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INVICTM

International Network Supporting Victims
of Terrorism and Mass Violence

SUPPORTING VICTIMS OF TERRORISM

Report of the INVICTM Symposium
in Strasbourg, France

2019

SUPPORTING VICTIMS OF TERRORISM

REPORT OF THE INVICTM SYMPOSIUM STRASBOURG 2019

Original: EN

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MESSAGE FROM SYMPOSIUM CO-CHAIRS:



Sue O'Sullivan
Symposium Co-Chair

It is our privilege to present the report of the INVICTM 2019 International Symposium which was held on June 11th, in Strasbourg, France. Building off the work of the 2018 Symposium, the theme of the 2019 Symposium was International Cooperation – Working Together to Better Support Victims of Terrorism and Mass Violence and focused on cooperation between services across international borders. The symposium provided a forum to collectively work together to share knowledge, experiences and expertise with the aim of enhancing international partnerships and improving supports for victims of terrorism.

We would like to thank our co-hosts France Victimes and Victim Support Europe for their collaboration, hard work and support of INVICTM's 2019 International Symposium. Their involvement in the planning and organization of the Symposium allowed us benefit from their expertise and knowledge and greatly contributed to the success of the symposium.



An Verelst
Symposium Co-Chair

Our keynote speaker Mr. Mokhtar Naghchband delivered a very powerful opening keynote speech, and we would like to thank him for his inspiring words and courage in sharing his experience with participants.

We would also like to thank INVICTM members, a team of talented, passionate and dedicated experts, along with victims, survivors, families, victim-serving agencies, first responders, government agencies and stakeholder groups who not only work on behalf of victims every day, but also share in the belief that victims of terrorism deserve to feel supported, considered, informed and protected in the short, medium and long-term. Together, our collaborative push forward will continue to mobilize and effect lasting change.

We look forward to our continuing efforts to achieve meaningful and positive changes to better address the needs of victims of terrorism globally.

MEMBERS OF INVICTM WOULD LIKE TO THANK OUR CO-HOSTS FOR THE 2019 SYMPOSIUM



Maryse Le Men Régnier
Executive Director at France Victimes

Jérôme Bertin
Executive Director at France Victimes



“On behalf of France Victimes, I would like to thank INVICTM for all your actions into making the Symposium a success. It was an honour to co-host this event along with you and Victim Support Europe, and I have no doubt that the fruitful exchanges that ensued will further the discussion and our practices regarding the support of victims of terrorism.”

~ Jérôme Bertin



João Lázaro
President of Victim Support Europe (VSE) and President of the Portuguese Association for Victim Support

Levent Altan
Executive Director at VSE



João Lázaro
Executive President of APAV – Portuguese Association for Victim Support/Victim Support Portugal

ACKNOWLEDGMENTS

INVICTM would like to extend special recognition to the following people and organizations for their support of the 2019 International Symposium on Supporting Victims of Terrorism held in Strasbourg, France on June 11th, 2019.

We would like to thank the author of this report, Symposium Co-Chair An Verelst, for her efforts and hard work in ensuring the information, knowledge and experience gleaned from the participants is reflected in this report.

Special thanks to Mr. Mokhtar Naghchband our key-note speaker for his inspiring words and courage in sharing his experience with participants.

Thanks to Dr. Sigal Haimov, Heather Cartwright, Kathryn Turman and Ophir Peleg, for their work on editing the report and Marina Kazakova and Lieselotte Van Den Heuvel for their work on the design of the report.

The co-chairs would also like to pay tribute to the entire INVICTIM planning team who's hard work, commitment, and support led to the success of this years Symposium.

- Levent Altan, Executive Director, Victim Support Europe
- Mary Fetchet, Executive Director and Co-Founder of VOICES Center for Resilience
- Dr. Sigal Haimov, NATAL, Israel Trauma and Resiliency Center
- Maya, Tadmor-Anderman, NATAL, Israel Trauma and Resiliency Center
- Victor Jammers, Member, Board of Directors, Victim Support Netherlands
- Bruno Brito – Manager of RAFAVH – Support network for the family and friends of victims of homicide and victims of terrorism, APAV
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- Heather Cartwright, Director, Office of Justice for Victims of Overseas Terrorism, U.S. Department of Justice (DOJ/OVT)
- Andria Kerney - Office of Justice for Victims of Overseas Terrorism, U.S. Department of Justice (DOJ/OVT)
- Maria McDonald, Deputy Director, Victim Strategy Lead, Ontario Provincial Police
- Judith Thompson, Commissioner, Commission for Victims and Survivors, Northern Ireland
- Liam Lowney, Executive Director, Massachusetts Office for Victim Assistance
- Detective Superintendent Pete Sparks QPM, National Disaster Victim Identification Unit (UK)
- Kurt de Backer, SAM, Steunpunt mens en samenleving

France Victimes Organizing Committee:



- Sabrina Bellucci, Executive Director, Association Viaduc-France Victimes 67
- Faouzia Sahraoui, Executive Director and Psychologist, Association SOS Aide aux habitants-France Victimes 67.
- Olivia Mons, Communications and Development Director, Federation France Victimes.
- Aude Pontois, Communications Officer, Federation France Victimes.
- Pauline Okroglic, Legal Officer for Victim Support and European Affairs, Federation France Victimes

VSE Organizing Committee:



- Levent Altan, Executive Director, Victim Support Europe
- Aleksandra Ivankovic, Deputy Director, Victim Support Europe
- Lea Meindre-Chautrand, Policy Officer, Victim Support Europe
- Marina Kazakova, Communications Officer, Victim Support Europe
- Mazen Alsiufi, Finance Officer, Victim Support Europe
- Oleksandra Boychenko, Researcher, Victim Support Europe
- Shirley Remonato, Policy Assistant, Victim Support Europe

In loving memory of our colleague and friend Bruno Brito.

Thank you for inspiring us.



BRUNO BRITO,
Portuguese Association for Victim
Support (APAV), INVICTM Member

As a founding member of INVICTM Bruno was a key leader in bringing together our dedicated group of experts. He was recognized nationally and internationally and had a tireless passion for helping people and effecting change. INVICTM was established in June 2016 as an independent, international network of experts from state and non-state bodies that shares ideas, experiences, and lessons learned with respect to response strategies for victims in the

context of mass victimization and terrorist incidents. Since its inception, Bruno ensured the great work of APAV was shared with our group and he highlighted key initiatives with global application potential.

His presentation at our conference in Strasbourg really allowed all of us to see the extent of his work in developing a whole of country response to assist victims in a terrorist or mass violence attack. He had the respect and trust of numerous key international leaders and his advice was often sought by senior leaders, government officials, NGO's, victims, and victim advocates.

Bruno is survived by his wife Maja and his son Afonso.

We will miss Bruno for his exemplary leadership, selfless dedication, visionary guidance, and outstanding generosity and for making a difference in the lives of so many. Most importantly as our friend who has left a legacy personally and professionally. This report is dedicated to our colleague and friend Bruno Brito.

Words from INVICTM Member Maria McDonald

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

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

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

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

--

Maria McDonald BL,

Ar scáth a chéile a mhaireann na daoine.

Under the shelter of each other, people survive

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Meeting the Needs of
Foreign/Cross-Border
Victims in the Immediate
Aftermath and the Longer
Term through International
Cooperation



EXECUTIVE SUMMARY

On June 11, 2019, INVICTM - International Network Supporting Victims of Terrorism and Mass Violence - held its third international symposium on Supporting Victims of Terrorism in Strasbourg, France. This report reflects the discussions held during the symposium.

Terrorist attacks know no borders and impact victims across the globe. Recent terrorist attacks are increasingly targeting sites and events where there is international interest and participation. The consequences for cross-border victims of terrorist attacks present specific challenges that require particular attention.

Cross-border victims encompass victims in many different situations. From the point of view of a government or service provider there are two main categories: foreign victims and victims of terrorism abroad. For a French support service, a Dutch citizen who was victimized at the 13.11.2015 terrorist attacks in Paris is a foreign victim of a terrorist attack. This same Dutch citizen is for the Dutch victim support service a victim of terrorism abroad. In the frame of this report, we refer to both categories as cross-border victims.

Cross-border victims face an added layer of complexity that is founded in characteristics linked to traveling and being victimized abroad. These characteristics can constitute additional barriers for cross-border victims to meet their needs and execute their rights after a terrorist attack. They range from not speaking the national language, differences in culture, or the short period of time in which they stay in the country where the attack took place. To fulfill the needs of victims across borders additional effort is needed to overcome the additional layer of complexity hindering victims to exercise their rights fully.

Each terrorist attack is different, and the consequences are unique for each victim, maybe even more so for cross-border victims. The decades of experience and expertise of the symposium's participants however, allowed us to identify some common predictable challenges and the practical solutions that can address them. Predictable challenges for CBV victims of terrorism addressed in this report can be found in Identification of victims, Respect and Recognition, Information, Support, Compensation, Commemoration, Peer Support and Access to Justice. The list is not exhaustive nor are all elements linked to those challenges discussed at equal lengths. For each of the predictable challenges symposium participants did explore the challenges, good practices and practical solutions both immediately after the attack and in the medium and long term.

To provide high quality and adapted care for all cross-border victims the following principles were highlighted throughout the symposium.

First, symposium participants reinforced the importance of designing the response for cross-border victims beyond the immediate aftermath into the medium and long-term. Cross-border victims will have the same and also particular needs in the medium and long term that require swift and comprehensive action in the immediate aftermath. Cross-border victims more often than not leave the country where the attack took place as soon as they can. Thus, those first hours and days are crucial and should be used to the fullest to provide all the information and support that cross-border victims might need later on, being it in a victim-centered way.

Second, to respond to cross-border victims of terrorism advance planning and preparation are crucial for any comprehensive and high-quality response. Symposium participants shared how the complex and diverse needs of cross-border victims can and should be an intrinsic part of any response plan. The practical solutions are often creative, digitally inspired, and are founded in cross-border collaboration. More structural planning and preparation should include cross-border victims in its foundations. This means ensuring legislative, policy and procedural frameworks ensure that cross-border victims can exercise the same rights as other victims. It also implies that agreements on data sharing, privacy and rights should be made in advance on an international scale as they can constitute major impediments to ensure victims can access their rights.

Third, cross-border victims' needs transcend borders as should the response to those needs. Support for victims of terrorism that are victimized outside their home country implies efforts in both countries. As of now, many cross-border victims feel isolated by service providers both in the countries where the attacks took place as in their own country. They fall through the cracks of the support networks. Additional efforts, investments and responses are required to identify, inform and follow-up cross-border victims. Specialized victim support should be offered in both countries, building on existing collaborations of service providers.

Fourth, symposium participants agreed that the backbone of any effective and high-quality response for cross-border victims lies in collaboration. Support for victims of terrorism across borders builds on strong and continuous collaborations and partnerships. Relationships could be formed in the aftermath of an attack but should be forged and strengthened continuously. Inspired and creative partnerships between law enforcement, consular services, businesses, media companies, civil society and community-based organizations are important solutions to ensure that victims are identified and received the support they need and deserve, both on the short as long term.

