



BUNDESVERWALTUNGSAMT

Zentralstelle für Zivilschutz

Akademie für Krisenmanagement, Notfallplanung und Zivilschutz



Final Report

“Crisis Communication”

Foreword



Europe is showing its colours, with new member countries at the gates, poised to join a politically united European house. The variety cultures and resources creates a broad spectrum of possible ways to build and design this house.

New dangers are lurking as globalisation proceeds, however, and since September 11, 2001 European citizens have also been forced to expect the unexpected. And attacks, accidents and natural disasters automatically draw the attention of the entire media.

Comprehensive internal and external communication plays a crucial role especially in crisis situations. That is way it is important to also include the media in such situations as a democratic force and integral part of European society. The media provides information to all of Europe's citizens and are an important tool in warning and contributing to the security of the population.

It was on the basis of this realisation that the European Commission's Direction General for the Environment decided to fund this "crisis communication" project.

The Federal German Ministry of the Interior has developed a curriculum for crisis communication in collaboration with the Academy for Crisis Management, Disaster Planning and Civil Relief in three project/workshops with 62 participants from 15 EU countries. The EU project "From Emergency to Crisis – A Challenge for Civil Protection" and the two workshops "Information and Warning" and "Communication Problems" took place at the Academy for Crisis Management, Disaster Planning and Civil Relief prior to this.

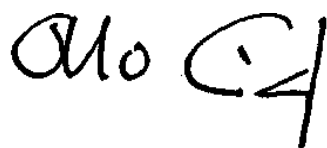
At the heart of crisis management is crisis communication.

All the actors involved in the field of crisis management are called upon to contribute to ensuring that crisis communication functions well in the effort to create a reliable framework which enjoys the trust and confidence of Europe's citizens.

The various perspectives, experience, findings and practice of the member states in dealing with different national, but also international media have flowed into the results of the “crisis communication” project. These results need to be turned into a useful tool for all the member states to use in training staff to be prepared to deal with crises. This task has been approached with an awareness of the different legal, social, cultural and political factors involved, as mutual understanding, especially in a crisis situation, raises the effectiveness of civil relief forces as well as the media involved in the work.

The EU “Crisis Communication“ project does not seek to create uniformity among European states. The project has resulted in a flexible programme available to all the member states to use and interpret in a way that meets their needs.

I am confident that the results of this project will serve as basis for the further development of strategies at the European and national level, and would like to thank everyone involved.



Otto Schily
Federal Minister of the Interior

Content

Final - Report of the EU Project “Crisis Communication”

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Introduction

Introduction

We hear every day reports of accidents involving plane crashes, ships, train crashes, explosions, major fires, epidemics, earthquakes, floods, storms, etc.. And it seems that reports of such accidents are on the rise. These accidents often provide the stuff which news is made of.

One reason for the drastic increase in reports of this kind is the enhanced sensitivity of the population. Another reason, however, is growing competition between the media: In a market where the actors are fighting tooth and nail for ratings and advertising revenue, there is also competition for the best, fastest and most spectacular information. And the media works along these lines.

The daily media and agencies have in the meantime attained a pace of operation in the face of this intense competition which can scarcely be exceeded. Numerous representatives of foreign and domestic agencies, radio and television companies appear at the site of an accident very quickly thereafter, processing and updating their reports, disseminating them all over the world in a fraction of a second via satellite and special news systems.

At the same time government agencies and authorities are increasingly caught in the line of fire between the public and the media. This is indicated by everyday routine work, and is particularly pronounced in the case of major accidents. The measures taken by government authorities, relief and rescue organisations are viewed critically, while crisis management is often caught in the crossfire of public criticism.

PR experts agree that it is often not the actual crisis or managing a crisis in an operative sense which is the source of criticism, but rather insufficient communication. Communication between government authorities, relief and rescue organisations and the press and public arena are therefore taking on an ever greater importance. This is also confirmed in the case studies presented in the project (workshop 1).

That which applies to crisis management also applies in a similar manner to crisis communication: As little as possible must be left up to chance in a crisis. One has to be prepared for any and all eventualities. After all, the task in a crisis is to persuade the population to act in a certain manner, to inform those directly affected about the situation and to motivate people to help themselves, to satisfy the needs of the media and the population for information, to counteract fear and insecurity in the population, to uphold one's own image and confidence in the work one performs and to free up rescue services so that they can do their work. But rumours and speculation can also be kept in check by means of targeted information. It is obvious that the government needs to be actively involved in the information and communication process itself, and to act as the first contact partner wherever it is involved. Especially in the case of major accidents, it is becoming more and more difficult to keep the large number of media representatives in check and supply them with information. There are no "ten golden rules for information policy". Press and public relations work in crises and disasters is strongly oriented towards the respective situation and depends on the public reaction.

Dealing with the press and the sensitive public arena in a professional manner thus needs to be practiced. Basic rules on how to deal with representatives of the media and the sensitive public need to be taken into account. At the same time it is important to convey background knowledge in order to be able to react in a flexible manner to different requirements. The objective should be to make well-trained persons available for the media to act as contacts for all their questions. This applies to government ministries, but it also applies to lower-level authorities at the municipal, community and county levels.

As far back as 1999 the EU Commission initiated the major project entitled “From Emergency to crisis – a challenge for civil protection”, with the aim of examining various problems faced by the area of crisis management. One result of the project was the realisation that press and public relations work in crisis situations is a fixed element of crisis management and that the people in charge of this task need to be afforded special training.

EU crisis communication project

As a result, the EU “crisis communication” project was instigated in 2001 with the aim of developing a sample curriculum and to test the contents of such a curriculum in a sample course. The Federal Ministry of the Interior of the Federal Republic of Germany, with its Academy for Crisis Management, Emergency Planning and Civil Relief (Akademie für Krisenmanagement, Notfallplanung und Zivilschutz - AKNZ) assuming responsibility for the implementation of this project. The AKNZ received consulting from an EU working group made up of persons from various EU countries.

Here we would like to voice our special thanks to the European Commission, which supported the project financially. A special word of thanks also goes out to the core group, all of the speakers, participants and rapporteurs who contributed to the attainment of our objectives and the success of the project through their speeches, presentations and discussion.

The OBJECTIVE of the project

The objective of the project was: to develop a sample curriculum for basic training of persons working for government agencies who have to communicate with a critical press and the public in crisis situations in a strategic and professional manner. The target groups for the sample curriculum were press spokespersons, mayors/local politicians and/or crisis managers from the police, fire department, etc..

PROJECT IMPLEMENTATION

Two workshops, one test course and meetings by the EU working group (the core group) served as the basis for the results (c.f. also 2.2 “Timetable of events”). The focal points in the workshop (including the group work) along with the focal points of the test course and the contents of the provision curriculum were set out by the AKNZ with the consultative support of the EU core group. The results of the project “From Emergency to Crisis –A Challenge for Civil Protection“, which was staged in the Federal Republic of Germany in 1999, was also used in the content of the crisis communication workshop, the test course and the curriculum, however.

The first workshop provided an overview of aspects relating to crisis communication. Speakers from various member countries presented crisis scenarios from the perspective of communication with the public and the media. The presentations were used by the participants as a basis for additional discussion and work. The various perspectives, experience, findings and practice from the member countries flowed into the group work and discussions. The participants described their fields of work in the area of crisis communication as well as the objectives and content of the curriculum. In addition they defined the target groups for the sample curriculum.

The findings were then processed in a sample curriculum. In the second workshop, the participants developed proposals for the implementation of the training guidelines in group work and discussion forums, discussing objectives, contents, methods and methodological approaches. The various perspectives, experience, findings and practice from the member countries flowed into this as well.

Finally the curriculum developed in the intervening period by the AKNZ and the EU core group was tested and evaluated by international participants in the test course.

The last version of the master curriculum were processed and resolved in the following phase.

The results of the project are described in this paper.

The sample curriculum together with the seminar description, a timetable, descriptions of learning targets and detailed discussions are to be found in the first part of the paper. The second part provides an overview of the project foundations, the project structure, the results of the two workshops and the test course, presentations and handouts. The handouts and presentations can also be found on the accompanying CD.

1.

Curriculum “Crisis Communication”

The curriculum

Content, structure and purpose of the guidelines

Definition

Curriculum means a certain program for learning which is based on learning objectives. The curriculum for basic training in the area of crisis communication also contains successive information on

- (1) The target group
- (2) Description of the task at hand,
- (3) Description of the seminar,
- (4) Overall learning goal,
- (5) Learning sequences
- (6) General learning goals,
- (7) The individual topics

The sample curriculum should be viewed to be a proposal for basic training of people working at government agencies within the European Union who have to work with the critical press and the public strategically and professionally in crisis situations. Press spokespersons, mayors/local politicians and/or crisis managers from the police, fire department, etc., are addressed as target groups. The curriculum aims at providing orientation on topics, learning contents, time frameworks and learning methods in the training of target groups.

