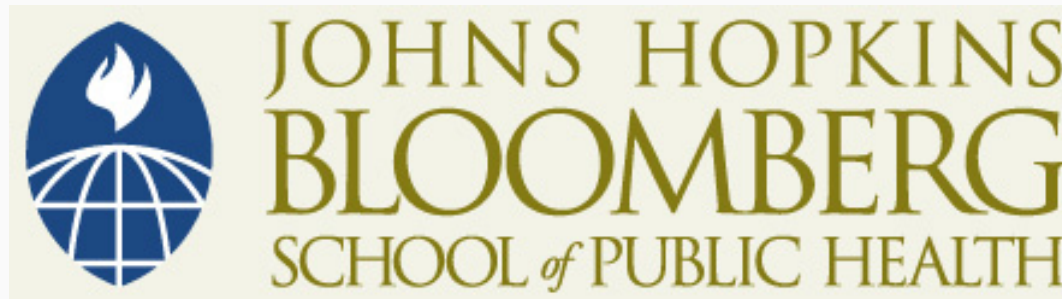


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Improving Understanding and Collaboration among First Responders

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Part One of Four

Training Module Framework

How Will this Differ from What I've Already Seen?

- After 9/11, state, local, and federal authorities flooded first responders with training materials
- Most of this training material suffers from one or both of the following problems:
 - The training ignores the individual cultures associated with each responder group
 - Training materials tailored to one responder group almost never mention how other groups respond to the same situation, which can produce confusion and chaos in an already-turbulent crisis situation
- Unlike other training products, this training will describe the cultures of the various responder groups and will teach how each group responds in a crisis situation

What Is an Institutional “Culture”?

- Institutional culture:
 - Explains **why** individual members of a group do what they do
 - Explains what drives and motivates them to put themselves at risk to serve the public good and save lives
 - Explains how they approach problem solving and crisis management
- The responder groups have very different cultural mandates, goals, priorities, but they also share similarities
 - Working in crisis situations demands both understanding the differences and appreciating the similarities

The Five Responder Groups

- This training focuses on five “groups” of responders:
 - EMS
 - Law enforcement
 - Fire
 - Public health
 - Private security
- Please note that differences exist within each group
- For example:
 - Law enforcement in small counties differs from big cities
 - Providing private security for shopping malls differs from doing the same for university laboratories
 - The fire service has both volunteer and career members

Defining the Different Cultures: EMS

- When dealing with a crisis event, the culture of EMS can best be summarized by the following characteristics:
 - Prioritization of individual injuries in order to save the majority, even if it means not treating an individual deemed too critical to save
 - Will take a calculated risk based on their assessment of the scene at the time of arrival

Defining the Different Cultures: Law Enforcement

- When dealing with a crisis event, the culture of law enforcement agents can best be summarized by the following characteristics:
 - Law enforcement's response is based on brief information at the time of the call; every call is an unknown
 - Response time is paramount and enforcement agents feel a sense of pride on being first on the scene and knowing the territory first hand
 - The first to arrive serves as an assessor of the situation and establishes whether the event is a police matter
 - Priority is given to controlling access to the scene and securing perimeters

Defining the Different Cultures: Fire Department

- When dealing with a crisis event, the culture of fire service personnel can best be summarized by the following characteristics:
 - Overwhelming need to do something
 - The response is pre-planned when possible
 - Situation cannot be allowed to worsen after a fire service person arrives at the scene
 - ▶ Otherwise it is perceived as a failure to manage
 - ▶ Therefore the response must be overwhelming in order to ensure containment
 - The scene is constantly assessed in order to verify that sufficient and adequate resources are available
 - Update action plan

Defining the Different Cultures: Public Health

- When dealing with a crisis event, the culture of public health officials can best be summarized by the following characteristics:
 - Must have data to determine event and response
 - A need to understand the nature of the risk to those impacted by the event and those otherwise exposed
 - A need to identify and mitigate ongoing exposure to risk
 - A need to provide timely information and communicate the risk appropriately
 - A need to identify and locate those affected by the incident

Defining the Different Cultures: Private Security

- When dealing with a crisis event, the culture of private security agents can best be summarized by the following characteristics:
 - Know who to call and the specifics relevant to a particular scene (intelligence), such as access to equipment and mechanical specifics of area/building
 - Willing to assist first responders (need to be recognized as a resource)
 - 80% of all protective services in the United States are private security