1



INTRODUCTION

A. INVICTM

In 2016, the International Network Supporting Victims of Terrorism and Mass Violence was created, bringing together a group of trusted experts dedicated to improving support for victims of terrorism. Without a formal structure or legal entity, the group dedicated their time and shared good practices and lessons learned, with the goal of enhancing support to victims of terrorism by furthering knowledge about terrorism victim needs. Built on trust and confidentiality, our group has grown as a platform for sharing knowledge and information and has become a forum for experts from around the world to leverage new information and expertise for use in their own countries. The group includes NGOs, law enforcement agencies, civil society members and other experts that provide information based upon their background, country and professional perspective. Since its inception, this closed expert group shared ideas about how to better support victims, identifying practices with global application potential. INVICTM combines monthly phone calls facilitating the exchange of knowledge and experiences, with a swift and reactive network that helps partners respond to attacks or urgent questions. The network has already fostered change across countries, and in the short time INVICTM has been in existence has worked hard to improve support for victims of terrorism. This includes varied activities such as legislative proposals incorporating current international

expertise, to coordinating continuous support for cross-border victims after an attack, to bringing together a broad range of experts in its annual symposia. INVICTM brings together experts from around the world to improve support for victims of terrorism and mass violence.

B. INVICTM SYMPOSIUM STRASBOURG 2019

On June 11th, 2019, INVICTM held its second International Symposium on Supporting Victims of Terrorism in Strasbourg, France. The symposia are closed events with a limited number of invited global experts. Under the moderation of Chairperson Sue O’Sullivan, the 75 participants shared knowledge and experiences with the aim of improving support for victims of terrorism. This symposium paid particular attention to the needs and support for cross-border victims of terrorist attacks and the importance of international collaboration. Practitioners, policy makers, law enforcement agents and researchers from Europe, the Middle East, North America and Australia gathered to work together, using the underlying principles of trust and confidentiality in sharing information under Chatham House rules.

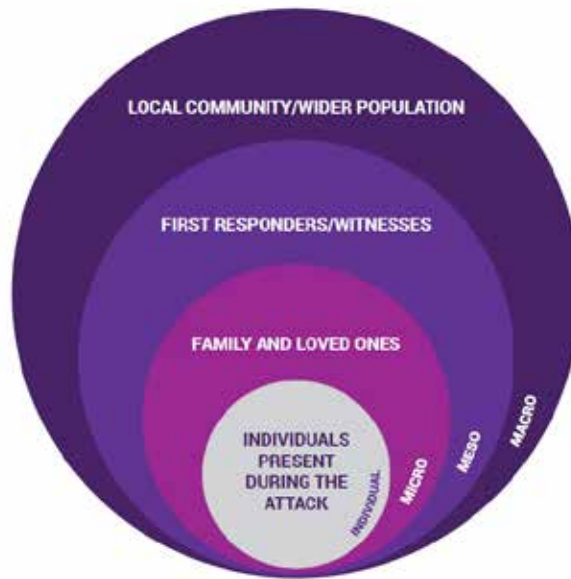
Delegates were expected to not only listen but to roll up their sleeves and work. Throughout the day, a series of guided discussions allowed the sharing of knowledge and experience about the challenges and possible solutions participants had identified. The Chatham House rules allowed for an open discussion of real-world examples of what went wrong and why, what went well, and how solutions were developed. A panel of experts was on hand throughout the day, sharing their experience, knowledge and lessons learned after feedback from the discussion groups. The full program and the scenario that formed the centerpiece of the meeting is the annex to this report.

Support for victims of terrorism or mass violence needs to ensure victims, survivors, families and all those impacted are treated with respect, compassion and understanding, and that they are transitioned to needed professionals and resources as quickly as possible. While every situation will be different, there are many challenges and solutions that are predictable and for which potential practical solutions can be formulated to both improve support for victims of terrorism and share knowledge. Symposium participants built on this approach by contributing their own challenges and local practical solutions. This report synthesizes the discussions of the 2019 INVICTM symposium on the particular needs, predictable challenges and practical, often creative solutions in the immediate and long-term response to victims of terrorism.

C. CROSS-BORDER VICTIMS (CBV) OF TERRORISM AND THEIR NEEDS

Terrorism is an attack on a whole community and society. It affects individuals, communities, and societies. In the aftermath of an attack, identifying who is a victim is complex and requires an understanding of the different ways people can be affected. The Circles of Impact model¹ illustrates those impacted by a terrorist attack.

Victims of terrorism are not only the individuals that were killed or injured in an attack but also the witnesses, relatives, and can even be responders to the attacks.



More information about the circles of impact can be found in the INVICTM 2018 Symposium report.

Terrorist attacks know no borders and impact victims across the globe. Recent terrorist attacks are increasingly targeting sites and events where there is international interest and participation. From the terrorist attacks in the busy streets of Paris, the airport in Brussels or international luxury hotels in Sri Lanka, they all targeted not only nationals but also internationals specifically. This specific targeting leads to more people falling victim to terrorist attacks outside of their home country. The consequences for foreign victims of terrorist attacks present specific challenges that require particular attention.

A cross-border victim can be any person that visits a country other than their home country such as tourists, business travelers, undocumented migrants, and temporary residents.

¹O'Sullivan, S. (2016). Victim-Centred considerations for the development of a National Security Framework. Submission to Public Safety Canada's National Security Consultation. Ottawa, Canada: Office of the Federal Ombudsman for Victims of Crime. Bronfenbrenner, U. (1979). The ecology of human development: Experiments by nature and design. Cambridge, MA: Harvard University Press.

From the perspective of a support provider or government institution cross-border victims can be encountered in the following two scenarios:

- a) **foreign victims of terrorism** – internationals that fall victim of terrorist attacks or mass victimization while traveling in the country of the support service or government agency,
- b) **victims of terrorism abroad** – nationals who fall victim of terrorist attacks or mass victimization while traveling or working in a country other than their home country and the country where the support service or government agency is located.

For a French support service, a Dutch citizen who was victimized at the 13.11.2015 terrorist attacks in Paris is a *foreign victim of a terrorist attack*. This same Dutch citizen is for the Dutch victim support service a *victim of terrorism abroad*. In the frame of this report, we refer to both categories as cross-border victims.



² INVICTM (2018). Supporting victims of terrorism. Report of the INVICTM symposium in Stockholm.

³ Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA. Official journal L 315/57

⁴ Directive (EU) 2017/541 of the European Parliament and of the Council of 15 March 2017 on combating terrorism and replacing Council Framework Decision 2002/475/JHA and amending Council Decision 2005/671/JHA. Official journal L 88/6

When supporting victims of terrorism their needs should be the starting point. As more elaborately described in the previous INVICTM report of the symposium in Stockholm², the needs of victims of terrorism are to a large extent similar to those who are victims of other types of crimes. The European framework for victims' rights³ is built on the recognition of those needs of all victims of crimes namely the need for respect and recognition, information and support, compensation, protection, access to justice.

Needs may be exacerbated by the nature of the attack terrorism victims endured and particular needs associated with the impact of terrorism might also be at play. The European Union's legislation pertaining to victims of terrorism⁴ also recognizes the need for specialized support and treatment of victims of terrorism. It describes what support should be made available. Within the larger group of terrorism victims, responses for certain sub-groups may have to be tailored to their specific needs. Furthermore, the

needs of each individual victim will vary to some extent and require an individualized, victim-centered approach.

Also, victims finding themselves in the wider layers of the circles of impact of terrorist attacks like family and loved ones, witnesses, wider social network and even support workers are living in countries other than where the attack took place. All these victims, whether direct or indirect, might have different needs, require particular support to deal with the consequences of the attacks. These immediate needs will coincide yet be very different in nature along the circles of impact. A direct victim of an attack will need security and medical care while at the same time relatives of cross-border victims might need information and support in their country of residence.

“When you are a victim of terrorism abroad, it is 3 times as challenging as if it happens in your own place.”

Cross-border victims will often have the same needs as victims who reside in the country where the attack occurred, but they will also face additional challenges and barriers related to residence, distance, and other factors.

The added layer of complexity that cross-border victims face is founded in characteristics linked to traveling and being victimised abroad. These characteristics can constitute additional barriers for cross-border victims to meet their needs and execute their rights.

- **Language:** CBV often do not speak the national language of the country where the attacks took place. This makes it more difficult to understand information provided to the public or to victims directly.
- **Culture:** CBV might have a different culture that informs the way they perceive needs and support or themes like victimisation, loss, healing, and commemoration.
- **Practical:** CBV have a range of practical needs that are caused by being victimised abroad where they do not have the resources they have back home. From lost passports, lack of resources, not having transport, etc. The immediate and longer-term practical needs can also result in supplementary financial expenses.
- **Timing:** CBV will often choose or have to return home as soon as possible after the attack. This means that the window of opportunity to offer information and support to victims or request information in the light of the criminal proceedings is often very short.
- **Distance:** CBV often return to their country of residence as quick after the attacks as they can. Therefore, there is geographical distance between the country where the attack took place, the majority of the support is provided, the criminal proceedings are held and information is disseminated, and the country where the victim resides. This distance often constitute an extra burden for CBV.

- **(un)Familiarity:** Victims of CBV are often unfamiliar with the justice system, service provision, rights and health care system of the country where the attack took place. As it is already hard for national victims of terrorist attacks to identify and tap into the services that exist and exercise their rights in their country, the unfamiliarity with the system is a serious impediment for CBV to exercise their rights.
- **Social Support:** CBV don't have their social support system available abroad, thus they are struggling with additional practical and emotional challenges. The lack of social support network puts extra burden on CBV, due to the lack of other people who could either help providing their needs or facilitate finding support or get information about their rights.

“Do not forget foreign victims. They often feel forgotten by their country and the country where the attack took place.”

To fulfill the needs of victims across borders additional effort is needed to overcome the additional layer of complexity hindering victims to exercise their rights fully. These efforts should be intensive and concerted from both the country where the attack took place and the country where the victims (direct, indirect, relative, etc.) are residing. Supporting a cross-border victim of terrorism therefore requires support services and government agencies in two countries to get involved and collaborate.

These bilateral efforts often fail to provide victims of terrorist attacks with the information and support CBV need when returning to their home country. Often times victims are sent back and forth between the two different countries and systems, which are not coordinated and sometimes do not cooperate. Testimonies and presentations during the INVICTM Symposium showed repeatedly that cross-border victims often feel isolated and forgotten.

Responding to the needs of cross-border victims must be considered at all stages of planning, response, and longer-term support. Support services and government agencies will need to adapt or add processes needed to support and inform CBV. Collaboration is key.

D. THIS REPORT

This report strives to capture and synthesize the discussions held at the INVICTM Symposium of 2019 in Strasbourg, focusing on the needs of foreign/cross-border victims/survivors, before, during and after an incident. This report also builds on the previous INVICTM report on Supporting victims of terrorism: 2018 report of the INVICTM symposium in Stockholm. That report discussed the needs of victims of terrorism in general while using the framework of predictable challenges and practical solutions as developed by the FBI Victim Services Division. This report goes further in looking at the particular needs, challenges and solutions for cross-border victims of terrorism.