The training is a general, inter-disciplinary type of training. The objective behind the training is to convey basic knowledge and skills. The target groups are to be facilitated in contacting the press and the public arena in a crisis and to carry out strategic press and public relations work.

The curriculum is modularly structured. The individual modules are structured in such a manner as to allow them to be individually adjusted to conform to respective needs and priorities of member states. In particular it is open in terms of the time framework, the form of the presentation, analysis of case examples and the structure of practical exercises.

Ideally speaking, “basic training in crisis communication” should cover between 17 and 30 instruction modules (45-minute modules) depending upon the target group; national disaster relief schools can serve as training sites. Trainers should generally be crisis communication experts, crisis managers, journalists and psychologists (and if need be others). The detailed learning objective descriptions devote special attention to this issue.

The strategy adopted here has deliberately refrained from making a detailed description of learning objectives.

The guidelines aim at encouraging training to be carried out with different target groups. The curriculum encompasses the following aids:

- The curriculum to serve as an overview and to understanding the learning goals
- A collection of material,

Generally it is recommended to use the accompanying handouts and presentations of the test course or the relevant literature and media. If other documentation is to be used, it must be checked to make sure that it conforms with objectives. This sample curriculum attaches more value to practical use than the theoretical presentation or the lectures.

This curriculum can be expanded, curtailed or even combined with additional or more advanced courses at any time with this open-based structure. Parts can also be inserted in other civil relief seminars without a hitch.

Recommendations

> Learning contents

It became apparent in the course of the project that not all of the target groups stated above (press spokespersons, mayors crisis manager) all have to be trained the same. For instance, a mayor does not require the same training units as his press spokesperson or the crisis manager. He may be able to get by with less basic training (for instance, two days).

The learning objectives, the contents of training and the timeframes should therefore be adjusted to conform to the respective target groups involved. The following matrix has been devised to serve as an example which you can use to design your seminars.

Matrix

| Spokes- persons | mayors / lo- cal politi- cians | disaster managers / chief officer | |
|--------------------|--------------------------------------|---|---|
| 45 | | | Crisis management: introduction |
| 45 | 45 | 45 | Purpose and strategy of crisis communication |
| 45 | 45 | 45 | Basics of crisis communication |
| 180 | 135 | | Practical work on basics of crisis communica- tion |
| 90 | 45 | 45 | How the media work |
| 90 | 90 | 90 | Social / political and legal impact on crisis communication |
| 90 | | 45 | Psychological impact on crisis communication |
| 90 | | | Practical work on psychological impact on cri- sis communication |
| 180 | | 135 | Work before the crisis |
| 180 | 225 | 135 | Work during the crisis – crisis communication in practice |
| 180 | 180 | 135 | Review of crisis communication in practice |
| 135 | | 90 | Work after the crisis |
| 1350 | 765 | 765 | TOTAL (min) |
| 30 | 17 | 17 | (hours) |

| | | | OPTIONAL |
|-----|-----|-----|-------------------|
| 180 | 180 | 180 | Networking |
| | | | |
| | | | TOTAL |

45

Recommended time in minutes.

The learning contents pursue different objectives – depending upon the participants. In the following pages you will find a survey of the objectives to promote flexible use of the curriculum.

Cognitive area

Knowledge

- Knowledge of individual facts
- Terminological knowledge, definitions of terms
- Knowledge of complex interrelationships
- Knowledge of timeframes
- Knowledge of classifications and criteria
- Knowledge of modes of procedure / methods
- Knowledge of principles, generalisations
- Knowledge of theories and models

Understanding

- Informing oneself
- Understanding as translation of information
- Comparing and interpreting
- Application as use of abstractions
- Analysis of elements / relationships
- Synthesis (linkage of information from participants)

Assessment on the basis of rational criteria



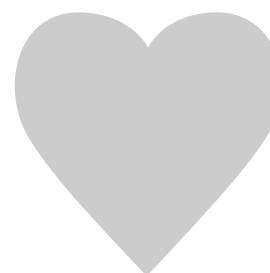
Pragmatic area

- Imitation and imitative repetition
- Manipulation, influencing processes
- Precision / capability
- Coordination with other elements
- Automation / capability



Affective area

- Observation, attentiveness
- Reaction, willingness and satisfaction
- Values, acceptance of and loyalty to values
- Establishment of a value system
- Integration of values in a *Weltanschauung*



Instruction procedures:

Instruction procedures can also be flexibly managed. Here is a general overview of the different ways to proceed once again.

- | | |
|---------------------------------------|--|
| <input type="checkbox"/> Presentation | <input type="checkbox"/> Lecture |
| <input type="checkbox"/> Simulation | <input type="checkbox"/> Practice |
| <input type="checkbox"/> Teamwork | <input type="checkbox"/> Autonomous studying |
| <input type="checkbox"/> Excursion | <input type="checkbox"/> Training on the job |
| <input type="checkbox"/> Discussion | |



> Teamwork

Teamwork – this is the conclusion of the workshop and the “crisis management” test course – enhance cooperation in the group and ensure a lively exchange of information. It is recommended that experienced participants be kept separate from inexperienced participants in the working groups. Experience can be compared more effectively in the discussions – which also boosts the learning effect, especially on inexperienced participants. Sufficient time should be devoted to the teamwork.

Media

The following media are available for structuring the classroom instruction:

- | | |
|---|--|
| <input type="checkbox"/> Interactive learning program | <input type="checkbox"/> Blackboard / flipchart |
| <input type="checkbox"/> Videos | <input type="checkbox"/> Audio |
| <input type="checkbox"/> Cameras | <input type="checkbox"/> Overhead / transparencies |
| <input type="checkbox"/> Newspaper clippings | <input type="checkbox"/> Computers |
| <input type="checkbox"/> Case studies | <input type="checkbox"/> Internet |



Seminar documents

In the test seminar the participants suggested distributing seminar papers and documents ahead of the seminar wherever possible. This will provide the participants more time to prepare for the topics and work in the classroom in a concentrated manner.



1.1 Details of the seminar

1.1.1 Seminar-Level

BASIC seminar crisis communication in the field of civil protection

1.1.2 Duration

Minimum of 3, maximum of 5 days.

1.1.3 Target group

Spokespersons / mayors / local politicians / disaster managers / chief officer (police, fire department, ...) or their deputies (in professional or voluntary functions) with no basic training in crisis communication.

1.1.4 Seminar description

Goal of course: Participants should finish the course with basic knowledge on the theory and practice of crisis communication and be able to implement this in their own organisation. Participants should also understand the importance of working with the media in a positive atmosphere and how to prepare for this in advance.

Summary of topics:

- Crisis management introduction
- Purpose and strategy of crisis communication
- Basics of crisis communication
- How the media work
- Social / cultural / political / legal impact on crisis communication
- Psychological impact on crisis communication
- Work before, during and after the crisis

1.2. Proposed time table

1.2 Proposed time table

| Duration | DAY 1 | DAY 2 | DAY 3 | DAY 4 |
|----------|--|--|---|---------------------------------------|
| 45 min. | General introduction | How the media work Social / cultural / political / legal impact on crisis communication | Work before the crisis - theory and practice | Crisis communication practical review |
| 45 min. | Crisis management introduction | | | |
| 45 min. | Purpose and strategy of crisis communication | | | |
| 45 min. | Basics of crisis communication | | | |
| 45 min. | Practical work on basics of crisis communication | Psychological impact on crisis communication | Work during the crisis – crisis communication in practice | Work after the crisis |
| 45 min. | | | | |
| 45 min. | | Practical work on psychological impact of crisis communication | | |
| 45 min. | | | | |
| | | | | Evaluation and closing remarks |

1.3.