Definitions: Stages of an Event

- Pre-event
 - Education
 - Prevention
 - Recognition
- Event
 - Communication
 - Response
 - Coordination
 - Mitigation
- Post-event
 - Clean-up
 - After action reporting



Application of
Lessons Learned

Part Two of Four

Pre-Event

- In the education phase of a crisis event:
 - Information that was gained from experience is distributed, whether through reports or training
- Distribution varies from culture to culture, but in general it begins at the lowest levels and continues throughout a responder's career
- Some smaller agencies begin education at specialist level

- What the education phase means to law enforcement:
 - Law enforcement education varies across departments and regions
 - ▶ For example, crisis events are debriefed occasionally but not as a matter of policy
 - Yearly in-service training sessions, which emphasize how to or how not to do things, rather than critical thinking or problems solving
 - Focus is on individual and his/her response

- What the education phase means to the fire department:
 - Continual training sessions
 - ▶ For example, to become a Firefighter II (the minimal level for career firefighters), fire department personnel must receive training in hazardous materials awareness
 - ▶ Most volunteer firefighters receive this training as well
 - After action reporting
 - ▶ Most career departments and some volunteer ones require “After Action Reports” on all major incidents
 - ▶ Reports are disseminated throughout the department

- What the education phase means to the public health workforce:
 - Public health is relatively new to the first responder world, which means that some ideas (for example, incident command) are being taught now to public health students and workers
 - Education for public health shifting from emphasis on workday activities to crisis response

- What the education phase means to private security:
 - Training is generally determined by the specific job and the specific company
 - ▶ Some private security firms provide in-house training (but the amount of training and subject matter vary widely)

- What the education phase means to EMS:
 - EMS receives continuing medical education
 - As with firefighting, EMS education emphasizes special training
 - Training teaches EMS responders to approach all incidents carefully

- In the prevention phase of a crisis event:
 - Prevention is only possible in some cases
 - Information that was distributed through education is applied, specifically to prevent future crises from occurring

Pre-Event: Prevention—Law Enforcement

- What the prevention phase means to law enforcement:
 - Culture focuses primarily on reaction, but has expanded its preventative efforts over the last decade

Pre-Event: Prevention—Fire Department

- What the prevention phase means to fire department personnel:
 - Prevention comes in the form of fire education and deterrence
 - Can pre-plan in some instances
 - Culture emphasizes reaction

- What the prevention phase means to public health personnel:
 - One of public health's strength areas is prevention, especially through education
 - Primary prevention vs. secondary prevention
 - Improving surge capacity
 - Creating plans for clinics and medicine distribution

Pre-Event: Prevention—Private Security

- What the prevention phase means to private security:
 - Key player in prevention is due to the nature of the job
 - ▶ Patrolling, monitoring, controlling access

- What the prevention phase means to EMS:
 - Much like law enforcement agencies and fire departments, EMS culture does not emphasize prevention

Pre-Event: Recognition

- The recognition phase of a crisis event begins when an event (or events) are finally seen as something out of the ordinary

Pre-Event: Recognition—Law Enforcement

- Law enforcement recognizes a crisis event when:
 - The organization's resources are overloaded
 - The possibility for loss of life continues
 - The cause/source of the event remains unknown
 - Unexplained panic or fear exists in a community

Pre-Event: Recognition—Fire Department

- Fire departments recognize an event as a crisis when:
 - Resources are overwhelmed
 - A situation doesn't improve despite the best efforts of the personnel who are present and/or
 - Firefighter safety is compromised

- For public health personnel, an event becomes a crisis when:
 - Available resources are overwhelmed
 - Surveillance shows that the track of the problem (disease, radiation) will overwhelm current resources
 - Calls for information from the public and other care providers exceed the ability to respond adequately
 - An event demands all available personnel to work in excess of normal scope of duties

Pre-Event: Recognition—Private Security

- An important part of private security personnel training is learning to recognize events and notify the proper authorities and/or emergency response resources

Pre-Event: Recognition—EMS

- An event becomes a crisis for EMS personnel when a situation fails to improve (or worsens) and exceeds available resources and/or personnel safety is compromised

- The pre-event phase of a crisis event can be characterized by three distinct stages:
 1. Education
 - ▶ Experience-based knowledge is documented, analyzed, and structured in a learning environment
 2. Prevention
 - ▶ Knowledge that was gained from prior experience and transferred through education is applied and new means/procedures to prevent and/or mitigate the crisis event from re-occurring are developed
 3. Recognition
 - ▶ Still technically part of the pre-event stage
 - ▶ Characterized by the instant that an event shifts from ordinary to a crisis event