This report reflects the discussions held during the symposium but does not offer an exhaustive analysis; rather it describes some of the challenges, solutions and good practices identified. It is organized around key concepts and challenges involved in assisting victims of terrorism, noting that it addresses only a limited number of issues. The report offers a starting point on which to build future symposia as well as the development of good practices. In respecting the Chatham House rules under which the symposium was held the report does not mention sources, with the exception of identifying the expert panel members.

It is apparent that the needs of cross-border victims go beyond those that are seen immediately after an attack. Many support initiatives for victims focus primarily on short term and immediate assistance while there is a real need for continuing communication and support in the medium and long term.

The needs of cross-border victims extend beyond borders and require an international response, so that victims don't feel forgotten once they go home. A compilation of predictable challenges, practical solutions and good practices aim to inspire readers in the pre-planning of their support for cross-border victims. Predictable challenges for CBV victims of terrorism addressed in this report can be found in **Identification of victims, Respect and recognition, Information, Support, Compensation, Commemoration, Peer Support and Access to Justice.**

2



CHAPTER TWO

IDENTIFICATION OF VICTIMS

“Identifying cross-border victims of terrorist attacks requires information campaigns to ‘throw the net very wide.’”

Identification and registration of victims of terrorism in general is very challenging. More information about the general challenges and potential solutions related to identifications of victims of terrorism can be found in the report of the INVICTM symposium of 2018⁵. The importance of identification and registration is apparent when looking at the potential consequences of not being identified as a victim such as not receiving information on your rights, not being invited for memorial services, or not receiving support or financial compensation.

Identification of victims is difficult especially in the case of an open attack. A closed attack is an attack in a location where you can identify all those present such as on an airplane where you have a manifest that lists all the passengers. In closed attacks it is easier to know who the victims and their families are, even when they might find themselves abroad. In open attacks, which can take place in a public place, it is much more difficult to identify all potential victims of an attack. When the victims are cross-border victims identifying them as such will be even more challenging.

⁵Report of the INVICTM Symposium in Stockholm 2018.

To identify victims in an open attack it is important to proactively reach out to the possible victims, repeatedly and through different channels. When cross-border victims are involved, efforts to reach the public with information on registration and rights of victims will have to target a range of countries acknowledging national campaigns will most probably not reach all victims. International communication is needed and should be repeated and sustained.

A. PREDICTABLE CHALLENGE:

CBV's Relatives Are Looking for Information About Their Loved Ones from Their Country of Residence.

Relatives of (potential) CBV often reside out of the country where the attack took place which might face difficulties in getting information about their loved ones because of their lack of familiarity with the system, not speaking the language, and not knowing whom to contact. It is important to identify who the victims need to be with and give **them info about their loved ones**; this might be more important than getting specialized psychosocial care or practical help.



'Where is my loved one' – can be one of the most important questions in the moment immediately after an attack

B. PREDICTABLE CHALLENGE:

CBV Leave Before They Are Identified as Victims

There is always focus on deceased or injured victims, but less time is spent on wider circle of victims. Those who are not registered as physically injured or bereaved will often not self-identify as victims at first or even after a longer time. This means they will not immediately step forward to identify, nor receive the information and support they require and to which they have a right.

As is the case with victims of terrorism in general, uninjured CBV might take a long time before coming forward to say they were affected by a particular

attack. In many countries there is a legal limitation on the period after an attack in which someone can identify as a victim, but the hurdles CBV face in stepping forward, combined with increasing knowledge on delayed onset PTSD, made participants to the symposium fundamentally challenge the rationale behind these limitations. New attacks and triggers can incite victims step forward months or years after they were victimised.

Governments are putting in place systems to identify international victims of terrorist attacks proactively. These services are offered by foreign governments and civil society in the country where the attack took place. After the attacks in Sousse the international tourists were triaged by the health services to assess the impact of the attack. That allowed foreign governments to identify victims early on to offer them information and services.

GOOD PRACTICE

After the Route 91 Vegas shooting, the Calgary police organized an event in Calgary (Canada) to provide information to those who were present at the tragic event but had soon after returned to Canada. The event was promoted and all necessary services were available to ensure that victims who didn't identify as such, or just never stepped forward to get access to their rights and services available to victims of this shooting.

In other cases, information and services are provided to victims upon their return to their home country. The Family Liaison Officers were waiting in London's main travel hubs to provide flyers and information to travellers coming from Paris to London right after the 13.11.2015 terrorist attacks.

A powerful mechanism to increase the identification of other CBV is an online registration system for victims linked to a particular event. The FBI has websites set up after an attack where people can register as victims or witnesses. Thereafter follows a verification process to concur that those registered indeed meet legal conditions to be considered a victim. Sometimes incorrect information is entered in the online system. Also, in the UK online reporting is set up for injured, affected and missing people. Before the online systems were in place reporting was done via phone. The online reporting is now run as an application and thus open 24/7. The UK system also covers affected people more generally, as people who do not get seriously injured tend to be missed out by the system of response. As in the US, all registered information comes to a controller and is triaged. The application is widely advertised to allow people to come forward.



What we struggle with in the Netherlands is that when people experience an attack abroad, they weren't badly injured, they haven't lost anyone, they came back – and now what? How do we identify them? How do we provide support to them?

C. PREDICTABLE CHALLENGE:

Victims Do Not Reach Consulates or Embassies

For cross-border victims their respective embassies and consulates can play an important role in identifying their nationals who are victims or affected by the attacks and ensuring support is provided on longer term. Many cross-border victims however are never in touch with their own embassies. Whilst most countries have embassies and consulates all over the world, they don't have a consular representative in all countries.

GOOD PRACTICE

In Ireland, the Department of Justice will coordinate the efforts after the attack and the Department of Foreign Affairs will contact embassies

D. PREDICTABLE CHALLENGE:

Duplication and Orthographic Errors in Registration

Registering names for CBV, even more than for national victims, might lead to orthographic errors or duplications in the victims' database. After the attacks in Brussels a lot of necessary contact details for international victims were not collected or wrongfully noted down.

E. PRACTICAL SOLUTIONS

SOCIAL MEDIA SAFETY

Facebook activates a 'Tag me as safe' button for people in the region where the attack took place. This enables relatives and loved ones to get information more easily. It remains important to cater for those people who do not have access on social media and include a disclaimer for the general population to say they should not worry just because their loved ones were not 'tagged as safe' on Facebook.

PROTECTION OF MOBILE NETWORK

In France there is a system in place to ensure that the mobile network will not crash immediately after an attack.

INFORMATION ON SOCIAL MEDIA

Information for victims of terrorism should be broadcasted not only on national television but also to social media.

ONLINE REGISTRATION

The FBI sets up an online registration system where people can self-identify as a victim. (*'Seeking Victims'*)

REGISTRATION THROUGH CALL CENTRE

The FBI operates a national wide call center in parallel to the online registration system.

TRAINING OF CONSULAR SERVICES

The Spanish government has run a campaign on how consular staff can assist victims. They have been given all the information of what to do if there is an attack. The training in Spain ran through the school for diplomats.

LIST OF EMBASSIES AND CONSULATES

First responders and governments should distribute the guide to provide support to victims of terrorist attacks to all the embassies and consular services. Many of the consulates don't know how to treat victims.

GOVERNMENTS CONTACT CONSULAR SERVICES

In the UK, text messages are sent to all consulates and embassies to inform them about the attack and about a possible coordination of the response so they can support their nationals.

DIGITAL TOOL TO AVOID DUPLICATION IN REGISTRATION SYSTEM

The FBI has a tool to avoid duplication in the registration system for victims.

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CHAPTER THREE

INFORMATION & COMMUNICATION

Communication with victims of terrorism goes beyond one directional information provision, and should be reciprocal, negotiated and tailored. The information that victims of terrorism need pertains to the current situation, where to get information, where to go for care, what happened with loved ones, how to deal with practical issues and information about victims' rights.

More information on the conditions and content of communication with victims of terrorism can be found in the 2018 report of the INVICTM Symposium. After the immediate fallout of the attack, victims' families and relatives need to be kept informed. This is particularly difficult for foreign victims.



Information provision to victims of terrorism should be simple and accessible, pro-active, reliable, victim-centred, repeated, and long term and continuously evaluated.

While the same principles of communication with all victims of terrorism apply for CBV, additional efforts are required to overcome the added layers of complexities they face.

- **Language** - The information that is provided to the wider public or to victims of terrorism is often in the national languages of the country where the attack took place. Occasionally information is also provided in additional languages such as English but for many international victims this might not be enough.
- **Culture** - Information provided to the wider public or to victims of terrorist attacks might be provided from a particular cultural framework. Information about victimisation, death, justice might have another cultural implication for victims with another cultural background. This might be the case for national victims with another cultural background as well.
- **Practical** - CBV often face a wide range of practical issues and administrative requirements immediately after the attack (e.g. loss of passports, travel back home, retrieve belongings, and a place to stay). Most of these needs are immediate and require urgent attention because of the limited time frame that many victims remain in the country. Information provision should thus pay attention to the administrative and practical questions CBV might have.
- **Timing** - The need for information is even more urgent for CBV as they often leave the country as fast as they can. Information provision and communication should thus be initiated as soon as possible. Furthermore, it should lay the foundations for communication across borders once the victims have returned home.
- **Distance** - Information provision should be given through different modes of communication. The distance between the country where the attack took place and the CBV and their relatives that should receive information increases the importance of online communication. Information through social media and the web becomes for many foreign victims an important source of information. If you are a foreigner, it can be very useful to find info from official orgs on social media. If you can communicate through social media, you can reach more people. However, it should be noted that not everybody is on social media thus it should not be the only mode of communication. Furthermore, concerns are voiced on the potential harm that misinformation on social media can do.
- **Lack of familiarity** - CBV will often have less knowledge on the context where the attack happened. They often have limited or no information on the criminal proceedings, their rights, available services, etc. Therefore, information provision and communication with CBV should also entail basic and clear information on the broader context in which victims of terrorist attacks can exercise their rights.

Victims have a range of immediate needs right after an attack, such as the predominant need for security. In the midst of confusion after an attack, victims need immediate reassurance that they will be safe and supported. CBV might experience even more confusion and sense of insecurity because a lot of the communication does not reach them in the same way. Tailoring reassuring communication to all victims, including CBV, is key.

Reassuring communication includes communicating even if there is no information to share at the time. A lack of any information provision may result in misinformation.

The meta-communication with victims on how they would like to be communicated with is an important foundation for reliable and reassuring information. Providing victims with choices on how, what and how often they wish to communicate is important, whilst reminding them that they can change their mind in the future. These decision-making processes should be simplified as much as possible. Empowerment and caring for victims go hand in hand as they should be strengthened to make the decisions but made to feel that they are not left alone to do so.

