. The vessel sank completely at 0148 hrs.

Several ro ro passenger and cargo vessels had received the distress calls or were informed by other vessels and changed their course towards the scene of the accident. The vessels on the route Stockholm – Helsinki – Stockholm were closest to Estonia. In one or two hours there were five large passenger ferries in the disaster area and by nine O'clock in the morning there were altogether 14 vessels. The master of m/s Silja Europa, Esa Mekela, was appointed as the "On Scene Commander" and he co-ordinated the rescue operations in the disaster area during the whole time human lives were rescued.

The first vessel to arrive at the scene was the passenger ferry Mariella, approximately 50 minutes after the first distress call. When the vessel arrived on the scene many people could be seen in the sea wearing lifejackets and screaming for help. There was also numerous life rafts and lifeboats floating on the surface.

The master of the Mariella discovered that under those circumstances it was impossible to lower down the rescue boats and their crews for the rescue work without endangering the safety of the personnel. Later on all the masters of the ships that arrived on the scene made a similar assessment of the situation.

On OSC's instructions the vessels searched and rescued survivors. Vessels threw their own life rafts into the sea, tried to search for people in the sea and in the life rafts with their searchlights. They also tried to protect the life rafts from the wind and guide rescue helicopters to the area.

When a vessel located a life raft that was believed to contain survivors, this was reported to OSC who either called on a helicopter or broadcast a general message. The helicopters arriving on the scene reported to the OSC and were assigned a mission.

The Mariella started the rescue operations immediately by lowering down inflated life rafts, which were secured as each end of the vessel's flat side. The vessel was manoeuvred with that side towards the wind and caught drifting rafts from the Estonia in between them. Another raft was lowered and used as a hoist-able platform. People from Estonia's life rafts moved over to the lowered raft and were winched up. The winches on the life rafts davits were manually operated. During operations electric drilling machines were converted and used to improve the winching speed. Later on, a voluntary rescue team of two men were lowered down with a life raft to help exhausted survivors to the raft. Altogether the Mariella rescued 15 people from the sea.

The passenger ferry Isabella arrived on the scene of the accident at about 1 hour 50 minutes after the first distress call. The propellers were stopped and the vessel was allowed to drift with starboard side to the wind. Also, Isabella lowered a life raft with volunteer rescuers on board. They succeeded in getting about 20 people from one of the Estonia's rafts over to their own raft. The weight of the people and water broke its bottom rip during hoisting. Five or six people fell into the sea, among them the rescue men. Four of those were hoisted up by a helicopter. One or two persons were lost during this operation. To save the 16 persons hanging in the damaged life raft, the evacuation slide was inflated and the raft lowered back to the sea. The rescue man was lowered down to the slide platform and assisted in getting people from the raft to the platform and up the slide to safety. During the night Isabella saved 16 people along the slide and one with the lowered life raft with rescue men.

The Finnish coastguard patrol vessel Tursas saved one person on a raft through its low aft deck and cargo vessel Mini Star one person assisted by a helicopter. One person saved himself by climbing up the rope ladder lowered down from Silja Europa.

Three Experiences gained from the rescue operation

In 50 minutes the first vessel came to the disaster area and in theory, it would have been able to evacuate everyone on board of Estonia. However, in such an accident and in heavy weather conditions, large passenger and cargo ferries are quite powerless in the rescue operations.

Their systems have understandably been developed for evacuating the passengers and crew when abandoning their own ship. The large passenger and cargo vessels with sufficient helicopter landing pad can however be used for evacuation centre at the site. The Finish Frontier Guard helicopters made successful ship landings, setting down 34 survivors, but according to the pilots that was in those weather conditions the most difficult part of the whole rescue operations.

Presentation to the European workshop held on 20/22 June 2000

By Michele Dammicco, Department of Civil Protection, Italy

Good morning

My name is Michele Dammicco, commander in the Italian coast guard and I am the co-ordinator for maritime emergencies at sea of the civil protection unit in Roma. I have only had this position for 10 weeks; previously I was the Director of the Italian satellite station for search and rescue. So civil protection is quite new for me.

I should like to talk to you this morning about the planning arrangements for dealing with a maritime disaster, in particular when the people are landed on the shore, and the resources that we must have for dealing with a disaster

A. The traffic movement of maritime vessels is a vital consideration when planning your emergency response, it is true that accidents will occur in the most populated shipping areas, to not only people, but to the environment.

So your considerations are for the following;

- The routes of the vessels
- What type of vessel it is – is it a passenger ferry, cruiser or tanker carrying hazardous substances
- For the Mediterranean countries the considerations of passenger carrying vessels in the summer months become very important as the numbers increase considerably. This is also true of the Scandinavian countries.