Part Three of Four

Event

- There are five distinct stages within a crisis event
 - Recognition
 - Communication
 - Response
 - Coordination
 - Mitigation

- In the communication stage of a crisis event:
 - Various groups take action to transfer and exchange information regarding the crisis
- Many weaknesses and challenges exist
 - Police, fire, and EMS generally communicate well because of a shared dispatch center
 - Communication between these three and private security and public health is generally weak

- The bulk of communication made by law enforcement is via radio telecommunications
 - Problems exist between jurisdictions and between agencies

Event: Communication—Fire Department

- Fire departments communication focuses on exchanging information at the crisis scene
 - Can be done many ways (radio, air horns)
 - Initially, communication isn't as important because fire departments use standard operating procedures

- Public health personnel communicate:
 - Amongst themselves
 - ▶ Cell phones, satellite uplinks
 - ▶ Often unreliable, no uniform method
 - With the public via risk communication
 - ▶ Most health departments have one or two individuals designated to talk with the media
 - ▶ Public health personnel are also taught the proper methods to communicate public health impacts of emergencies via telephone, Internet, or in person
- Public health risk communication can be delayed because of decentralized command and need to create unified message

Event: Communication—Private Security

- Private security receives threat information from many sources and communicates them appropriately
 - Direct observation
 - ▶ Will use 911 after detecting a crisis
 - Electronically
 - ▶ Fire alarms send information directly to the local fire department and the on duty security officer
 - ▶ Burglar alarms are usually sent to the security officer and to the alarm company who attempt to contact the facility/security officer in order to determine if the alarm is valid
- Calling 911 is the primary contact method when a potential crisis is detected

- In a crisis, EMS is linked directly to the firefighting communications
 - Receives and relays information in the same way as firefighting

- The response stage comes after a crisis event has been recognized and the potential for disaster has been communicated
- The response stage best demonstrates the cultural differences between groups:
 - Fire departments respond as teams
 - Law enforcement and private security respond as individuals
 - Public health personnel might respond individually, but they are supported by a global network of experts and information
 - EMS respond as teams generally

Event: Response—Law Enforcement

- Police officers take great pride in responding rapidly and reacting correctly
 - Emphasis on rapid response means that they will often be the first on the scene
- If a threat is severe enough, multiple officers, and a supervisor will be sent to the scene

Event: Response—Fire Department

- Fire personnel receive extensive training that focuses on a systematic approach to responding to emergencies
- Standard assignments and the Incident Command System contribute to consistency
- Standard procedures can always be augmented if the situation dictates doing so

- Public health response emphasizes immediate communication:
 - Within the organization (gather help as needed)
 - With officials at the community, state, and federal level
 - With the public via risk communication
- Other public health responses might include:
 - Continued surveillance
 - Delivering medicine and therapies

Event: Response—Private Security

- Private security personnel emphasis is on “observe and report”
 - In a crisis, use chain of command to communicate needs and to describe the situation
- Security personnel would also have access to critical information (for example, closed circuit cameras) that would improve understanding of the situation

- Similar to fire services, EMS training emphasizes a systematic approach to crisis management

- Coordination is the most challenging, and potentially the most critical, stage of a crisis
 - Demands understanding of other cultures and an appreciation of the strengths of other groups

Event: Coordination—Law Enforcement

- Coordination within law enforcement units is often between specialized units, such as SWAT and hostage negotiation teams, and the general police force
- Little or no training given to typical first responder on coordination with other first responder groups

Event: Coordination—Fire Department

- Coordination for fire personnel goes through an established command post
 - Command post provides periodic information updates, which are given to individual units

- The public health workforce is a relative newcomer to organized first responder group work
 - Still serve important coordinating functions in a crisis
- Public health personnel also serve in coordinating function before a crisis

Event: Coordination—Private Security

- Coordination for private security means assisting in any way possible
 - Probably will not take the lead in a crisis situation, but will work closely with other first responders

- Like fire personnel, EMS personnel are trained to report to the established command post
 - Command post will provide periodic updates

Event: Mitigation

- Emphasis in the mitigation stage is on minimizing loss of life and property damage
- Mitigation could include the following:
 - Lockdown
 - Protecting a crime scene
 - Triage centers
 - Complete evacuation of a neighborhood or town