Communication with CBV

Channels of communication	Communicators
<ul style="list-style-type: none"> • Social Media • Websites • Television (national and international) • Radio • Brochures • Information meetings 	<ul style="list-style-type: none"> • Professionals who meet victims early on - victims' lawyers, social workers, insurance companies • Elected officials • Police • Embassies and consular services • Ministry of foreign affairs

A. PREDICTABLE CHALLENGE: Language Translation

Information for victims of terrorism is often only available in the official language(s) of the country in which the attack took place. Considering the large numbers of international victims in recent terrorist attacks, translation and interpretation are some of the main challenges for people who in are touch with victims. This is not only the case in the immediate emergency but also in the long term. The need for translation goes beyond the linguistic need but requires additional training and practices to understand and deal with the sensitivities that victims might have.

After terrorist attacks family members or loved ones might step in to help with translation and interpretation. However, there are a range of potential pitfalls identified when using loved ones as translators such as the lack of technical jargon, the emotional impact of the event on the loved ones, the importance of using the right words with people who are traumatized. The use of official translators with skills in trauma-sensitive communication is highly recommended.

GOOD PRACTICE

The French Government has an information paper for victims of terrorism translated to English and Spanish. It includes information on victims' rights, the mechanisms of support available and contact details.

The need for translation after terrorist attacks is predictable making it possible and advisable to translate a large part of the information for victims upfront. Information about rights, services, processes can be translated upfront while additional attack-specific can be added rather quickly after an attack.

GOOD PRACTICE

The Canadian police forces have diversity units that can be contacted after a terrorist attack. The interpreter's line works with translators that have the required training to provide quality translations. Sometimes diversity police officers are senior police officers. (check example)

Identifying language resources beforehand is crucial to ensuring that translation and interpretation can be provided at the time of an attack and in the long term.

B. PREDICTABLE CHALLENGE: Media Can Be Both Useful and Harmful

Traditional media can play an important role in informing victims of terrorism. Ensuring that media will spread accurate and victim-sensitive information can be challenging. The speed with which information on a terrorist attack disappears from the news cycle is another problem governments and civil society face when trying to reach out to

potential victims. Fleeting media attention makes it more challenging to continue to get the message out some time after the attack. In countries like the UK and Belgium media have repeatedly refused to spread information for the public and victims of terrorism on where to find support after a terrorist attack.

Having strong and trustworthy relationships with the media proves to be very important. These relationships should be built continuously and in the preparatory phase to facilitate collaboration when an attack does happen. Agreements can be made with elected officials to inform victims and the wider public on where to find help at the end of a speech.

GOOD PRACTICE

The Calgary police has established a very strong relationship with the media. This relationship enables trusted media to get information firsthand before its made public with the ability to ask questions. The privilege of getting information means media actors have to abide by rules on the way they report. Transparency is a guiding principle in communication with the media. Building on the principles of transparency and sharing with media, they can also be called upon when the police needs to share information with the wider public.

C. PRACTICAL SOLUTIONS

A NETWORK OF TRANSLATORS

An existing network of vetted translators could be established before an attack happens. The Spanish government works with refugee-translators to ensure also less commonly spoken languages in the country can be translated for victims.

LINKS BETWEEN COUNTRIES

A better collaborative network between institutions that could provide translations in case of an attack.

DEDICATED WEBSITE

A dedicated website on which victims can find reliable and updated information on a terrorist attack, the services they can access, their rights etc., has the advantage that it is easy to reach for CBV as well. The U.S. Department of Justice, Office of Justice for Victims of Overseas Terrorism sets up a closed dedicated website for overseas victims of terrorism on which they can find and share information. After the MH17 Malaysian Airlines flight was shot down while flying above Ukraine, killing 283 passengers and 15 crew members, VSE member - Slachtofferhulp Nederland (Victim Support Netherlands) set up a response system by building, hosting and maintaining the Immediate Response Centre (IRC) at www.planecrashukraine.nl. Agreements were made with government

institutions that information would first be provided to victims, then posted on the website, and only after that shared with the press and other sources. This made the website the most trustworthy, up-to-date and reliable source of information. The website also has a closed section for information and discussion for dedicated to victims.

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CHAPTER FOUR

VICTIM SUPPORT

Victims of terrorism often need support dealing with the consequences of an attack. For Cross-border victims the needs for victim support transcend international borders. To cover support needs in the immediate, medium- and long-term, support services and initiatives will have to go beyond those offered in the country where the attack took place. Thus, collaboration between support services in all affected countries becomes extremely important.

Particular attention should be paid to the hurdles that CBV might face which might prevent them from being informed about or access victim support, both in the immediate as mid and long term.

- **Language** - Information on the existence and location of the Victim/Family Assistance Center should be provided in different languages to allow for international victims to be aware of the services they can find there. At the center, information on rights, services and particular information related to the attack should also be provided through trained translators in a wide range of languages.
- **Culture** - Some cultural frameworks might mean that people are prone to go home immediately instead of participating in a setting where a lot of victims come together. Sensitivity to those differences and culturally-adapted communication to explain the functions of an assistance center might be useful.

- **Practical** - CBV might not have the means to find, take or pay for transport to reach an assistance center.
- **Timing** - Many CBV will return to their country as soon as practical, often before reaching the Victim/Family Assistance Center. Information provided at the VAC/FAC should be provided in alternative ways to reach victims across international borders.
- **Culture** - Rehabilitation processes, definition of victimisation and how to recognise and deal with trauma are often lacking in a culture-sensitive approach. Different cultural frameworks of understanding might make it difficult to connect to local support mechanisms. Also cultural customs or traditions might refrain victims from seeking help in general or from a particular person (e.g. of a particular gender).

A. IMMEDIATE Victim Assistance Center

A victim or family assistance center is a space that is created immediately after an attack where victims, victims' families, and their loved ones can go. This center goes by many other names, such as survivor reception center, resilience center or humanitarian assistance center, depending on the context and country it is set up. The center services may provide an immediate response and support offered to direct victim, support family and friends center and serve as a rest center for first responders. In some cases, childcare services are also available.

A victim assistance center should be close to the scene (but not at the site itself) and create an atmosphere that is safe and supportive. It prevents relatives and loved ones from running to the scene. The setting up of a support center should be pre-planned with all the support services that should be available at the scene. Qualitative pre-planning allows for a center to be put in place fast and in a quick.

Family Assistance Centers are a crucial stepping stone for further support to victims:

- Provide reliable information as soon as possible
- Register victims
- Inform victims about existing services and their rights
- Provide immediate support
- Establish foundations for further communication
- Triage victims for further follow-up

"In Belgium, there is a center with support services, but many people simply did not have information about it."

There are however several known challenges associated with family assistance centers. In cases where too many service providers are active within the family assistance centers without proper coordination and collaboration, it might be very confusing for victims. In addition, not all victims want to go to a center where many other people are.

The existence of victim assistance centers does not mean that they are known and accessible to all victims, families and first responders. Information on the existence and location of the Family Assistance Center should be provided in different languages to allow for international victims to be aware of the services they can find there. At the center, information on rights, services and particular information related to the attack should also be provided through trained translators in a wide range of languages.

B. IMMEDIATE

Triage

To ensure victims receive the support they need to deal with the consequences of a terrorist attack early triage is advised. The short timeframe in which many cross-border victims remain in the country after an attack happens requires a swift evaluation of potential current and future needs in victims. The challenge is to identify those who might have longer-term effects.

There are a number of indicators of vulnerability which can be integrated in a triage system. Having experienced a prior traumatic life events, social network, prior psychological issues – all these factors have an impact on the individual's response. Certain risk factors for developing psychological problems such as post-traumatic stress disorder can be identified at this early stage and could give an indication of who is likely to need specialized treatment over time. Being victimized abroad, will be an indicator of vulnerability in itself. Some CBV will have gone through stressful life events in their country of origin such as armed conflict or terrorism which will also constitute a risk factor for developing further mental health problems. While the psychosocial evaluation should be done as soon as possible the extensive psychological and emotional support will be provided in the long-term.

An early triage system also reviews the needs victims might have, being practical, translation, support, cultural/religious needs which in turn serve cross-border needs as well.

C. IMMEDIATE

Immediate Victim Support

Victims of terrorist attacks might need immediate psychosocial or emotional support immediately after an attack. Psychosocial support staff are part of the first responders in some countries, offering support to victims immediately after an attack. In some of these countries psychosocial support staff are members of government or civil society victim support services whilst in others government services, law enforcement or international organizations like the red cross are mandated to offer psychological first aid. In some countries, like the United States, most victim services providers are trained to deliver or assess for psychosocial and emotional support, as least as part of crisis intervention. Psychosocial practitioners that provide immediate support should wear uniforms that are easily identifiable to make sure all victims can identify them.

Early contact with cross-border victims allows victim support professionals to inform them about victim support services they can turn to in the future. Cross-border victims might not be familiar with the existing psychosocial support services or with what support they provide.

To allow a continuity of victim support, cross-border victims essentially need two points of contact: one in their home country and one in the country where the attack happened. Early contact with victim support services allows to lay the foundations for that support relationship that extends across borders. Victim support professional can provide information to the victim about services in their own country, or request permission to establish a contact with a dedicated person for the victims, who live in the country and can maintain the link in the long term.

- **Language** - If possible, professionals should be able to speak a range of languages or use translation services to provide psychological first aid or emotional support to cross-border victims as well.
- **Culture** - Some cultural frameworks might not consider that a terrorist attack can have a psychosocial impact. Psycho-education on the potential consequences of terrorist attacks must be provided in a cultural-sensitive manner. Also, when providing medical support practitioners must keep in mind the specific cultural needs of CBV.
- **Timing** - For some international victims the immediate support might be the only psychosocial support they receive. Therefore psychoeducation, referral and information on self-help or support might be particularly important.

- **Distance** - Support needs will be responded to by victim support services, (mental) health providers and potentially even a social network in two countries. Bridging and complementing support requires effective remote communication and collaboration.
- **Unfamiliarity** - CBV are rarely to never familiar with the support services that exist. In some cases, the nature of support or psychosocial care might be unknown to foreign victims.

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The French embassy in Tunisia was very close to victims after the Sousse attack, they offered important support in commemoration ceremonies. When victims went back to Tunisia they could go to the embassy and they would show a sign of consideration and empathy. But there was a big lack of information and support when they returned in France. They were left alone and not helped by anyone. French victims of an attack in France have better treatment than those who were victims in an attack abroad.

D. MEDIUM AND LONG-TERM Victim Support

Victims of terrorism need information and support beyond the initial crisis phase of response. Victim support for CBV necessarily crosses borders so professionals in the affected countries are and should be involved in supporting those victims in the medium and long term. The relationship between the two support workers is crucial as it allows to respond to the victims changing needs and inform them about e.g., their rights, phases in the judicial process, initiatives of support or compensation in a timely way.

I. PREDICABLE CHALLENGE:

People are unaware about victim support services.