B. Other considerations are of course, the weather, and the type of coastline that we have to deal with. If we have a sand beach to rescue people, it may of course be simpler than a rugged coastline such as the amalfi coastline in Italy, and of course other countries will have the same.

For the planning and rescue of survivors, our coastguards will carry out that professional part of the work, however, as soon as we need to put them on the land, we as the civilian authorities must work closely with the coastguard to ensure that we have identified the following;

- Good road access to the coastline
- The most suitable marine landing places
- Identify if necessary, an area for the medical check point
- Helicopter landing places
- And helicopter sites at hospitals
- Hospitals that are located close to the coastline and how many people they can deal with

Many of you will of course remember the Herald of Free Enterprise ferry disaster, which occurred outside the harbour in Zeebrugge, many hospitals were used, and the St Jan Hospital in Brugge dealt with many of the casualties. As a result of that disaster a total of 30 physician and 60 nurses where involved. 126 ambulance people and 200 Red Cross and other volunteers where needed to provide the immediate onshore response.

This is just an example of the number of people in the medical profession that will responded to the disaster, there are of course many many more, for other organisations.

We also need to consider the needs of people who have not be injured but who will need other assistance, we should therefore provide the following;

- Reception centres to take details of the people, information about their families, if someone they were travelling with is missing
- We need to deal with the dead – this is particularly delicate operation.

The caring of the people is complicated; we need the following services to assist us:

1. Medical mobile centre
2. Information desk to give information out about the survivors
3. Clothing for the survivors, tracksuits and shoes
4. Telephone lines (free of cost) to encourage people to phone and say they are safe. This will reduce the calls coming in to the call centres if we do this.
5. We need to consider how relatives and friends can visit the hospital especially if it is in another country
6. We need to be able to issue provisional identity papers, as these will have probably be lost at sea
7. Consider how the survivors will return home, temporary accommodation in a hotel and then travel home
8. We must preserve any evidence of the accident and have security in the areas people are in especially for the survivors to stop Un- welcome visitors, which could also include the media
9. We must give information to the media, and therefore provide regular press conferences and information. So we have to be prepared to deal with the many telephone calls from people wanting to know information about their friends and family who may have been on the ship
- And one of our biggest problems will be to work with the media. Later this morning, you will hear from John Francis who is a journalist about the demands they have from us.

We can also plan and prepare with the fixed structures this mean s the resources we have for;

1. The arrangement and protection of the dead in pre determined temporary mortuaries

2. Cleansing areas
3. Places for religious services and psychological assistance for the victims and relatives
4. Places for families to view the bodies and identify them

Dealing with the dead is very important, and tonight, you will hear from a very experienced person who has been involved in dealing with large number of dead.

As you have now heard, there are very many important aspects to consider when we have a maritime disaster, and I have only mentioned a few for you to consider this morning. In the scenario that will be presented after this presentation, you will be asked to think about a number of questions, which will need the co-operation of all of our countries if we have a major maritime disaster.

I would like to say that communications is a vital part of the overall response as we know, but it must be managed effectively with an efficient computed based system.

The lead country can establish a "hotline" information centre with free telephone lines, which callers could use to obtain current and accurate information about the disaster.

Another method would be to use the Internet, and you will have a demonstration by Essex county council on the web site they have started to develop to assist in the communication structure for dealing with a disaster.

Of course we have been talking about the disaster, but mitigation is a primary strategy for risk reduction of both natural and technical hazards, it requires careful planning and co-operation with many different organisations. This can be helped through the implementation of multi or inter-organisational decision-making coordination action groups, and hopefully this could be one of the important things which will come form this project.

Mr Barisich said that personal relationships were important and I think this is exactly what we should do by exchanging information about ourselves, as well as our organisations.

In any emergency response one of our biggest resources will be to have trained people, who are experienced through exercises and working together as teams.

Although I have talked mainly about the people, and this is important, we will need also to consider the pollution aspects of such disasters as well as the delicate operations of salvage.

I will now let Mr Brilakis lead the discussion on the scenario and questions.

Presentation to European Workshop – 20/22 June
By John Francis – Journalist

Many of you, I am sure, will already be familiar with the workings of the media. You may even have had media training. If so, I am sure one of the early lessons you will have learned is that the media cannot be ignored.

In Britain, certainly, thirty years ago perhaps, the Press was much more respectful of authority. It was possible for those in charge of whatever was happening to keep the Press more at arms length, to give out only a little information and to withhold a lot.

I am sure you know that is simply not possible today. Handling the media must be an important part of your disaster planning. Why has this happened?