Modules, objectives, contents

1.3 Modules, Objectives, Contents

| Module | Objectives | Content |
|---|--|---|
| General introduction: | Understand purpose of the course | |
| Introduction to Crisis management: | Understand what a civil relief crisis is. Understand the process of crisis management Understand the roles and areas of responsibility of participating agencies | Definition of crisis and crisis management How crisis management develops during a disaster Information on roles and responsibilities |
| Purpose and strategy of crisis communication: | Understand the role of crisis communication in civil relief crisis management Understand the need to have a strategy for crisis communication | Definition of crisis communication Role of crisis communication in the crisis management process Strategic approach to crisis communication |
| Basics of crisis communication: | Understand the techniques of crisis communication | Dos and don'ts of crisis communication |
| Practical work on basics of crisis communication: | Reinforce learning objectives of Day 1 | Examples of crisis communications in a real event |
| How the media work: | Understand and accept the role of the media in a democratic society. Understand the benefits of working with the media in a positive way. | A journalist's view on the role and the work of the media before, during and after a crisis |
| Social / cultural / political / legal impact on crisis communications: | Understand the local / national context of the member state in which the course is held | Content of this unit must be developed individually by member states using the curriculum. May include: Legislation on EU / national level Psychological, religious, ethical, cultural, political, technical and economical aspects |
| Psychological impact on crisis communication | Understand the psychological impact of crisis communication on different target groups | Psychological aspects of crisis communication and why it can impact on the individual and the responding agencies |
| Practical work on psychological impact on crisis communication | Reinforce learning objectives of preceding module | Examples of psychological impact of crisis communication in a real event on the persons and communities affected |

| | | |
|--|--|--|
| Work before the crisis – theory and practice: | <p>Understand the different preparations necessary before a crisis to enable effective crisis communications</p> <p>Participants understand how organisations prepare for crisis communication</p> | <p>Developing a crisis communication plan</p> <p>Interacting and networking with journalists.</p> |
| Work during the crisis - communication in practice: | <p>Learning and understanding crisis communication techniques</p> | <p>Practical training in media handling</p> |
| Crisis communication practical feedback: | <p>Participants will receive feedback on crisis communication in practice.</p> | <p>Participants will identify good and bad practice from the various interviews and press statements.</p> |
| Work after the crisis | <p>Understand the need for crisis communication after the event.</p> | <p>Participants will understand why the maintenance of crisis communication is necessary after the end of the crisis and how it is achieved.</p> |

For more detailed information, please refer to 1.4

1.4.

Detailed recommendations on individual module

1.4.1 Crisis management: introduction

Objective

Understand what a crisis is.
Understand the differences between crisis types and their consequences

- Speed and development,
- Length of the event - long-term or short-term event
- Impact on the population
- Location and the area of the accident

Understand the process of crisis management
Understand the roles and areas of responsibility of participating agencies

Content

Definition of crisis and crisis management
How crisis management develops during a crisis
Detailed information on roles and responsibilities of the responding agencies

Methodology

General overview and introduction

Aid / media

appropriate material

Duration

Approx. 45 min.

Recommendations

Course module should be developed by a professional in the field of crisis management.

Suggestions on content

- Types of crises
- Identification of differences and similarities
- How crises develop
- When a crisis is over
- Impact of a crisis on the public
- Roles and areas of responsibility on the part of authorities in charge of security
- Local, regional and national crisis management
- Structure and mode of work
- Crisis management teams
- Crisis management processes

Suggestions on methodology

Presentation and discussion

Literature / presentations / handouts

c.f. also

- The presentation & handout "Introduction to Crisis Management"
- The presentation & case studies for the 1st workshop (explosion of Enschede, sinking of the Estonia, hoof and mouth disease in Great Britain, terrorist attacks on New York)

In the annex to the Final Report

Proposal aid / media

Videos

1.4.2 Purpose and strategy of crisis communication

Objective

Understand the role of crisis communication in crisis management

Content

Definitions of crisis communication
Role of crisis communication in the crisis management process

Methodology

Presentation and discussion after the general overview

Aid / Media

appropriate material

Duration

Approx. 45 min.

Recommendations

Course module should be developed by a professional in the field of crisis management.

Suggestions on content

- Crisis management plan
- Inclusion of crisis communication in the crisis management process
- Work before, during and after the crisis

Suggestions on methodology

Presentation and discussion

Literature / presentations / handouts

c.f. also

- The presentation and the handout “Crisis communication, purpose & strategy introductory note”,
- “Crisis communication, purpose & strategy group work”
- “National manual on decision-making in crisis” from the Ministry of Interior and Kingdom Relations, Netherlands
- “Disaster Management – Rescue and medical organisation in case of disaster” from the protezione civile, Piedmont

In the annex of the final report

1.4.3 Basics of crisis communication

Objective

Understand the basic tactics of crisis communication techniques.

Content

Basic elements of crisis communication
List of the dos and don'ts of crisis communication

Methodology

Presentation and discussion
Group work

Aid / media

Newspaper articles, videos, etc.

Duration

Approx. 45 min.

Recommendations

Course module should be developed by a professional experienced in crisis communication with practical experiences

Suggestions on content

- Framework conditions in crisis communication
- Target groups
- Communicative aspects
- Crisis communication processes
- Working in the midst of chaos:
 - Procuring information
 - Proper use of communication resources and forms
 - Internal PR
 - External PR
 - Website
 - Hotline
- Crisis communication teams
- Roles, responsibilities and obligations of each member
 - Spokespersons, coordinators and staff
- Techn. resources of the crisis communication team
- Event-related crisis communication strategy
 - Determining a coordinator in charge
 - Managing flood of media questions
 - Media centre
 - Media meeting points
 - Controlling access to accident site
 - Entering the site
 - VIP visits
- Controlling rumours

1.4.4 Practical work on basics of crisis communication

Objective

Reinforce learning objectives of day 1

Content

Examples of crisis communications in a real event

Methodology

Group work on a case study

Aid / Media

Audio tapes, video, public information, newspapers, interactive case simulation

Duration

180 min max.

Recommendations

Use a recent event which is already concluded but not outdated.
Course module should be developed by a professional experienced in crisis communication with practical experience

Suggestions on content

- Working in the midst of chaos
- Crisis communication teams
- Roles, responsibilities and obligations of each member
- Techn. resources of the crisis communication team
- Event-related crisis communication strategy

1.4.5 How the media work

Objective

Understand and accept the role of the media in a democratic society
Understand the benefits of working with the media in a positive manner.

Content

A journalist's view on role and work of the media before, during and after a crisis
Identify different types of media and explain their requirements during the crisis

Methodology

Lecture and discussion

Aid / media

Appropriate materials

Duration

90 min

Recommendations

Must be a news journalist experienced with all types of media.

Suggestions on content

- Journalism and mass media
- Role of the media in society
- Social change and media
- Power of the media
- Media and financial competition
- Forms of media (private & public law)
- Types of media (radio, TV, print media and the Internet)

Literature / presentations / handouts

c.f. also

- The handout "The role of the media in a democratic society"
In the annex to the final report

1.4.6 Social / political and legal impact on crisis communication

Objective

Understand the local / national context of the member state within which crisis communications operate

Content

Content of this unit must be developed individually by member state using the curriculum. May include:
 Legislation on EU- / national level
 Psychological, religious, ethical, cultural, political, technical and economical aspects

Methodology

Lecture, group work and discussion, depending on national requirements

Aid / media

Appropriate material

Duration

90 min

Recommendations

Course module should be developed by a professional in the field of crisis management.

Suggestions on content

- National law
 - Media law
 - Criminal and civil law
 - Police / administrative law
 - Law governing disaster relief

1.4.7 Psychological impact on crisis communication

Objective

Understand the psychological impact of crisis communication on different target groups

Content

Psychological aspects of crisis communication and why it can impact on the individual and the responding agencies

Methodology

Lecture with examples

Aid / media

Appropriate material

Duration

Approx. 45 min.

Recommendations

The module should be developed by a professional psychologist currently involved in trauma work. Ideally with experience of a crisis.

Suggestions on content

- Reactions to stress
- Types of stress

- Dealing with victims
- Dealing with family members
- Dealing with helpers
- Dealing with journalists

Literature / presentations / handouts

c.f. also

- The presentation “psychological aspects of crisis & crisis communication in the annex to the final report
- The final report on the EU workshops “Psychological aspects of informing the population”

1.4.8 Practical work on psychological impact on crisis communication

Objective

Reinforce learning objectives of preceding module

Content

Examples of psychological impact of crisis communication in a real event on the persons and communities affected

Methodology

Group work and case study

Aid / media

appropriate material

Duration

90 min

Recommendations

The module should be produced by the same lecturer as the previous module using an example of a recent crisis.

1.4.9 Work before the crisis – theory and practice

Objective

Understand the different preparation necessary before a crisis to enable effective crisis communications

Participants understand how an organisation prepares for crisis communication

Content

Developing a crisis communication plan

Interacting and networking with journalists.

Methodology

Lecture, group work and discussions

Aid / media

Appropriate material

Duration

180 min

Recommendations

The lecturer should be a person well experienced with crisis communication, for example a national airline / nuclear power plant / chemical industry. Practical group work should work from a disaster scenario and identify members and roles of a crisis communication team as well as consider the different groups who would be targeted by crisis communication information.

Suggestions on content

- Risks in a region
- Elements of a crisis communication plan
 - Working with checklists
 - Agreements
 - Good and bad examples
- Organisation, technical and staff-related requirements
 - Information centre
 - Citizens hotline
 - Crisis staff
 - Communication network
- Recognising crises early on

Literature / presentations / handouts

c.f. also

- The presentation and the handout “Crisis Communication Preparedness”
- “The crisis communication plan-checklist” from Statskonsult
- The handout “Handling and communicating about risks to the public”

In the annex of the final report

- The final report by the EU workshop “Training and Information of the Public”

1.4.10 Work during the crisis – crisis communication in practice

Objective

Learning and understanding crisis communication techniques

Content

Participants will learn to produce a media statement and deal with interviews

Methodology

Practical work that allows individual training

Aid / media

Interactive case study. Full camera crew with editing and playback facilities.