Often cross-border victims are traveling for work or holiday and are unfamiliar with the services available in the foreign country. Especially those coming from countries where victim support services are non-existent might not be aware of their right or the possibility to access these services. Awareness raising of the availability of victim support services in the country where the attack took place is not sufficient.

II. PREDICTABLE CHALLENGE:

CBV do not know where to find support.

Many countries have fragmented services between different regions which makes it even harder for foreign victims to identify where they can go to get support. Not knowing where to find support is one of the primary reasons that CBV do not access support services in the country where they fell victim as well as their home country. It has also been difficult after some attacks to convince a foreign government to refer victims to a civil society organization in their country.

To make people more aware about where to go when they need help while being/traveling abroad, some organizations and governments invest in increasing knowledge or preparedness of travelers. Informing citizens about where they can go for help in case they are a victim of terrorism requires providing that information in places and through media where they are able to find it. Providing travelers with information on where to go in case of being victimized seems counterintuitive for businesses or governments as they do not want to instill fear or refrain people from traveling to that country. The way information is provided is thus very important.

III. PREDICTABLE CHALLENGE:

CBV do not want to access support services.

Trust in the service providers of victim support services is the steppingstone to making those services accessible. Participants to the INVICTM symposium testified that in previous attacks the distrust of certain CBV in their own governments and civil society actors hindered them from accepting or seeking out support.

E. MEDIUM AND LONG-TERM

Specialized Medical Support

Terrorism victims often need specialist medical care to deal with particular injuries sustained in terrorist attacks such as— bomb blasts injuries, tinnitus, shrapnel. These specialized services, however, might not always be available for CBV victims in their countries of residence. Expertise on physical injuries related to terrorist attacks and evidence-based treatments is generally developed in countries that have experienced terrorist attacks before. Thus, sometimes even more so than for national victims, it can be challenging for CBV to find these specialized medical services in their home country. Some victims of terrorist attacks outside of their home countries have received initial specialized treatment in the

country where the attack occurs but lack follow-up and further treatment when going back home.

There are many ways in which countries can work together to ensure specialized medical services can be provided to victims of terrorist attacks. Unfortunately, such collaborations are still scarce.

GOOD PRACTICE

After the Boston Marathon bombings many victims sustained hearing loss and auditive injuries like tinnitus. Massachusetts Eye and Ear Harvard Medical School engaged to provide specialized evidence based care to victims with auditive injuries. The center builds on strong collaborations with academic experts to increase the evidence base on blast-related auditive injuries. They have extended their support to victims of international terrorist attacks and shared expertise with victims' organizations across the world, such as victims of the Brussels attacks.

F. MEDIUM AND LONG-TERM

Peer Support

Participants of the INVICTM symposium underwrite the importance of peer support groups for victims of terrorism. In several countries, government institutions or NGO make efforts to facilitate bereaved families to communicate with each other.

GOOD PRACTICE

The UK Government supported victims after an attack in a country in the Maghreb region in which a lot of international people were killed. A young victim had nobody to communicate with in the victim groups because other victims were older. Authorities looked for other victims of the same age group and put her in touch with young military wives who came together to speak about their loss. The connection of victims with a different story yet a similar background proved very helpful and supportive.

Peer support groups have a range of important merits and assets, as discussed in 2018 INVICTM Symposium Report. For CBV, who often feel isolated and unsupported both in the country where the attack happened and their home country, peer support groups might serve as an important connection after being isolated when returning home. Online and remote support groups exist around the world to bring victims of terrorist attacks

together over international borders. The VOICES Center for Resilience (formerly Voices of September 11) in The United States is one of the civil society actors that organize different peer support groups remotely through online platforms.

CBV Victims, as do national victims, look to connect with first responders and practitioners through support groups. Making space for that possibility through peer groups of victims and first responders through online or other remote formats is important.

G. PRACTICAL SOLUTIONS

ESTABLISH CONTACTS IN GOVERNMENT AND NGOS

To ensure victim support services can be found easily it is advised that designated contact persons in governmental and services are well known, easy to find, and properly trained.

VS DIRECTORY

A directory with every VS service across the world which can help to identify available services and key providers. These contact persons act as a liaison for local referrals. The Victim Support Europe network of contact persons across the EU allows for quick identification of a resource person.

SELF HELP INFORMATION

Information for victims with basic psychoeducation and support tools to deal with the consequences of terrorist attacks.

COLLABORATION OF VICTIM SUPPORT ORGANIZATIONS

A strong collaboration between VS organizations facilitates referrals and cross-border support of victims after a terrorist attack.

ELECTRONIC PLATFORM TO FIND HELP

Electronic platform where victims and witnesses can anonymously reach out and seek support without having to physically be present in VS or identify themselves as victims.

TRAINING OF CONSULAR SERVICES

Embassies and consulates play an important role for many CBV as they are often regarded as the first point of contact after a terrorist attack. A number of governments have integrated training on victims' issues and victims of terrorism specifically in the curriculum for consular staff. Consular services should also be familiar with victim services agencies and organizations in their home countries to be able to refer or connect victims to those services.

INSURANCE COMPANIES TRAINING

In some countries, insurance companies are trained to deal with victims of terrorism. As they might be the first and sometimes only point of contact for CBV their experience and training to deal with victims of terrorism can enable victims to get the information and support they need.

INFORMATION IN PASSPORTS

It is important to put information on services or government authorities to contact in case of victimization on the inside of a passport.

LEAFLETS IN EMBASSIES

The United Kingdom creates leaflets to put in their embassies on what to do when victimized abroad.

TEXT MESSAGES

Spanish citizens with a Spanish SIM card will receive a text message when leaving the country with information on whom to contact when they need help abroad.

REGISTER

A few European governments like the French ministry of foreign affairs invite their citizens to register when they travel abroad on a website or through an email connected to their embassy in that country. If there is a problem in the country, they will receive alerts and information through SMS telling them what to do and where to go for support. The US Department of State hosts the Travel.Gov website where travelers can register their itinerary and contact information.

TRANSLATED LEAFLETS WITH INFORMATION ON SUPPORT

Information papers, websites or leaflets with information on victim support services can be translated in advance so they can be provided to victims immediately after an attack. The French government makes information available in French, English and Spanish about victims' rights and support services.

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CHAPTER FIVE

ACCESS TO JUSTICE

CBV have the need and right to access justice. Victims need to know what the justice process is, what their rights are, what their position or role in the judicial process will be. This is the case for all victims of terrorism. For CBV however, it is even harder to find out how to exercise their rights and access justice. Their unfamiliarity with the justice system, the distance between them and the country where the attack happened, the language in which information is provided are all elements that might hamper CBV to access justice and participate in the criminal proceedings.

- **Language** - Information on rights of victims of terrorism are very often provided in a restricted number of languages making it impossible for many foreign victims to be informed. Also, interactions with justice professionals are often in the national language(s) of the country where the attack happened.
- **Culture** - Cross-border victims of terrorist attacks might have a different cultural understanding of justice and their role as victims.

- **Timing** - CBV often leave the country relatively quickly after an attack happens, making it more difficult to provide them with information on their rights, and the justice system. In addition, the short amount of time they are in the country might impede them from being registered as victims or being heard as potential witnesses or victims.
- **Distance** - CBV will return back to their country of residence (often quickly) after the attack takes places. This makes it impossible for them to attend information sessions, request in person information, follow up on the criminal proceedings, providing information for the investigation. Rarely digital solutions are in place to overcome these burdens.
- **Unfamiliarity** - The criminal justice system is very hard to understand for any national citizen and even more so for CBV. Foreign victims might be used to having different rights as victims, a different role in the criminal proceedings, different ideas on the independence of the justice system or the role of lawyers.

A. IMMEDIATE

Tension Between Law Enforcement and Support

The needs of law enforcement to collect evidence and eyewitness testimony might go against the need for victim support. The requirement for immediate testimonials is framed under the assumption that the quicker it happens the more accurate it is. While it is questioned that it is even the case. Victims cannot give you accurate information in the aftermath, it can take time to calmly relate the information about the events.



Let's remember that we are talking about cross-border victims. They are usually interviewed in a place they do not know, in a language that might not be their own.

When law enforcement and victim support responders are working together it is more likely that the operational needs of law enforcement can be handled in ways that are sensitive to the needs of victims and eyewitnesses. Many law enforcement agencies are aware that memory can be enhanced when victims/witnesses have experienced at least one sleep cycle. If eyewitness statements are critical to helping law enforcement pursue living perpetrators and possibly prevent additional attacks, they may need to

conduct minimal facts interviews. Victims/witnesses can and should be supported during and after these interviews. Victim services providers can play a crucial role in this. Law enforcement personnel conducting interviews should also be aware that some foreign victims may come from countries where law enforcement agencies are not trusted or are oppressive. To minimize the negative impact for victims of interviews with law enforcement these should be carried out with the help of trained victim-sensitive translators.

B. MEDIUM AND LONG-TERM

Support to Participate in the Criminal Proceedings

“The Court, aside from the incident itself, is the most traumatizing event in the victim’s journey.”

Most people do not understand the criminal justice process in a country other than their country of residence. This poses a particularly difficulty in countries with a different legal order. Legal expectations may vary, also from country to country. Justice is not necessarily healing but can be traumatizing in itself.

In the UK, for example, the coroner’s hearing is an important part of the process. For victims who are not used to this procedure the absence of family members in the hearing can be very difficult to bear. In other countries, if the suspect is killed there is no criminal trial. In some legal systems there is also a self-responsibility to report injuries and harm. There are people who deny for a long time that something happened, and people do not think that they are affected. The differences in judicial systems and the respective rights of victims are variable. Victims must be informed about the outcome of the process and their expectations should be managed.



What we have to do is Managing people’s expectations regarding different countries’ justice systems and practices

Each country also has different services and institutions that are responsible to provide victims with information on how to access to justice, and to facilitate them to do so. But in addition to the immediate response, compensation and access to justice are the next longer-term needs.

GOOD PRACTICE

After the Tunisian attack all people who were at the hotel complexes were contacted personally so that no one was missed. They did not need to report but were contacted, and the responsible person went through a series of questions with the victim

What information do CBV need to participate in the criminal proceedings?

- Understanding of the legal system
- Their rights as victims
- How to make a complaint – if possible from their own country
- Expectation management – how does the justice system work/does not work, what are timings, what can be expected.
- Where to find representation
- Who pays for legal representation?
- Information about the process of the criminal proceedings
- Costs of translations

What support do CBV need to participate in the criminal proceedings

- Financial support to attend the trials and participate in the proceedings
- Facilities to make a complaint
- Financial support for translations
- Translation of the files
- Facilitate contact with local authorities, lawyers and associations
- Liaison magistrates



The criminal process might start years after an attack in some countries and in other countries it might be two weeks after.

GOOD PRACTICE

During the attacks in 2015 in the Bardot museum in Tunisia (March) and in Sousse (June) French citizens lost their lives. The trials took place in Tunis. In French law no system provides for the cost for French victims travelling abroad. It was essential to attend the trial for victims. The Ministry of Justice has set up a derogatory system to pay those victims the same way as if the trial has taken place in France.