* Why are we so hungry for information? *

There are two main reasons, I think, so far as the UK is concerned, and I am sure they apply equally to your own countries.

The first is social. In some ways the media really only reflects what the public is already thinking. People in general, I think, are very much more willing than they used to be to question what is going on around them, to question the actions of those in authority, to question decisions which may be taken on their behalf. Little wonder then, that the Press and broadcast media are more willing to ask those questions on the public's behalf, and to be more persistent in asking them.

The second reason why the media cannot be ignored is the sheer number of them. The media is a growth industry. The number of national newspapers may remain fairly constant in most countries, but the number of specialist magazines is growing. And within the broadcast media of course the growth is even faster.

More radio stations, more TV channels, terrestrial, satellite, cable. And with the growth of internet use comes a new breed - the web journalist – whose readers are computer users worldwide. Internet news is constantly available, of course, and that brings us to another change there's been: the demand for news is constant. Viewers are no longer content with one TV news bulletin in the evening, they want to be able to switch on the news whenever they like so now there are the rolling 24 hour news channels, using satellite technology to broadcast events from the other side of the world as they happen.

So when will we, the media, come to your organisation?

First of all, clearly, when your agency is involved in a disaster. And you can be sure that in the event of a passenger ferry accident with loss of life there are going to be hundreds, literally hundreds of media representatives on the scene within the first few hours. Many of them will bring vehicles – large and small – and almost all of them will put pressure on local communications systems and add to the accommodation difficulties.

We will come looking for expert information. “No comment” is virtually never an option these days if you want to preserve the credibility of your organisation. And we will come to you looking for the “other side of the coin” as we say in English – which means that somebody may have given us a story or a version of events and we want to compare that or balance it with what you have to say. Most journalists will be especially keen to have a comment from you if they have already spoken to someone who’s been critical of you. So it is always worth remembering that what you may say may not be presented as the whole story. It may be played off against somebody else’s version.

So I could say a word here about being “on the record”. It still amazes me that some people in responsible positions do not realise that from the moment a reporter walks into your office or gets you on the phone you are on the record, which means, of course, that everything you say may be published. It may be that you want to give the reporter some background information which is not for publication but which will help him to a better understanding of the story. Or the reporter may be asking you for advice or guidance which is not for publication. In either case, it’s important that you define what’s on and what’s off the record before you begin. No reporter will respond well to being asked to forget something which you said by mistake, then wished you had not said.

* What sort of information do we need?*

First, we have an insatiable appetite simply to know what happened. We want FACTS and we want them fast. We may be demanding them before you are sure of what facts you’ve got. That’s a big pressure for you, I know. You will want to tell only the truth, not a half truth. In a situation like a passenger ferry accident there can be nothing worse than, for example, saying a certain number of people are dead, and then later having to say we were wrong, they survived. Or the other way round. It’s great for us if you can provide people to be interviewed on behalf of your organisation, but they need to be very clear about what they know to be facts.

The next sort of information we will want is about ACTION. What will you or your organisation be doing to deal with whatever has happened?

In the event of an accident the media will be looking for ASSURANCES. We will want to know what sort of investigation there is going to be and how new procedures may be put in place to make sure this does not happen again.

Then, a tricky one, we shall be trying to find out about people’s FEELINGS. We are always keen to give a dramatic story a human angle by seeing it through the eyes of the people who were involved, to hear about what happened to them, the pressure that they have been under and how they coped.

But the trickiest one of all, of course, is that some journalists-especially those working for the tabloid newspapers – will be looking for someone to BLAME. You may think that’s unfair. They will be looking for any weaknesses in the explanations you may give and if they are able to discover that you have been less than frank, that you have tried to conceal something, they will be ruthless in exposing that.

* What happens if we don't get what we're looking for?*

The simple answer is, we look elsewhere. It is likely we shall already be looking for eye-witnesses, but the more information we get from unofficial sources the less that may reflect the version of events you might prefer the public to hear. Which simply reinforces the point that trying to ignore the media is not an option.

So *what do we need?*

First of all, a PLACE TO GO. The primary objective of the journalist and certainly of the cameraman is to go immediately as close to the incident as possible and report what can be seen. From your point of view, this may conflict with other priorities for rescue, salvage or whatever. Even so, it has to be planned for and with planning comes the opportunity for co-operation and a degree of control. So you will establish a media briefing centre. But if it is a long way from the scene of the accident nobody will go there – unless you make it clear you will be arranging access to vantage points in forward positions. We may be further tempted if you offer inducements such as access to areas we couldn't possibly get to by ourselves, or special transport such as helicopter overflights. I'm sure you're also aware, incidentally, that in difficult locations media organisations will try to charter their own aircraft for aerial photography, which could create another conflict for you.