Duration

Minimum of 180 min

Recommendations

The module should be developed and run by a professional television media person. Television is the most demanding media, because it addresses all the senses very pointedly.

The participants should work on the different tasks of crisis communication under instructions in an interactive case study. Lecturer should give guidance on:

- writing press releases and handouts
- giving a press conference

Suggestions on content

Press information

- Rules and notes on how to right press reports
- Telephone interview
- TV interview
- Radio interview
- Press conference

- Advantages and disadvantages
- Preparation
- Execution
- Surprise effects
- Dealing with critical journalists
- Evaluation
- Debriefing

If need be supplemented with legal foundations

Literature / presentations / handouts

c.f. also

- The presentation “Practical advice for dealing with the media”
- the “Checklist of Dos and Don’ts” in the annex to the final report

Notes

- The module was evaluated by the participants in the test as being “interesting and helpful”. Experience was collected from two perspectives: that of the spokesperson and that of the media.
- The interview training can be structured in the form of a press conference.

1.4.11 Review of crisis communication in practice

Objective

Participants will receive feedback on crisis communication in practice.

Content

Participants will identify good and bad practice from the various interviews and press statements after their own practical exercises.

Methodology

Playback and critical assessment of participants' performance during interviews and press statements.

Aid / media

Video and audio playback facilities

Duration

Up to 180 min

Recommendations

This module must be run by the same media person as for the previous module.

Suggestions on content

Appearing before cameras and the public

- Types of questions
- Answering techniques
- Dealing with bad news
- Special circumstances
- Basics of rhetoric
- Gestures
- Body talk

1.4.12 Work after the Crisis

Objective

Understand the needs for crisis communication after the event

Content

Participants will understand why the maintenance of crisis communication is necessary after the end of the crisis and how it is achieved.

Methodology

Lecture and presentation using experience from a finished crisis event.

Aid / media

Appropriate material

Duration

Up to 120 min

Recommendations

This module should be developed by a senior manager who has been involved in the recovery after a crisis and who has dealt with crisis communication problems. Advice could also be sought from a media professional.

Suggestions on content

- Analysis of information – media monitoring
- Evaluation
- Archiving

Literature / presentations / handouts

c.f. also

- The presentation “Work after the crisis”
In the annex of the final report

1.4.13 Networking (optional)

Objective

Understanding how work is successfully performed in a network

Content

Participants should assume a role in the network and contribute to successful teamwork

Methodology

Teamwork

Aid / media

Appropriate material

Duration

Approx. 180 min

Recommendations

The course module should be developed by a person working in the field of crisis management.

Suggestions on content

- Working with a crisis management team
- Working with crisis communication teams at the local, regional, national and international level

2.

Annex

2.1 Objective of the project

The general objective of the project is to create a curriculum for training government press spokespersons and managers in the area of crisis communication. The project consists of two workshops and a test run of a seminar followed by an assessment.

The object of the first workshop is to create an overview of the tasks and requirements in crisis communication within the framework of crisis management. These requirements are to be examined using case studies and comparing crisis communication in various crisis situations. The findings generated by the individual case studies are to be used to derive the target groups and contents of the curriculum in the following step.

A model curriculum is to be developed in the following phase to serve as the basis for discussion in the second workshop. The targets, methods and time units for the curriculums are to be described by the participants in the workshop in the second workshop.

Finally a model for the implementation of a seminar is to be presented in a "test run", which will then be assessed by the participants in the course, the teachers, the core group and select participants in the workshop.

General objective in contract:

"To develop, test and evaluate a curriculum for the training of press spokespersons or leaders of the disaster management authorities on the basis of

- the best practise of organising the crisis communication
- experience in dealing with the media in European countries."

Results expected from the project (according to contract)

"The result of the project should be a curriculum which can be taken by the training institutions of the member states for their formation/training of executive staff members.

It is expected that the curriculum will have central / obligatory elements which are common for / in all member states and optional elements which represent the different approaches, mentalities, regions of the European union."

2.2 Timetable of events

| | | |
|----------------------|------------------------------|--|
| January 2001: | START OF THE CONTRACT | |
|----------------------|------------------------------|--|

| | | |
|--------------------|---------------------------|--|
| March 2001: | CORE-GROUP-MEETING | |
|--------------------|---------------------------|--|

| | | |
|------------------|-------------------|----------------|
| May 2002: | WORKSHOP 1 | Summary |
|------------------|-------------------|----------------|

- Examination of case studies shows disasters are always media events
- Crisis communication assists in danger prevention, avoids confusion, provides instructions and warnings
- People who have to deal with the media must be prepared for the task and be familiar with the appropriate tools
- A network must be set up in crisis communication, and a trusting and open partnership between the crisis communicators and the media is necessary
- The development of standard training modules must take into account the differing organisational and legal systems.

Work carried out since WORKSHOP 1

- Workshop 1 Report completed and sent to European Commission
- Core Group Meeting held June 2002
- Core Group Meeting held September 2002

| | | |
|-------------------|---------------------------|---------------|
| June 2002: | CORE-GROUP-MEETING | Issues |
|-------------------|---------------------------|---------------|

- The target group for the training curriculum and preconditions for their acceptance
- The general objectives of the training curriculum
- The general contents of the training curriculum
- The training methods that could be utilised
- The structure of Workshop 2

| | | |
|------------------------|---------------------------|---------------|
| September 2002: | CORE-GROUP-MEETING | Issues |
|------------------------|---------------------------|---------------|

Confirmed the project milestones as set out in the contract:

- Workshop 2 on 14 to 17 November 2002
- Core Group Meeting in December 2002
- Briefing for Test Course lecturers in February 2002
- Test Course in March 2003
- Core Group Meeting March 2003
- Produced structure for Workshop 2
- Identified and developed data to be given to the workshop delegates before Workshop 2
- Identified and developed documents to be given to delegates during Workshop 2
- Developed the Test Course details ; number of participants, observer numbers and duration
- Developed selection criteria for participants and lecturers
- Developed outline programme for next Core Group meeting

| | | |
|-----------------------|-------------------|----------------|
| November 2002: | WORKSHOP 2 | Summary |
|-----------------------|-------------------|----------------|

Aim: To develop a standard curriculum for training press spokespersons etc. including_

- subject and content area
- lesson objective and module length.
- Training method and audio/visual media
- Information sources
- Evaluation system
- Determine which target groups should be addressed by the training course

Work carried out since WORKSHOP 2

- Workshop 2 Report completed and sent to European Commission

| December 2002: | CORE-GROUP-MEETING | Issues |
|--|---------------------------|---------------|
| <ul style="list-style-type: none"> - Confirmed the test course details: Number of participants, lecturers, observers and course duration - Confirmed the selection criteria for participants and lecturers. - Produced the course timetable - Detailed the briefing for the test course lecturers. - Identified the test course evaluation format | | |

| February 2003: | TEST COURSE BRIEFING | Issues |
|--|-----------------------------|---------------|
| <ul style="list-style-type: none"> - introduction of the participants - presentation of the results of workshops I and II - presentation of the intended areas of work - preparation of the test course - produced the course timetable - checking possible doublings of the contents - preparing the case study for different media types - preparing the group work "legal, social, political framework" - preparing crisis communication in practice - selection and preparing the 2nd case study - preparing the crisis communication team work - summary and evaluation of the results | | |

| March 2003: | TEST COURSE | Issues |
|--|--------------------|---------------|
| (combined with 5 th CG meeting) | | |
| <ul style="list-style-type: none"> - presentation of the results of test course - Checking results of internal evaluation - Checking the comments of the participants, lecturers and observers - Consequences for the curriculum | | |

| June 2003: | CORE-GROUP-MEETING | Issues |
|--|---------------------------|---------------|
| <ul style="list-style-type: none"> - Checking results of internal evaluation - Checking the comments of the participants, lecturers and observers - Consequences for the curriculum - Further work for the curriculum - Constructing the Final Report | | |

| September 2003: | FINAL REPORT | |
|------------------------|---------------------|--|
| | | |

| October 2003: | END OF PROJECT | |
|----------------------|-----------------------|--|
| | | |

2.3.

Summary of results of WS I and II

2.3.1 Report on the 1st Workshop

May 2 through 5, 2002, in Bad Neuenahr-Ahrweiler

2.3.1.1 The Objective of Workshop 1

The objective of Workshop I was to define the role of crisis communication within crisis management and crisis in general and to specifically describe the task of a crisis communicator / press spokesperson.