GOOD PRACTICE

FYI – Federal victims of Crime Act Funds may be used in the US to cover the cost of its citizens to travel to participate in foreign criminal justice proceedings.

GOOD PRACTICE

Family Liaison Officers are a very important resource for victims of terrorism. They provide valuable information for victims about the trial, and important steps during proceedings.

6



FINANCIAL SUPPORT AND COMPENSATION

A. IMMEDIATE

Flexible Practical and Financial Support

All victims of terrorist attacks might have practical issues to deal with immediately after an attack, from losing belongings, passport, or finding transport. For Cross-border victims the practical challenges can exacerbate the psychological and social impact. Losing your passport, money or clothes might be harder to cope with when you are in another country, where you don't know the services you can turn to, the social network to support you in dealing with these problems, or don't know the language to find out what to do. In some cases, it proves to be absolutely necessary to provide financial supports to victims to cover direct immediate costs such as paying for the clothes, repatriation of a body, and flying relatives in from another country. This should happen within 24 hours

because if a victim is a foreign national, the first thing he or she wants is to have the family around.

A swift and flexible support system to deal with these immediate practical needs is required.

GOOD PRACTICE

The French State Compensation Fund, Fonds de Garantie (FGTI). Decisions on exceptional financial measures can be taken at the time an attack takes place. The FGTI is very reactive and can provide additional emergency funds within 24 hours to cover immediate costs.

Financial support to victims of terrorism is not only needed immediately after an attack but should be available in the long term. There are a wide range of potential financial consequences of a terrorist attack that compensation schemes intend to respond to. For CBV the immediate and flexible availability of financial resources can be immensely important.

To provide an answer to the diverse and urgent financial needs a finance and a welfare officer is appointed in the UK. In France, if more funds are needed to cover immediate or longer-term needs, the government may intervene and release them. Also, in France, a Victims of Terrorism Compensation Fund exists which provides financial support also for French nationals involved in terrorist attacks abroad. The FBI in the US has an immediate ability to directly pay for a wide range of emergency needs of terrorism victims and their families. These funds are not limited to US citizens but can also be used to help foreign citizens who are victims of terrorism and mass violence in the US, including travel, lodging, medically assisted transport, repatriation of remains.

B. MEDIUM AND LONG-TERM Compensation

The ramifications of a lack of identification of victims play out in the domain of compensation. Identification of victims can go quickly, like in the case of Strasbourg, or can be very slow in the case of mass victimization events that are more open.

In the mid and long term, the needs of cross-border victims also require particular attention. The specialized medical help that is often needed after injuries endured during a terrorist attack are often very specific, long-term, and can be hard to treat. Expensive treatments may be needed for which the

expertise does not necessarily exist in the country that CBV reside. In addition, injuries sustained may not necessarily be permanent but may have long-term and psychological consequences. Also less straightforward long term consequences of terrorist attacks such as loss of income or loss of a business as an independent can require long term and extensive financial assistance to CBV as well. For example, a victim might endure a very bad leg injury while being self-employed making it hard to pay the bills.

Therefore, the funding process must look into the long-term perspective and take into account all these eventualities. Especially when they return to a country in which the regular support for those who find themselves unemployed is weak that support might be especially needed.

While many victims or service providers might be unaware of the different possibilities, there can be a range of services both public and private from which a victim can request compensation. In many countries victims can request compensation from the offender through the court systems as well as from national state compensation funds. In the European Union each Member State is required to have such a state compensation fund to which victims of terrorism can apply. In some cases, victims can also request financial compensation from insurance companies, as was the case after the MH17 plane crash or the Brussels attack. The diversity of funds or insurance companies from which compensation can be sought often leads to confusion in victims and comes with a large administrative burden in most cases.

These procedures to request compensation tend to be biased towards native victims. In most cases submissions to request for compensation require documents in the national language of the country where the attack took place. CBV usually present these official documents in the language of their country of residence which might cause a delay in which a solution is offered for the file. Sometimes translations in English and French are also accepted by compensation services. Finding official or unofficial translations can prove to be very difficult and costly for victims. In the European Union civil society and governments have repeatedly requested clear agreements about the cost of translations. It seems unfair that victims bear the costs for those translations, while at the same time the financial burden should not solely fall on the shoulders of the country in which the attack took place.

Labelling yourself as a victim and especially one deserving compensation is often very difficult, especially for those who didn't sustain severe physical injuries. These persons present at the attacks who might not have physical injuries but face psychological consequences feel they are less deserving of financial compensation than other victims or be hindered by survivor's guilt. The objectives, scope and meaning behind any financial compensation should therefore be clearly communicated to all those who are eligible to ask for it. It's important to point out that financial compensation by the state is not 'a price' but recognition and that it does not deprive other victims from

receiving compensation. To avoid disappointment and mismatch of expectations it should be clearly communicated what financial compensation can cover and what it aims to do. It is impossible to fully cover all costs of harm endured by a terrorist attack, as they are often too vast, long lasting and emotional for any financial payment to compensate. Sometimes it can take a long time before people come forward saying they were affected by a particular attack. Some compensation schemes put a time limit for requesting compensation, but late onset of post-traumatic stress symptoms is common.

Funding for compensation for victims of terrorist attacks is often dependent on the nature, target of the incident and the locality where it happens. If funding is planned for in advance, as it should, it very often does not anticipate to the particular needs of cross-border victims. Nonetheless whilst the nature of the needs of CBV might be difficult to predict, the fact that these needs will require a flexible financial response are most predictable.



C. PRACTICAL SOLUTIONS

VOLUNTEERS LINKED TO INSTITUTIONS AND SERVICES

In some countries institutions and government agencies have set up a network of friends and family. In the Calgary police office this network of volunteers can support victims with those immediate practical needs and will e.g., drive people around.

GOLD CREDIT CARD

The UK government has a 'gold credit card' with which immediate practical and financial needs can be paid to support victims in the first moments after an attack. From transport fees, clothing or hotel costs they can be covered

when victims are not able to pay for that themselves or have no social networks nearby to help them out.

COLLABORATIONS WITH BUSINESSES

In Ireland, Irish Tourist Assistance Service (ITAS) who support CBV victims of crime, have had longstanding relationships and agreements with local businesses that can offer a hot meal, a room in a hotel or a taxi ride in case of need.

7



CHAPTER SEVEN

COMMEMERATION

Just as for other victims of terrorism, commemorations are important for CBV of terrorist attacks. For CBV, who often find themselves in isolation once they get back to their home country, this time of connection and shared commemoration with other victims can have additional importance. Bringing international victims together during these memorials could break or diminish the sense of isolation for CBV as well as it can help them reconstitute their traumatic memory with other victims or service providers or allow them to get more information on their rights or support services. This means that when planning a memorial service CBV should also be informed, invited and supported to attend commemoration services.

Very often CBV have been forgotten whilst planning the memorials. Invitations for the memorials are sent in a language they don't understand, too close to the time of the event to actually participate, or never at all. During memorial services very rarely translation services are provided nor are victims supported to meet each other.

PRACTICAL SOLUTIONS

ONLINE MEMORIAL SERVICES

Increasingly live memorial services are accompanied by a live stream to make it possible for CBV or other victims who are not able to attend the event will be able to participate. As speeches might be translated up front this can allow for subtitles to enable victims to understand better.

SUPPORT FOR VICTIMS TO ATTEND

Some Countries can support foreign victims to travel to the country to participate in the memorial services.

8



CHAPTER EIGHT

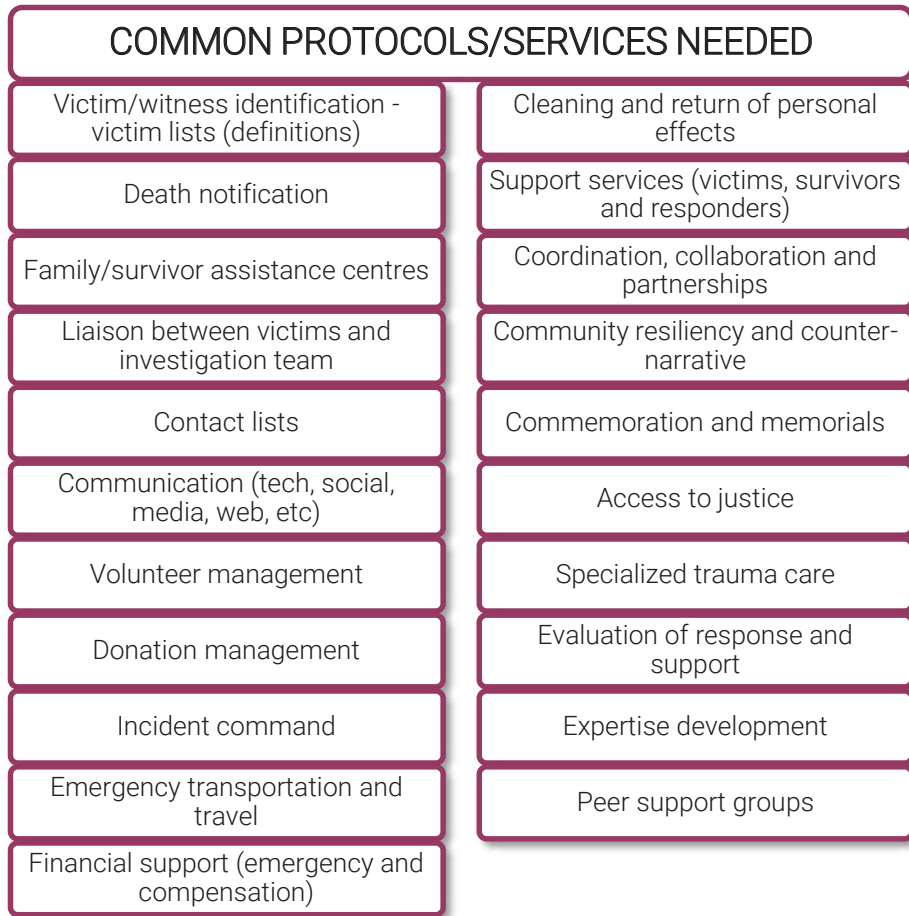
PRE-PLANNING FOR CBV

Ensuring all victims of terrorism receive the support needed and can exercise their rights requires extensive planning. While each attack is different, a lot of the predictable challenges are known to us already. The symposium made it clear that the specificities and needs of support to CBV can and should be an integral part of the planning.

Preparation for a terrorist attack means protocols and procedures are in place, adopted by a wide range of stakeholders and practiced. All of these protocols should undergo a reflection upon the needs of Cross-border victims. The added layer of complexity that CBV face can be the backdrop for such a revision of protocols. Are enough measures in place to overcome language barriers, distance, short time in country, culture differences and unfamiliarity with systems and services?



Cross-border victims of terrorism feel abandoned by both countries.



Surely there is a continual need to revise plans and lessons learnt to ensure all victims of terrorist attacks, including CBV, receive the support they need. Preplanning can support an improved initial and long-term response.