Event: Mitigation—Law Enforcement

- An important part of police culture is to contain a crisis, which could include evacuation
- Although evacuating others is an important job function and cultural concern, retreating from a crisis is not in law enforcement's cultural code

Event: Mitigation—Fire Department

- Mitigation for fire personnel is heavily dependent on first gaining information
 - Weather conditions, topography of the area, chemical nature of a substance (if one is present)
- Like police, retreating during the mitigation stage for fire department personnel is a last resort

Event: Mitigation—Public Health

- Public health training emphasizes tracking health and recommending action to help stop the progress of disease or disrupt its transmission
 - As such, they are best suited to work with minimizing threats posed by bio-terror or chemical warfare agents
- Key part of public health mitigation duties is role in quarantine of patients
- Mitigation also means effective risk communication and mental health response

Event: Mitigation—Private Security

- As with coordination, private security in the mitigation stage relies wholly on instructions from other first responder groups

- EMS culture is based on mitigation
 - Every aspect of their behavior deals with the containment of injury in order to treat and to transport

- During a crisis event, five specific stages can be identified:
 1. Recognition
 - ▶ A crisis is recognized as such, allowing for an appropriate response
 2. Communication
 - ▶ Information is transferred or exchanged regarding the crisis
 3. Response
 - ▶ Activities performed when responding to a crisis
 4. Coordination
 - ▶ Probably the most challenging stage
 - ▶ Requires multi-jurisdictional and multi-sector involvement
 5. Mitigation
 - ▶ Efforts made to minimize property damage and loss of life

Part Four of Four

Post-Event

- Post-event phase of a crisis event has two distinct stages:
 1. Clean-up
 2. After action reporting

Post-Event: Clean-Up

- Clean-up stage can be many things:
 - Physical cleaning of debris
 - Minimizing potential for further disease outbreaks
 - Prevention of crimes that would take advantage of confusion following a crisis
- Depending on the type of crisis, the clean-up stage can be more hazardous than the actual crisis event

Post-Event: Clean-Up—Law Enforcement

- Police culture does not provide for clean-up after a crisis event
 - Focus on preventing criminal activity that takes advantage of crisis
 - Generally, police rely on other first responders for clean-up coordination

Post-Event: Clean-Up—Fire Department

- Fire department's clean-up focus is ensuring that no additional damage can occur

- The clean-up stage is a large part of the public health culture
 - Involves many of the group's core training (tracking disease, advising on medical treatment, etc.)

Post-Event: Clean-Up—Private Security

- Private security can provide invaluable assistance after a crisis and enable other responder groups to be used elsewhere
 - For example, private security personnel can provide perimeter security

Post-Event: Clean-Up—EMS

- Focus of EMS personnel during clean-up is proper disposal of any biological hazards

Post-Event: After Action Reporting

- The stage in a crisis when the opportunity and data are available to properly ascertain what occurred, when, and how
 - Vital for producing new procedures and policies to help future crisis management
- Unfortunately, very little learned information is shared between first responder groups

Post-Event: After Action Reporting—Law Enforcement

- Large agencies
 - Reporting comes in the form of “after action reports”
- Small or medium-sized agencies
 - Rarely have after action reporting
- Focus of police in reporting stage is determining if any internal policy was violated

Post-Event: After Action Reporting—Fire Department

- Reporting focuses on creation and distribution of “critiques” for all major incidents
 - The resulting discussion feeds into the information loop

Post-Event: After Action Reporting—Public Health

- Public health only recently began organized after action reports
- Public health personnel create reports for state and federal agencies
 - Recent efforts to implement incident command principles have also brought more formalized after action meetings and reports, hopefully for use in creating more efficient plans and better response efforts

Post-Event: After Action Reporting—Private Security

- Although often ignored, private security should be part of the post-event reporting process
 - Training creates a culture that emphasizes documenting events, results
 - Also, private security has access to information not available to others, including alarm records, visitor logs, etc.

Post-Event: After Action Reporting—EMS

- Similar to fire, critiques are held for all major incidents if they are part of a fire department
- If not, they receive feedback from other public safety agencies and hospitals and review this with personnel

Post-Event Summary

- The two stages of a post-event are as follows:
 - Clean-up
 - ▶ Varies widely from responder group to responder group, but generally involves restoring conditions to pre-crisis levels (whenever possible)
 - After action reporting
 - ▶ Evaluation made of what occurred, when, and how during the crisis
 - ▶ Records are made of events
 - ▶ Often leads to procedural and policy changes to handle future crises better