To reach this goal reason for selection

To reach this goal, a number of real crises were analysed and the workflows as well as the communication processes in the specific type of crisis were highlighted. The following examples were used:

- Explosion in Enschede (NL)
- Sinking of the Estonia (S)
- Foot-and-Mouth-Disease in Great Britain(GB)
- Terrorist attacks on New York (S)
- Train accident of Eschede (D)
- Reactor meltdown (ES)

Lecturers (either involved in practical work with crisis communication or specialists, from EU member states) gave account of the individual crises.

Then different stages of group work took place in which the respective events were contrasted and compared. In the first stage, lessons learned from the individual scenarios were to be extracted and similarities and differences were to be defined. This stage produced an impression of which developments crises and catastrophes can take. Then, the workshop participants developed a catalogue of requirements for authority crisis communication which in stage 3 resulted in a requirement profile for crisis communication training courses.

Participating countries

Participants took part in this workshop from the following countries (In alphabetical order):

| | | |
|---------|-------------|----------------|
| Austria | Italy | Spain |
| Denmark | Netherlands | Sweden |
| Finland | Norway | United Kingdom |
| Germany | Portugal | |

2.3.1.2 Summary of the results

1. The lessons drawn from the various scenarios were as follows:

There are features typical of special events or disasters.

- Speed and development,
- Length of the event - long-term or short-term event
- Impact on the population
- Location and the area of the accident,
- The joint impact of time and place

No matter whether there is a build-up to the crisis or they occur suddenly, or whether they are spatially restricted or affect a large area; whether people are affected or not – the question of crisis communication within crisis management must be addressed in all countries and scenarios. The range of communications tools is at the same time wide-ranging. Crisis communication is an important part of preventing danger.

2. List of requirements applying to crisis communication

The factors applying to successful crisis communication could be broken down into five different categories:

1. *Rapid analysis:*

This means the analysis of damage events and risk. What happened where? How many people were affected and how many were injured?

2. *The strategic level*

This means who, what, when and where. This requires appropriate arrangements and legal framework. An important factor in the formation of crisis teams is the question of responsibility. Who makes the decisions? Who is responsible for what?

3. *One's own skills*

Knowledge and skills of the team and leadership are of crucial importance

4. *The technical level*

This is a question of capacities. What type of infrastructure is available? What resources can be used? What technologies are available? What can already be organised ahead of time?

5. *The network*

Contacts must be established and supported in good time. Tasks must be coordinated by the leadership, other actors involved and the media.

For this reason stringent demands are made of communicators. They must be able to use the tools throughout the entire range of crisis communication. Both an understanding of journalism as well as structures involved in counteracting dangers and the political decision-making process are basic requirements here.

3. Requirements profile for training courses

People who have to contact the media or the critical public in crisis situations must be prepared for their task in a broad manner. At the same time it does not matter whether these are press spokespersons, local rescue teams or even policy makers. All of them have to be trained on the same broad scale and in a manner conforming to the attributes of the target group. It is only in this manner that they will be able to react to crisis situations flexibly and in an appropriate manner.

With regard to the **objective**, training courses need to be adjusted to conform to organisation levels: the local level, the regional level, the national level or ministerial level. Not only press spokespersons and crisis managers need to be included in the strategy – managers and specialists also need to be involved.

Theory, practice and training accordingly need to be included in the training courses. The focal point of the training should be on actual practise.

General Objectives are:

- crisis situations
- the target group
- coping with crisis
- the political context
- risks in a region
- crisis management
- correct application of communication resources
- the communication resources required
- procedures in a crisis
- the legal framework
- staff requirements
- understanding of psychological effects
- understanding of how to control rumours
- understanding of the danger of contradictions and incorrect statements
- understanding of “how” it functions

2.3.1.3 Agenda of the actual workshop

The course of the actual workshop has been broken down as follows and the case studies listed in accordance with the results of the constitutive core group meeting:

| | | | |
|----------------------------|--|----------------------------|---|
| Thursday, May 2 | Arrival Reception by the Federal Ministry of the Interior | Saturday, May 4 | Case study “Terrorist attacks on New York” Case study “Train accident of Eschede” (D / Mr. Lindenberg) Case study “reactor meltdown” (SP / Mr. Moral) |
| Friday, May 3 | Disasters and the media Case study “Explosion in Enschede” (NL / Ms Stroj-Steerken) Case study “sinking of the Estonia” (S / Mr. Jörle) Case study “Hoof and mouth disease in Great Britain “ (UK / Mr. Hudson) Excursion | Sunday, May 5 | Workshop work part 1 Continuation of the workshop Presentation of the results of the group work Final summary |

2.3.1.4 Summary of group work results

1. The lessons drawn from the various scenarios were as follows:

Group 1: Group 1 identified features typical of special events or disasters.

- Speed and development,
- Length of the event - long-term or short-term event
- Impact on the population
- Location and the area of the accident,
- The joint impact of time and place

Speed and development:

Estonia, Enschede, New York, nuclear accident – these are all events which appeared suddenly. The Estonia sank all of a sudden. The explosion happened spontaneously. There were no long-term developments. The same applies to the train accident: After the train derailed, there was a chain reaction. The same thing happened in New York. In the case of a nuclear accident the event appears all of a sudden – there is no slow build-up.

The situation was very different with hoof and mouth disease. It broke out and then developed. It was first of all a local event, but then turned into an event which affected the entire U.K..

Duration of the event:

In the case of the Estonia the event was of short duration. The ship went down, and the accident was over for the time being. The same applies to Enschede. It did not last for a long time. The impact varied, however. In Eschede there was the event and then it was over immediately as well.

New York, nuclear accidents and hoof and mouth disease were all of a more long-term nature in terms of their impact.

Location and area of the accident:

The Estonia accident took place on the high seas. The ship sank very quickly. The areas affected were small. The train accident was similar to New York: both were very horrific accidents, but the region affected was limited and very small. With a nuclear accident and hoof and mouth disease the situation is different. Here all of Great Britain was affected. In the case of a nuclear accident the dimension is not foreseeable.

The impact on the population:

The group had different views here. In the case of the Estonia the impact was relatively limited because only a certain part of the population was affected, and that in a different manner. The fact that people who live on the sea are better able to deal with ship accidents than people who live inland was also discussed. There were many people affected, and a lot of surviving relatives. The train accident in Eschede actually had no impact on the population. Here it was mostly the Deutsche Bahn AG and its subsidiaries which were involved.

In the case of hoof and mouth disease a certain part of the population was very affected. Nevertheless various countries were involved, so it had to be determined who was responsible. The explosion in Enschede also had an impact going beyond the Netherlands.

Time and place:

It was terrible in the case of the Estonia. It was a very stormy night. The location right in the middle of the Baltic was also dreadful.

Enschede: The accident took place in a residential area. But the people affected were lucky in spite of everything: it was a holiday, it was pretty weather, many people were not at home. More people could have been affected.

The train accident occupies the lowest level. In terms of time and also place. There could have been a collision between two trains in a residential area.

New York: The time was actually not so critical in New York. More people were at home eating breakfast than were in their offices. A large number of people were killed on the site, however. The case of nuclear accidents was not explored any further. In the case involving hoof and moth disease, the entire United Kingdom was affected, but it could have been worse. Hoof and mouth disease could have spread to continental Europe.

Group 2: Crises are never really comparable in the opinion of group 2. Nevertheless they do share some common features: they often develop suddenly and are unexpected. But some of them – especially the risks – can be seen ahead of time.

Group 3: Terrorist attacks, train accident, nuclear accidents, all these are events which happen suddenly and unexpectedly. In spite of this they are completely different; they occur differently, are of different duration and even claim different numbers of lives.

Without a doubt, the most unusual event was hoof and mouth disease. It lasted a very long time and its scale and result were extremely unpredictable. Everybody was uncertain as to the outcome for several months. Nobody knew when the next case would break out. Hoof and mouth disease led directly to a massive, direct interest on the part of the media. Locally in order to serve people living in the countryside, and nation-wide, because the epidemic could continue to spread and internationally, because we are a global community and everyone sympathises.

One similarity in the crises was the search for the culprit. But the basic skills required in crisis communication were also similar.

2. List of requirements applying to crisis communication

Group 1: Group 1 felt that the factors applying to successful crisis communication could be broken down into five different categories:

Rapid analysis:
This means the analysis of damage events and risk. What happened where? How many people were affected and how many were injured?

The strategic level
This means who, what, when and where. This requires appropriate arrangements and legal framework.

One's own skills
Knowledge and skills of the team and leadership are of crucial importance

The technical level
This is a question of capacities. What type of infrastructure is available? What resources can be used? What technologies are available? What can already be organised ahead of time?