Once we have established where we are going, the next requirement is for good PRESS BRIEFINGS. Not one a day or two a day but every two or three hours in a long running incident. And obviously they need to be conducted by a senior person with real authority to answer questions. Similarly, we shall be looking for the opportunity to interview key people who are directly involved in the disaster. Although you may have Press or public relations officers to arrange these briefings and interviews, most of us will want the Press officer to be the official spokesman – we want a real police officer or a real coastguard, a real director in the case of a company, perhaps.

Briefings alone will not be enough. With so many reporters on the scene, many of them will be trying to outdo each other by coming up with an exclusive angle. You will be barraged by requests for special facilities, background information, "extras" of all kinds. If all this is starting to sound rather one sided, don't forget the media * can help you * too.

We can and do provide an opportunity for you to reach the public with the information that you want to give – emergency telephone numbers for family and friends are the obvious example – and to provide that reassurance for the public that the right action is being taken to resolve the problems.

So that brings me on to my last point really, and that is * what you can do to help yourselves.*

Here I'm switching slightly away from my brief to talk about the demands of the media to consider things from your point of view.

You will want to make the best of yourselves in any newspaper interview or appearance on radio or television. I could do a whole different talk about how to achieve that and I am sure many of you will have heard that kind of talk

already. But it is worth remembering one thing: I tried to give a list a few moments ago of the kind of information we will be looking for. Feelings. Action. Assurance. And this same list may provide you with a starting point when the news is bad and you are thinking what to say, where to begin. Don't hide your feelings. say how you feel. But don't forget also to give facts in simple language about the action being taken. Remember, too that reporters may go on asking questions in different ways to try to get you to say more...to say something you hadn't originally intended to say. It's vital to be clear about what you will say, and stick to that. And then the third point on the list – try to offer whatever assurance you can about the longer term changes or improvements which may come later.

But the top priority here, and the point I would leave you with, is to be proactive. This is especially important if you have bad news to tell. Don't hide from the media, don't wait to be asked for your reaction. Face up to a difficult situation and get your news out first. That way you influence how the story first appears and it does not look as if the media have had to come looking for you because you have something to hide.

So that is it, ladies and gentlemen. I stress that I am not a psychologist. I am not speaking from a medical or scientific point of view. The only authority I have for saying this is my own experience of dealing with difficult stories. I hope you may have found something helpful in what I have said. Thank you for listening.

PRESENTATION TO THE EUROPEAN WORKSHOP – 20/22 JUNE 2000
By Roger Grimwade, Essex Police, UK

Dealing with Long Term Issues

Reminder of recent maritime incidents – Estonia, in mid journey, Marchioness pleasure cruisers, on a river trip, European Gateway, just out of port, Herald of Free Enterprise, close inshore having just left port, Ever Decent/Norwegian Dream, congested waters of the English Channel.

Long Term?

Suggest that Long Term begins when the emergency or rescue phase is complete and the immediate care and treatment of those involved is well established. At this stage the search for the cause begins in earnest. The long term needs of those involved need to be recognised and addressed.

Enquiries

Governmental/Ministerial – Is there a political dimension?

Departmental – Maritime Accident Investigation Board or equivalent

Inquest – Cause of death and degree of responsibility

Public Enquiry – Lessons learned, blame allocated, political dimension?

Prosecution – Scapegoat?

Civil action – Compensation and liability

Pressure Groups

Can they be satisfied? – Need to attach blame?

Campaign to overturn earlier findings – Marchioness, Gaul, Devonshire

The Company – Minimise liability and protect image

Timing

Lockerbie trial, Gaul underwater survey, Devonshire enquiry all taking place years after the event

Evidence and Preservation

Statutory records and documentation – Certification and inspection, technical data, ship's log

Witness Statements

IT – Radar tracking, audio recordings, black boxes

Company Records and minutes – Decisions made and reasoning, was safety compromised by cost, had issues been recognised but ignored as too difficult?

Photographic/Media footage

Investigation

Who has jurisdiction? International waters – Flag state? Port of departure/arrival? Nations of dead or injured? Nation of ship owner?
Who has authority to investigate? – Government Technical Investigators?
Enforcement agency? Police?

Joint Investigation

Host nation to lead with accepted representatives from other interested nations

Politically acceptable? – will it meet the needs of all parties?

Desirable? – Far reaching, meet needs of all nations, overcome jurisdiction/authority – host can ask questions on behalf of other interested parties

Ideal if one all embracing investigation can, at least, begin to meet the needs of all those who have involvement and interest

The NEDIES project and the issue of Lessons Learnt reports

Available only on paper

See also <http://nedies.jrc.it/>