GOOD PRACTICE

The ELEVATE program developed by the FBI focuses on preplanning and goes into communities to prepare them to respond to the first 24H, the transition phase and provides recommendations for post-transition planning.

A. COMMUNICATION

As mentioned earlier communication that is adapted and intended to reach every victim regardless of their nationality and place of residence is critical to ensure CBV do not feel abandoned. Luckily a range of preparatory measures can be taken to ensure that communication is set up with CBV as well.

Whilst unexhausted the following measures are critical to ensure CBV can receive any information available to national victims as well.

TRANSLATION is a key component of preparation for CBV. A lot of information that victims need is not dependent on the nature, time or location of the attack. The criminal justice system, the rights of victims, where to find support or procedures to apply for compensation are in most countries rather stable. This information can be translated in a range of languages ahead of an attack, even when some information will have to be added afterwards.

Also, translation at the time an attack happens can be part of pre-planning. Volunteers or professional translators can be trained and supported to get involved immediately after an attack. These translators should be trained in victim-oriented translation and interpretation and provided with sufficient support and supervision as well. These trained translators will prevent family members who are unavoidably affected as well from being forced to translate at the time and right after an attack.

RELATIONSHIPS WITH MEDIA outlets have been identified as crucial to reach victims of terrorism in the immediate aftermath of an attack. Outreach to media channels that are able to reach CBV or migrant populations in the country where the attack took place is an inherent part of preparing. That is because responding agencies and organizations can engage media to communicate with victims in the immediate aftermath. Afterwards a good contact list for victims should be developed to facilitate official and accurate information.

In some countries citizens receive **INFORMATION WHEN GOING ABROAD** on services they can contact or whom to turn to in time of need. The Spanish government sends their citizens SMS message with the necessary information to find help when going abroad.

B. FUNDING FOR SUPPORT CBV

The budget available to support victims of terrorism is often dependent on the nature of the attack, the media attention the attack receives and the targeted population. Funding to support victims should be a crucial element of the preparatory phases. Considering the proportion of international victims in many terrorist attacks, supporting victims across borders requires a substantial dedicated budget.

It is clear that international victims of terrorist attacks have particular needs to cover. Funding to deal with emergency needs like travel, communication costs, hotel costs are just a few of many. For international victims' immediate availability of funding is very important. Funds should be available immediately.

The scope of resource management after a terrorist attack often lacks the international lens. Volunteer management and donation management are focused on the country in which the attack took place forgetting the particular needs of international victims.

Planning should include attention for financial, donation and volunteer management directed to international victims of attacks.

C. PRIVACY

Increasingly, countries and regions are putting in place stricter data regulations to protect the privacy of their citizens and their data. Whilst data protection and privacy regulations are critical to protect everyone in this age of rapid digital developments it can also have unwanted consequences in times of crisis, terrorism or mass victimization. At these times the sharing of data can be of primary importance to protect and support victims.

Previous terrorist attacks have sometimes been followed by long periods of bureaucratic discussions on privacy regulations which resulted in victims not getting the information and support they desperately need. Many governments and NGO's are not prepared to allow for limited, monitored and purposive data sharing of victims' data after a terrorist attack. The lack of exemptions to share data of victims of mass victimization or terrorism has led to victims not receiving information on their rights, available support services, how to reach peer support groups, and commemorations. There are a range of examples where information on victims is not even shared within the same country but where data sharing between the federal government and the provincial level is blocked.

Expectedly the lack of contact with victims leads to increased isolation and might exacerbate the physical or psychological injuries endured when left untreated for too long.

The FBI is able to safely share data as they can use an exception to privacy law that allows limited sharing of data for law enforcement or for services and benefits. Preplanning how data can be shared purposively and safely is an integral part of preparing for a terrorist attack. The FBI has trained victim specialists that can meet services, institutions and victims to explain the exemptions to privacy and data sharing regulations.

Preparation for CBV is thus preparing to share data also beyond national borders. This means building on the existing privacy and data sharing legislation to overcome barriers to make sharing data easier in case of terrorist attacks and mass victimization. Sharing of data both on the short term such as during registration of victims but also on the mid and long term when criminal proceedings have started.



After an attack it is a necessity to share information. We have to assume that the victims want their names disclosed for the purpose of getting support. There should be an opt out system where your information can be shared unless you object. We should have a policy that starts from the premise that victims want to be helped. They want their names to be shared, want their family to know about their relatives. This is where privacy laws interfere.

It is of course beyond question that an opt-out procedure is a crucial element of these exemptions. Victims should be able to indicate at any time or for whatever reason or objective that their data is no longer kept or shared. Additional caution is required for CBV and any sharing of data with governments, services or agencies which are located in the victim's country of residence but do not hold the victim's trust.

In the UK when it comes to referrals, victims' permission to share information is always required. There are discussions to facilitate that victims' information may be shared in times of crises, but data protection issues must be resolved.

Privacy of the victims does remain a crucial in the aftermath of terrorist attacks. The cardinal rule is to only disclose/share information for the benefit of the victim, and categorically avoid sharing information which may harm the victim (e.g. media/social media).

D. RIGHTS

For all victims of terrorism fairness and equality should ground the rights and services. Your rights as a victim of terrorism should not be dependent on your citizenship. Currently very few countries hold up the same set of rights for CBV as for their national victims. As an example, the right to compensation or recognition as a victim for instance is often limited to the citizens of the country where the attack took place.

France has made the conscious choice to extend the same rights to everyone who falls victim to a terrorist attack in France, regardless of the residence status. This equality of rights counts for compensation, recognition of victims as civil victims of war, victim support, legal aid in criminal procedure, receiving the medal and recognition as a victim of terrorism.

An important preparation to ensure CBV receive the information, support and justice they deserve is ensuring that legislation is adapted to grant all victims of a terrorist attack equal rights.

Of course, CBV might still face difficulties in practice as they return to their country. A number of barriers can hinder CBV from exercising their rights remotely. Some additional rights granted by the French state for instance can only be exercised when living in France such as tax exemptions. Also, the support provided by the state for victims of terrorism might be linked to the social welfare state and mechanisms. In France free medical care is available for victims of terrorism but only when they are a beneficiary of the French social welfare system. Access to certain medical or victim support services is highly dependent on local mechanisms and thus not available for CBV. Many CBV will not have similar mechanisms of free support when they go back home. Canadian victims of terrorist attacks in the US will be able to appeal to a pro bono lawyer when they live in the US, while they don't have the same legal support available in Canada.

The European Union with the EU Victim's Rights Directive has put in place a mechanism of support services that obliges Member States to provide free victim support services when their citizens are victimized abroad.

9



CHAPTER NINE

COLLABORATION FOR CBV

The nature and consequences of an incident will influence which actors are likely to be involved in the support of victims. Victims' needs will change over time requiring different services and professionals to step in at different times after an attack.

The range of professionals and services that can play a role in the support of victims after a terrorist attack is vast and diverse. CBV's needs and trajectories demand a more creative outlook on these partnerships and cooperation to transcend borders, languages, distances, and cultural frameworks. To meet the needs of cross-border victims and survivors, potential actors and partnerships need to be identified in advance to ensure support is provided to victims both immediately after an attack and in the long term.

A. PARTNERS

Support for victims of terrorism across borders builds on strong and planned collaborations and partnerships. A range of services, agencies, NGOs, mental health providers, government departments, general health services, consulates, and businesses can and should be involved in supporting CBV.



Partnerships for all victims of terrorism and CBV in particular need to be forged at all levels. This means both international, national, regional and on a local level.

GOOD PRACTICE

In France there is a central contact point in Paris where regional contact points receive training to subsequently train the local NGO's. Thus, building local expertise while Paris remains the central information point. The local coordination committee monitors the support provided to victims of terrorism, while channel of communication stays open continuously between Paris and the regions.

Effective international collaboration for CBV starts at the national level. Victim support is often organized on a local or regional level thus a successful collaboration on the national level ensures that CBV are linked up with victim support organizations on the ground. Also, between government services a strong collaboration is required to ensure CBV are informed and supported.

In Ireland, the Department of Justice will coordinate the efforts after the attack and the Department of Foreign affairs will liaise with embassies and consulates. Effective and continuous communication between both services is key to ensure all victims receive fair and equal care.

Internationally there are a range of networks that can facilitate cross-border support of victims of terrorism. Some of these networks are focused on victims of terrorism (e.g., INVICTM) whilst others have a wider scope (e.g., Victim Support Europe, Victim Support Asia, European Network on Victims' Rights). These networks exist both between states, between civil society organizations or a mix of both. The collaboration between both civil society and government institutions is crucial to support all victims of terrorism.

One may also think about non-traditional partners, such as airports and taxis. If a victim passes through the Brussels airport, he or she is provided with victim support via the police at the airport. This can be arranged by a phone call, but it should be a standard process. In the US, there is an FBI agent at every single airport. Air carriers have a network and if an incident happens, it may be contacted and make sure that a specialist is there to meet the victims. In the UK, all railway companies have a care team, and they have people to provide support to victims in need. Each railway company puts money in the care team, and they accompany victims. There is also a counselling team available. The police training team of supervisors and they train others. The same applies to the underground team in London. In hospitals, medical staff is ready to recover clothes forensically. They set up a control room for the police. They have boxes for clothes, boxes for forms to fill in. They are not necessarily trained but their awareness is raised, and capacity is built to look out for victims and provide information.

Diplomatic networks are key national networks that can facilitate CBV to exercise their rights as victims of terrorism and get the information and support they need. The symposium's discussions once more reveal how embassies and consulates remain an untapped resource. Their position to support cross-border victims of terrorism is unique and a lack of expertise or victim-centered approach can be mitigated by offering training.

The symposium laid bare a number of mechanisms that should be developed on an international level to facilitate the identification and building of these partnerships.

In the preparation of a response to a terrorist attack a government should have a clear overview of which actors should be involved both on state level, civil society and business. Having a myriad of actors involved can constitute both a strength and a risk in the aftermath of an event. Enhancing support for victims requires identifying roles, responsibilities, gaps and opportunities. A list of organizations and institutions supporting victims of terrorism should be made available. This list should include who they are, where they operate, what services they offer and quality standards they adhere to.

“

We need something more. A database we can log into to get information on certain subjects or topics linked to victims of terrorism. If I have an issue in my country, such as how to deal with vulnerable children after a terrorist attack, I should be able to easily find who has dealt with this before. We need something more than just emailing 'I need information on this'.

~Levent Altan, Executive director of Victim Support Europe

B. COORDINATION AND COLLABORATION

Whilst a range of resources can be surged the moment a terrorist attack takes place, this is not the case for trusting relationships and collaborations. These partnerships need to be identified, shaped and fostered ahead of time to ensure that at the time of an attack victims are well supported, informed and can execute their rights regardless of where they come from.

Since 2015 France has been repeatedly struck by terrorist attacks. In 2015 Actors did not know or trust each other yet. The Ministry of Health refrained from sharing information about victims due to patient confidentiality laws which impeded victim support services to contact victims and offer support. Since then, the French government and civil society have truly focused on coordination. This focus resulted in a considerable improvement in planning for a crisis. Currently there are common plans across agencies and services guiding the response after a terrorist attack.