The network
Contacts must be established and supported in good time. Tasks must be coordinated by the leadership, other actors involved and the media. Solutions to conflicts can always be solved if there are solution models which are accepted and used by everybody. During a crisis there are a lot of parties involved who would not normally work together. If there are conflicts a way must be found to solve these conflicts quickly and efficiently.

Group 2: Group 2 established that the crisis teams need to be specially prepared for their tasks.

An important factor in the formation of crisis teams is the question of responsibility. Who makes the decisions? Who is responsible for what?

Capacities

Appropriate capacities must be available. Infrastructure, technical equipment, and staff reserves. At the same time it is good to know who one can rely on when one needs help and who has what information. Crises often occur suddenly and there is then no more time to try to contact the right people. Each and every action has to be the right one.

The communications resources must be prepared. Call centre and websites are only a few examples of the large-scale preparation measures required.

Information strategy:

This is of decisive importance to overall communications. As crises can often not be seen ahead of time, the situation must be addressed in an appropriate manner.

Crisis communications should be

- open
- considerate
- sensitive
- controlled, observation.

Monitoring:

One of the main objectives in crisis communications is to maintain the trust and confidence of the public. It is therefore important to carry out "opinion research" on a continuous basis in the crisis communications process and to then adapt the strategy.

Group 3: Various events develop very quickly following the direct accident to turn into a focal point of attention. Everywhere.

So people are needed who can deal with such situations. People who are able to keep cool, think ahead and react correctly.

The requirements which apply to crisis communications must therefore be clear:

- What is the purpose?
- Who is in charge?
- What is the main message?
- What is to be achieved?
- How is this to be communicated to the press?
- When should it be communicated to the press?
- What are the actual needs of the population?

It is not always that simple, as the situation can change quickly.

Experienced staff

It is important to have experienced staff and press specialists who really know how to communicate with the press. In an emergency there may no longer be an opportunity to learn. Just like one cannot send an untrained fireman to a fire, only press specialists should be used who have experience in the field of practice. These people should be able to meet the needs of a crowd of journalists hungry for information.

Internal communications

Internal communications is assigned an important task: The people in charge must say to the press spokespersons what measures are planned. The press office needs to be fed information constantly and this information must be prepared. Finally, all this information needs to be disseminated.

Feeling

It is important to have a feeling for the reaction of the target group in order to prevent speculation and rumours. After all, this information has to be processed.

Timing

The timing is also important. Here it is important to select the right point in time for the information.

Logistics

Not all technical communications resources can be used in a crisis, either. With cell telephones, for example, there are still so-called "black points" where there is no radio contact. It is therefore necessary to make decisions quickly: What site is available, with what facilities and what technology. Here advance planning can definitely provide good services.

Emergency plans, address lists and checklists are also no doubt helpful in a crisis.

3. Requirements profile for training courses

Group 1:

Group 1 presented three key words for the training units which the group believed to be important:

- the objective
- interaction
- and integration

With regard to the **objective**, training courses need to be adjusted to conform to organisation levels: the local level, the regional level, the national level or ministerial level.

More persons should be made responsible in order to bring about positive **interaction**.

Not only press spokespersons and crisis managers need to be included in the strategy – managers and specialists also need to be involved. Theory, practice and training accordingly need to be included in the training courses. The focal point of the training should be on actual practise. This route can be opted for taking advantage of modern educational resources.

As many people as possible should be part of the training programme: press spokespersons, leaders, politicians and specialists. They all deal with the creation of emergency plans in their everyday work.

The group should first reflect on what knowledge needs to be conveyed:

- crisis situations
- the target group
- coping with crisis
- the political context
- risks in a region
- crisis management
- correct application of communication resources
- the communication resources required
- procedures in a crisis
- the legal framework
- staff requirements.

The group then listed some fields of training:

Procurement of information:

The key issue here is: Where do I get my hands on this information? From statistics, or from the government? What dangers do I actually face in my field? And the focus always needs to be at the regional level.

The legal framework:

The respective fundamental rights, media law, but also police and administrative law.

Equipment:

Is a citizens' hotline required, or loudspeakers, laptops, e-mail, fax, or rooms? And especially important is: where do we get the money?

Tactics:

Here exercises should be carried out where the participants are called upon to carry out certain tasks. Responsibilities also need to be clearly demarcated in the case of crisis communications.

Contacts:

How do I come into contact with the media, political arena, companies and associations?

Group 2:

Press spokespersons

With regard to the persons in charge of the press, it is important to have as much information as possible. Persons in charge must be in contact with as many persons as possible. They have to set up a true network. Here trust and confidence in the network is a basic requirement. The right training partners have to be available to practise this.

Information staff

These are all very general things for the information staff. They must be flexible and good enough to react to all requirements. The needs of the people affected, journalists and the general public should be taken into account in a balanced manner.

This makes it clear that there needs to be a distinction made between the press spokesperson and the support team which tackles, e.g. the organisational part of a press conference.

Group 3:

The group described the requirements profile with

- skills and know-how
- keeping cool
- understanding of psychological effects
- understanding of how to control rumours
- understanding of the danger of contradictions and incorrect statements
- understanding of "how" it functions
- tailor-made news

A press attaché must be part of the team and know how rescue functions at the political level. It is also important to know how the press functions. At the same time it should be taken into account that the media does not function in the same way in every country.

The group was of the firm opinion that crisis communication can only be performed by professional staff.

2.3.1.5 Case studies

2.3.1.5.1 “Explosion of Enschede” (NL / Ms Stroj-Steerken)

Result:

A fireworks factory exploded in Enschede, the Netherlands, on May 13, 2000. 22 persons, 4 of whom were professional firemen, died in the explosion. More than 1,000 persons (mostly people living in the vicinity) were injured by the explosion and its aftermath in this city, the tenth largest in the Netherlands. 10,000 people had to be evacuated from their houses. An entire residential area was levelled.

The fire department was called during the afternoon to deal with a fire at a fireworks factory. While attempts were being made to extinguish the fire (these efforts commenced immediately), a fateful explosion occurred. Shortly afterwards three gigantic explosions shook the area. Balls of fire towered in a dense smoke cloud into the sky. The detonation destroyed entire trolleys travelling in the direct vicinity. Buildings were severely damaged even one kilometre away. Many onlookers had surged into the area where the firemen were trying to put out the blaze. The explosion caught them by surprise.

1,675 fire-fighters and other helpers were working at the site. The explosiveness of the event was reflected in the media. Even today the media continues to report on the accident and its aftermath.



Media situation:

Numerous representatives of the media gathered at the site directly after the accident. Around 600 journalists were counted in the city of Enschede already before 6:00 p.m..

300 people were still missing at the beginning. The first enquiries lodged by the media thus concentrated on the number of victims. No hard statistics could be provided on the number of fatalities and missing even after 5 days had elapsed. This led to confusion in reporting by the media.

Reports in the media went through different phases: during the first few days, a lot of praise was directed at the rescue workers on site, but in the following weeks the reporting became increasingly critical: questions were raised about responsibility, licensing issues, investigations into the work of the rescue teams, psychological support and compensation of victims.

The media constantly resurrected the event over a period of several months. The search for who was to blame was always a topic of public discussion. Two members of the city council who were responsible for licenses had to resign due to public pressure. It was also discussed in public whether the mayor of Enschede should be dismissed following the publication of the investigation report. A survey indicated, however, that the popularity of the mayor had increased steadily.

Communications strategy:

In the first few hours following the explosion there was still no central contact site for the media. Although an information department with 4 staff members had recently been set up in the city, they were only responsible for marketing the city and not trained in crisis communication. A task force with experienced communications experts maintained by Dutch municipalities finally arrived to support the local team. It split up its information work into 4 areas:

1. Policy and strategy unit
2. Press team
3. Team for the public (call centre, website design and information office)
4. Internal information of the staff

60 press officers were involved in crisis communication the first week and 40 press officers the second week. They were appropriately equipped.

Here are the results of their work:

- A press conference was held at the beginning of each hour (to ensure that everyone was supplied with the same information)
- More than 200 press releases were issued
- 2000 interviews were held
- 10,000 questions were answered by telephone
- 200 journalists were led to the accident site
- 6.6 million hits were counted on the Internet site

The team answered questions in the media for more than one year. The municipal government did everything it could to learn from its mistakes following initial start-up problems. It also constantly emphasised this in the press meetings and information provided to the press.

Findings

The goal of crisis communication has to be to manage information work centrally. A direct contact for journalists has to be created right away in the initial hours following the event. It is important that the media be informed in a manner which is

- open
- reliable
- timely
- complete and
- active.

The party providing the information requires the following conditions to do this:

- constant availability
- good information
- a high level of trust and confidence
- integration in the communications policy.

A good press officer frees up the rescue teams and people in charge so they can do their jobs. The press officer needs to be able to recognise what the public needs and keep in constant contact with the media and the population. A press officer also needs to establish networks and assess journalists.

Special attention needs to be directed at local journalists.

2.3.1.5.2 “Sinking of the Estonia” (S / Mr.Jörle)

Event:

The Estonian Baltic ferry "Estonia" (15 556 gross registered tonnes) sank on September 28, 1994 with almost 1,000 people on board off the southwest coast of Finland. 852 people drowned, while 137 survived the worst ship accident in post-war European history. According to enquiries by an international commission, the bow gate of the 144-meter-long ship was built too weakly and incorrectly mounted, which made it prone to breakage in heavy seas.

The last voyage of the Estonia began at 7.00 p.m. on September 27, 1994, when it put out of the port in Tallinn, Estonia and set course for Stockholm, Sweden. The first problems developed shortly after midnight: Water penetrated into the ship in the area of the bow, filling the hull of the ship with water within a few minutes' time. Two minutes after the first MayDay call was received, radio contact stopped. The Estonia disappeared from radar screens about half an hour later, around 0.50 a.m.. The first rescue ships arrived at the site of the accident an hour after the Estonia went down. Rescue efforts were severely hampered, however, by the very heavy seas. A total of only 139 people were able to be saved that night. Two of them died shortly thereafter. 93 people were taken from the water dead and 757 people are still missing. A large number of these women and men were caught by the accident asleep in their cabins.

There were incidentally two disasters associated with the ship accident. The first one was when the ship sank, and the second one came one day later when the three prime ministers of Estonia, Finland and Sweden decided to form a joint investigatory commission into the accident. They announced their decision at a press conference held at police headquarters in Abo/Turku. The Prime Minister of Sweden also assumed an obligation to raise the ship. This led to complications and contradictions.



Media situation:

The media began reporting the accident already within one hour after the rescue measures had commenced. Reports were very different at first, however. This was for one thing due to the fact that the respective countries involved were pursuing different interests with regard to information:

| | |
|---------|--|
| Sweden | had lost the most human life. The route was also dependent on Swedish financial interests. |
| Finland | had licensed the ship and co-ordinated the search and rescue measures. |
| Estonia | was responsible for the ship and the investigation into the accident. |
| Germany | had built the ship. |
| France | had approved the ship under a French classification scheme. |

Media reporting on the accident followed a familiar pattern:

- first compact reports with all the facts and details,
- then descriptions of the work,
- finally came a critical analysis of the overall event.

The Estonia disaster was also characterised by 3 factors which had a very significant impact on the reporting:

1. There was no disaster site which could be visually witnessed.
2. There were very few possibilities of following the rescue measures.
3. Most of the victims could not be recovered from the sea.

Especially points 1 and 3 had an impact on the public discussion and reporting in the media.

A lot of attention was devoted to the fact that the victims were not only dead, but also missing. At the beginning the Prime Minister of Sweden, who has in the meantime resigned, promised that everything in the government's power would be done to send divers to the shipwreck, recover the victims and bury them on land. This strategy was later abandoned in favour of a different approach. A huge grave was to be created for the entire shipwreck on the bottom of the sea with the aid of a concrete sarcophagus. But this new strategy was once again injurious to surviving relatives. Aside from a few promises, nothing was ultimately done.

Communications strategy:

Crisis communication was not attached any particular importance. There were no professional PR teams. Each country had a different information policy with regard to the event. It was difficult for those in charge to co-ordinate the information work of the three countries. Each land pursued its own interests regarding information. The local police in Turkum understood the nature of the media work well in Finland. They set up a press centre at the police station there which was open 24 hours a day.

Findings

- Trust and confidence in the government, politicians and the shipping company declined in the wake of the event. If professional, centrally co-ordinated crisis communication had taken place, a lot of communications mistakes probably would not have been made.
- The results of the investigative report were questioned by the important target groups, in particular by the relatives of the victims. Many relatives of the victims experienced no relief when it was announced what was to happen with the wreck. This unleashed a year-long discussion.
- The broad goal of the three countries in the investigative commission should have been to gain public trust and confidence in the examination of the disaster. The most important target groups at the same time were supposed to be the relatives of the victims.
- The communications disaster could have been avoided if measures had been taken to build trust and confidence. Communications guidelines and professional communicators could have made a contribution here.
- Communication should have been a core task of the investigative commission. No professional liaison took place between the work of the commission and the media. The media work was dealt with differently in each of the three countries.
- The commissioners leading the official investigation into the accident (these were not people from the government) from Sweden and Finland always enjoyed positive coverage by the media and a high deal of trust and confidence. It was not in their interest to have the special investigation put in question.
- If the investigatory commission had proceeded in a circumspective manner with all of the measures it was involved in, many things would have developed differently: Just to take the action of one Swedish expert as an example here: He threw a heavy part of the ship which had been recovered from the shipwreck back into the ocean. This individual action was constantly cited by the media over a period of years.

2.3.1.5.3 “Hoof and mouth disease in Great Britain” (UK / Mr. Hudson)

Event:

This was the biggest crisis in Great Britain for more than 50 years: The break-out of hoof-and-mouth disease. About 50 animals became ill with the virus every day. Up to 4 million hooved animals fell victim to the disease. Cattle, pigs and sheep, but also wild animals had to be slaughtered. The virus can be transferred even through superficial contact with animals, clothing or car tires. It was harmless for humans, however.

Drastic measures had to be taken to confront the virus. Access was blocked to huge stretches of the countryside. Hunts, horse races and car rallies were cancelled along with international rugby matches and military exercises.

The government in London reacted quickly and resolutely to the epidemic. Agriculture and a host of other industries still had to face calamitous losses.

The economic situation was dramatic. The fight against the epidemic as expensive and time-consuming: farms, vehicles and farm implements had to be carefully disinfected. In contrast to the BSE cattle, the destroyed animals were burned directly at the farms in order to prevent the disease from spreading more. Pictures of these pyres appeared as symbols condemning industrial agriculture in the eyes of the public and policy-makers. The *Financial Times* referred to a “sick industry”.



Media situation:

The epidemic was reported on nationally and internationally. The event was a topic of public attention for a considerable period as well.

Communications strategy:

Communication was of extreme importance with regard to hoof and mouth disease. Especially due to the speed at which the epidemic spread. Farmers, the public and the media had to be informed as quickly as possible. Communication took place externally and internally.

The British government set up a supervisory instruction unit which co-ordinated all communication with all areas. This made it possible to ensure a uniform information policy right from the outset.

The objectives of the Department for Environment, Food & Rural Affairs (DEFRA) were:

- to disseminate information
- to demonstrate openness
- to issue clear statements
- to provide access to information
- to involve persons who helped to pass on information to bring the epidemic under control.

The internal target groups where to be assisted were:

- regional authorities and their personnel
- government departments
- staff at the ministries

External target groups included:

- the general public
- farmers
- veterinarians
- interest groups
- tourists

Government press centres were assigned a key role in communication. The local media were able to be taken care of from here. Moreover, there were a large number of communication tools available.

Interest groups such as the national agriculture community and the British Association of Veterinarians were also of tremendous importance in dealing with crisis communication: They helped develop a communication strategy and support the DEFRA's communication strategy with their own communication channels (e.g. internal company/organisational journals, websites and member information).

This allowed the crisis to be confronted with a broad-scale campaign.

Website

The DEFRA website assumed a key role in the communications mix:

The website contained

- a list of infected areas (updated on a daily basis)
- details on the infected animals and areas where infection rates were lower
- details on the illness and its symptoms
- advice for farmers, local authorities and local interest groups
- advice for rural inhabitants
- tourist advisories
- links to relevant websites

Hotline

The telephone hotline was another important communication instrument. Experts were available on the hotline around the clock seven days a week. At the height of the epidemic more than 10,000 calls per day were received at the information office.

Press service

The press was kept up to date at all times: Press information was distributed on a daily basis. The press staff worked around the clock seven days a week. They used government statements and prepared special topics. Regular statements were issued by ministers and experts. In addition to the media, the press centre also distributed its information to ministries, veterinarians, national and regional specialists.

Videos

100,000 videos with information on hoof and mouth disease were sent to the farmers.

Interest groups

Direct contact was created with interest groups (e.g. representatives from agriculture and the food industry, veterinary organisations, freight forwarders and local authorities and organisations) from a wide range of areas. Meetings chaired by ministers were held in the first months. This ensured that those who were most affected remained informed.

Internal groups

The parliamentary minister of agriculture issued regular declarations in the House of Lords. Ministers and civil servants worked in parliamentary committees and in the affected regions.

Advertising

A national advertising campaign was initiated in the agricultural press and the regional media. A broad array of topics was addressed here: political topics, topics relating to biological safety and the illness itself are only a few examples.