Tableau 1 Collaboration for victims of terrorism by Levent Altan (Victim Support Europe)

Phases	Actors involved	Challenges in collaboration
Preparations	First responders: police, intelligence services, fire fighters, army, medical staff (state or private), judiciary State actors: consular services, ministries, prosecution, civil society (victim support, specialist organizations for victims of terrorism, red cross, disaster Private sector: security personnel, business, insurance Hybrids: transportation systems, telecommunication hubs	Security
Crisis		Legal
Medium term		Technical
Long term		Privacy
		Trust
		Knowing each other
		Knowing the right people
		Duplication
		Gaps in action
		Competition
		Territorial boundaries
		Jurisdictional
		Evaluation
		Speed

Developing relationships with partners like medical examiners, consulates and embassies can contribute to improved preparation for the event. While building collaborations attention to predictable challenges and solutions can help those providers understand the importance of preparation, e.g., sharing information.

“

They should understand that cooperation and bridging contacts between victims of crimes and victim support associations is no longer a best practice, or something extra that their doing for victims or for victim support services. It is something that should be integrated on their proceedings and in the services that they provide to their national citizens.

~Bruno Brito

All countries around the world are touched by terrorism today. Collaboration creates opportunities to learn from each other. Learning from each other means sharing lessons learnt, evidence base interventions, legislative instruments, policies and tools to better support victims of terrorism. Through networks legislative instruments such as the EU Victim's Rights Directive have been widely shared and in turn inspired policies in laws across the globe.

An important hurdle to strong collaboration is staff turnover in organizations and institutions. This implies knowledge leaving when staff members leave organizations and often weakening the established relationships with other partners. Strong collaboration should go beyond a relationship between contact persons in an organization or institution. Collaboration on a higher level helps e.g., NGOs and medical centers working together in order to offer continued support despite changes in personnel. Having at least one designated staff member specializing in victims of terrorism that can manage, foster, share these relationships is needed for both civil society organizations as governments. Annual training where contact persons of different organizations and institutions can meet to prepare a rapid and effective response and communication is needed.

There is a requirement for states to collaborate to ensure CBV are supported after terrorist attacks. Currently political or diplomatic conflicts have affected victims of terrorist attacks. Even when information is shared with foreign governments it might take months before it reaches victims. Cooperation between states should be built so that political and diplomatic conflicts do not affect victims.

Governments have found ways to collaborate on subjects like the environment, the economy, and counter terrorism activities. Similar collaboration is needed to ensure victims of terrorism are supported in a fair manner.

GOOD PRACTICE

Following the Westminster attack, a French minister was immediately on the scene and tried to coordinate with the national authorities in the UK. After the intervention, there were good responses.

Governments should be prepared to support their citizens when they fall victim to a terrorist attack or mass victimization event. Support for victims should also be facilitated for foreign victims who return to a country where no victim support services exist, or victims of terrorism don't have any rights. Effective coordination between governments makes it easier to use resources for other local needs and local population when the other countries take care of their own nationals.

GOOD PRACTICE

In the UK, text messages are sent to all consulates and embassies to inform them about the attack and about a possible coordination of the response so they can support their nationals.

Collaboration between civil society organizations and victim support organizations is clearly needed as well. Civil society has been able to anticipate further need for organization of victim support organizations for a long time. The symposium made it clear once more that we don't have to wait for the State to organize it.



Isolation and abandonment can be solved by ensuring we connect amongst ourselves, to then connect the victims.

C. ROLE OF A NETWORK LIKE INVICTM

INVICTM aims to bring governments, NGOs and other international experts together to envisage and build a stronger international collaboration for victims of terrorism. It focuses on concrete actions, collaborations, expertise to share and mechanisms to enhance support for victims of terrorism and mass violence worldwide. Opportunities for preplanning, sharing of expertise, tools and lessons learnt are brought together. Particular attention is paid to support countries where attack happens but where services or procedures are lacking.

The symposium highlighted the importance that INVICTM continues to engage in including experts and services professional across the world, share good practices and brainstorm, develop proven, trustworthy and pre-crisis relationships, talk and meet regularly to promote continuity.

ANNEX 1

Selected resources

EU Center of Expertise for Victims of Terrorism
eucvt@victimsupporteurope.eu (EU)

UN Victims of Terrorism Support Portal
www.un.org/victimsofterrorism

The National Mass Violence Victimization Resource Center (NMVVR) (US)
<https://www.nmvvr.org/>

Victim Support Europe
<https://victim-support.eu>

VOICES Center for Resilience
<https://voicescenter.org/>

FBI Victim Services Division:
www.fbi.gov/vsd
VictimServices@fbi.gov

NATAL – Israel Trauma and Resiliency Center
<https://www.natal.org.il/en/>
<https://osmnj.org/>

National Security Division, U.S. Department of Justice - Office of Justice for Victims of Overseas Terrorism (DOJ/OVT)
<https://www.justice.gov/nsd-ovt>

Massachusetts Office for Victim Assistance
www.mass.gov/mova
www.mass.gov/askmova

Victim Support Netherlands
www.slachtofferhulp.nl

UK National Disaster Identification Unit
<https://www.npcc.police.uk/>

Victim Support Sweden
www.brottsofferjouren.se

UK National Police Wellbeing Service – Oscar Kilo
<https://oscarkilo.org.uk/>

OVC TTAC – Office for Victims of Crime – Technical Training and Assistance Center (US)
<https://www.ovcttac.gov/>

Canadian Resources Centre for Victims of Crime
<https://crcvc.ca/>

France Victimes
contact@france-victimes.fr
<https://france-victimes.fr/>

ANNEX 2

Participants' Discussion Group Guide

The theme of this year's symposium is International Cooperation – Working Together to Better Support Victims of Terrorism and Mass Violence and focuses on cooperation between services across international borders. The symposium provides a forum to work together to share knowledge, experiences and expertise with the aim of enhancing international partnerships and improving supports for victims of terrorism.

A. Discussion Group Themes:

1. Meeting the needs of foreign/cross-border victims in the immediate aftermath and the longer term through International cooperation

Outcome: Overview of the needs of international victims in both the immediate aftermath and the longer term.

2. Enhancing international partnerships/cooperation– identifying roles, responsibilities, gaps and opportunities.

Outcome: Overview of the partners involved in ensuring support for international victims. Identifying roles, responsibilities, non-traditional partners, connections, gaps and opportunities.

3. A framework for the future – enhancing international collaboration

Outcome: Explore how an international cooperation mechanism can function, what would an international protocol look like. What needs to be in place to better support international cooperation. (leveraging international resources/capacities). List of what to preplan and ideas on how to do it.

B. Facilitated Discussion Group #1

Meeting the needs of foreign/cross-border victims in the immediate aftermath and the longer term through International cooperation.

This discussion group focuses on the varying needs that foreign/cross-border victims may have in the wake of terrorism or mass victimization. Discussions will elicit questions that must be addressed to ensure that victims voices and needs are considered in all phases of a terrorism or mass casualty event with a specific focus on foreign/cross border victims/survivors and international collaboration. Keeping in mind that victims' needs will be different depending on the event and will change over time.

Support for victims of terrorism or mass violence needs to ensure victims and their families and friends are treated with respect, compassion and understanding, and that they are transitioned to needed professionals and resources as quickly as possible. While every situation will be different, there are many challenges and solutions that are predictable.

Main question: What are the needs of foreign/cross-border victim/survivors, before, during and after an incident?

Outcome: Overview of the needs of international victims in both the immediate aftermath and the longer term

The information below is not intended to be exhaustive but rather provide some information to consider during discussions.

Facilitated discussion session#1 should be considered through the following three stages:

- Pre-Planning (Before)
- Active Incident Management (During)
- Post Incident Management (After)

(Considering the Protocol Chart: See below) and

The 5 Predictable Challenges:

1. Identification of Victims
2. Management of Victim/Family Response
3. Communication
4. Resource Coordination
5. Impact on Responders and Service Providers

C. Protocol List

including cultural requirements

COMMON PROTOCOLS/SERVICES NEEDED	
Victim/witness identification - victim lists (definitions)	Cleaning and return of personal effects
Death notification	Support services (victims, survivors and responders)
Family/survivor assistance centres	Coordination, collaboration and partnerships
Liaison between victims and investigation team	Community resiliency and counter-narrative
Contact lists	Commemoration and memorials
Communication (tech, social, media, web, etc)	Access to justice
Volunteer management	Specialized trauma care
Donation management	Evaluation of response and support
Incident command	Expertise development
Emergency transportation and travel	Peer support groups
Financial support (emergency and compensation)	

D. Facilitated Discussion Group # 2

Enhancing international partnerships/cooperation – identifying roles, responsibilities, gaps and opportunities.

This facilitated session is designed to discuss/map out what services, agencies, NGOs, mental health providers, government departments, general health services, consulates, businesses etc. will be involved in supporting foreign/cross border victims/survivors. Having a myriad of actors involved can constitute both a strength and a risk in the aftermath of an event. Enhancing support for victims requires identifying roles, responsibilities, gaps and opportunities.

Victims needs will be different depending on the event and will change over time. The consequences of an incident will influence which actors are likely to be involved in the support of victims. The discussion should focus on the response to foreign/cross-border victims' needs and in particular, the role that partnerships and cooperation across borders can have.

In the context of international partnerships and cooperation to meet the needs of cross-border victims and survivors this discussion will identify potential actors and partnerships to ensure support is provided to victims both immediately after an attack and on the long term.

Main questions: Who can be partners in ensuring continuous support to cross-border victims of terrorism? What are their roles and responsibilities? What are the gaps and opportunities in current collaborations and partnerships?

Outcome: Overview of the partners involved in ensuring support for international victims. Identifying roles, responsibilities, non-traditional partners, connections, gaps and opportunities.

E. Facilitated Discussion Group #3

A framework for the future – enhancing international collaboration

This facilitated session is intended to discuss what can be done to enhance international cooperation/collaboration. Whilst a large number of national and international partnerships already play an important role in supporting victims of terrorism across borders much more can be done. These discussions offer a platform to take a look at the future and what needs to be done to improve international collaboration – both at the short and the long term.

INVICTM aims to bring governments, NGOs and other international experts together to envisage and build a stronger international collaboration for victims of terrorism. This discussion aims to identify the concrete actions, collaborations, expertise to share and mechanisms to enhance support for victims of terrorism and mass violence worldwide. Opportunities for preplanning, sharing of expertise, tools and lessons learnt are brought together. Particular attention is paid to support countries where attack happens but where services or procedures are lacking.

Main questions: How can an international cooperation mechanism function? What would an international protocol look like? What needs to be in place to better support international cooperation (leveraging international resources/capacities)? What can you preplan and what can you share with others to improve support for international victims in your country and others?

Outcome: List of what to preplan and ideas on how to do it. The role of INVICTM in supporting collaboration for better support for international victims