Research on impact of the media

In order to check whether the communication efforts of DEFRA really had an effect on the target groups, an independent research institute was appointed with the aim of capturing and assessing the opinions of farmers and the public. The objectives of this research were to find out how well people understood hoof and mouth disease, opinions, and reactions to various politicians.

Findings

DEFRA wanted to generate an understanding and a feeling for the questions being addressed by the public and the parties affected. Research indicated that the people thought about how to approach hoof and mouth disease. Research produced findings on what has to be communicated in order to calm people down more. Information sources were overwhelmingly the national media, particularly television. Graphic depictions of dead animals being burned on pyres had a devastating impact on the public consciousness on a recurring basis. Awareness and the personal involvement of people with the disease were much higher than with any other event.

In infected areas there were different stories as to how the outbreak of the epidemic occurred. People believed that information was being withheld. This led to a lack of trust and confidence. The government also aroused considerable animosity.

MAFF and DEFRA made efforts to contact the farmers and ensure that they had access to the most up to date information. A wide range of communications resources were used here: regular information, advertising, websites and a hotline were the main elements.

Conclusions:

- The task is to ensure that interest groups, the public, the media and other interested parties are informed about the general objectives, resources and progress in overcoming the crisis.
- All kinds of different communication resources were to be used: press, advertising, websites, information letters, information on the respective target groups, telephone hotlines and other.
- Regular press instructions and instructions on the part of everyone involved helps in comparing information to see what is most important.
- Observing media developments every day helps to adjust instructions and activities to suit needs.
- The ongoing assessment of the effectiveness of communication is a good “insurance policy”

2.3.1.5.4 “Terrorist attacks on New York” (S / Ms Modh)

Event:

The hardest and longest stint ever worked in the history of New York rescue services began on September 11, 2001, shortly after two passenger planes commandeered by terrorists flew into the twin towers of the World Trade Centre in New York. During the biggest rescue mission that a fire department was ever involved in, more than 343 members of the fire department and police lost their lives in a matter of minutes.

The collapse of the World Trade Centre is unique in the history of peace-time disasters both in terms of the respective building complex (two of the tallest skyscrapers in the world) as well as the number of fatalities (about 3000 people from 83 countries).



Media situation:

Millions of viewers were able to follow the event live on television, witnessing how the two planes crashed into the towers of the WTC, finally causing their collapse. The immediate presence of the media was never as evident as at these moments. Conference links to all television broadcasters allowed reporting to take place as events unfolded. The pictures have become ingrained in the minds of people in perpetuity.

Communication strategy:

The task of the information team prior to September 11 was to support the OEM in its operations: the team had worked in storms, aviation accidents, fires, floods and other events.

After a plane accident was first reported, the bitter truth that it was the work of terrorists soon became clear. The information work was very difficult for the information centre which directly commenced with service.

After the southern tower of the World Trade Centre collapsed and the dimension of the event became evident, the information work took on a very special importance. Lots of lives had been lost, but panic had to be prevented.

The northern tower collapsed at 10.28 p.m. and the emergency centre including the press staff which had been set up in building 7 of the WTC had to be evacuated. The crisis communication work was temporarily interrupted. New rooms were moved into at the police school and communication was re-established. The information link system took on a special importance when traffic came to a standstill in south Manhattan. Information on roadblocks was provided via the centre. A linkage was set up to the transportation authorities.

Reporting was around the clock. A recovery plan was also used in the first 24 hours. A call centre at the 13th (WNET) television studio was set up. The call centre took charge of establishing contact to family members, providing information, aid and answering questions. Room was required for 30 telephone staff, fax devices and telephones.

The information centre began using tickers and electronic boards at Times Square to disseminate information during the night of September 11. The numbers for disaster hotlines, current news and other information was shown there.

The media gathered together near the site of the disaster on Greenwich and Warren Street in New York City, hungry for information. There the media could be prevented from getting in the way of the search and rescue work. Access of the media to the damage area was restricted for security reasons. Co-ordination between the JIC and the media was crucial in this phase.

The OEM prepared information within 24 hours of the attacks. Media pools had in the meantime reduced the traffic jams in the rescue areas, providing an even flow of information. Media pools at the sites were especially useful where there was not enough equipment.

The JIC set up on September 12. The OEM with its 30 press spokesmen (PIO) from all relevant municipal authorities commenced with its press work. Needs were now able to be met around the clock. A room with the required equipment (computers, televisions, faxes, video recorders, etc.) was found for the press. An appropriate communications system allowed the JIC to initiate direct contact with the fields of operation. This was useful in slowing down the rumour mill.

The EOC then moved to pier 92 on the west side of Manhattan. A new journalist information centre was set up. A new press centre was also set up some distance away from the mission site. The media had its own entry area at this centre and the representatives of the media were also supplied with food and beverages. CNN, Fox and NBC put together a satellite pool to record the press conferences.

Mayor Guiliani, Governor Pataki and President Bush visited the rescue site on September 14. The JIC co-ordinated the VIP area and PIO's supported the entourage and the media work.

Findings

It is important to know ahead of time what resources are available and how well co-operation works with the media. It is oftentimes a high-wire act co-ordinating the rescue and recovery work with the needs of the media. The 24-hour news reporting constitutes a special challenge.

2.3.1.5.5 “Train accident in Eschede” (D / Mr. Lindenberg)

Event:

101 people died on June 3, 1998 in the worst train accident in the history of Germany in Eschede, Lower Saxony (county Celle). 88 people were injured, some critically. At about 10:59 the Intercity express 884 “Wilhelm Conrad Röntgen” derailed at a junction while travelling 200 km/h. The rear part of the train slammed against a road bridge which then collapsed, burying part of the train underneath it.

The cause of the accident was a broken wheel. More than 1,800 helpers were at the site. The men and women found corpses disfigured beyond recognition. The images of the inferno were sent around the world.



Media situation:

More than 250 representatives of the media from all over the world came to the site in Eschede. Numerous calls were received at the press office of the police station in Celle and at the *Landrat's* office. Numerous press spokespersons were preoccupied pretty much day and night in giving interviews. The train accident in Eschede dominated news reports on TV and radio for weeks.

The question of who was to blame, the situation at the accident site, the number of victims and the progress in rescue and recovery operations were the main focus of questions. In addition, there were also questions about bridge constructions, but also requests to contact partners to also search for family members.

Communications strategy:

The police office in Celle set up a joint press office for the police, border guards and the local government where those in charge of the mission were working in order to deal with the large number of press spokespersons at the site. Lots of equipment was also available. This helped satisfy the especially great need for information during the first 24 hours.

At the same time a press office was set up at the county government. In this manner press spokesmen with stationary fax devices were able to be supplied with current information at pretty much the same time. This required constant co-ordination with press spokespersons, however. The behaviour of the press spokespersons towards the media was constantly compared in discussions of the situation and by telephone. This ensured a uniform information policy.

Press conferences with those in charge and politicians rounded off the information policy of the mission staff. Tours on site of the accident were also organised for representatives of the media on two occasions.

Findings

- The flow of information needs to be guaranteed by using all of the communications resources which are available nowadays: in addition to the radio and fixed network lines, cell radio phones from different network operators need to be kept at the ready in sufficient numbers. Especially here there have been breakdowns in the D1 network for lengthy periods as a result of too many callers. Connections need to be kept available which the media is not informed about.
- Prepared surveys of the context and work of the disaster relief staff are also helpful for representatives of the media.
- The assignment of personnel should be planned carefully. One needs a lot more staff than one thinks at first.
- The spokesman for the Federal Rail Office (EBA) on site in Eschede made a negative impression. This press spokesperson was not able to answer technical questions relating to the rail system and train satisfactorily or at all in some cases.
- Deutsche Bahn AG should have been more aggressive in its public-relations work. It was very restrained, even though there were two press spokesmen on site at all times.
- The German Border Guards had to substitute their spokespersons. This did not help much. It took a lot of time to instruct incoming staff about the situation.

Additional recommendations:

- Introduction of the press spokesmen,
- Do not allow media representatives to go directly to the site of the accident,
- Block access to the air space by the media,
- Press spokesmen must be accompanied by the media representatives.
- One must be honest and take the initiative with members of the media,
- Autonomous staff area for the press office in the organisation,
- Participation in discussions of the mission and situation,
- Make arrangements with the head of mission control on the type, form and scale of press releases,
- There must be regular contact with press offices at other locations,
- There must be sufficient equipment and rooms,

- The head of mission control and in charge of the area must be kept away from the press so they can do their job. Only work in consultation with them in making arrangements.
- Do not substitute press spokespersons if possible

One of course cannot even begin to plan everything. One must accept that it is necessary to improvise in crisis situations, i.e. one has to act in accordance with the given situation. The actual situation determines the mode and manner of action.

The crucial factor among the persons in charge is whether they master the crisis communication task or not. This is facilitated by good technical equipment.

2.3.1.5.6 “Reactor accident” (SP / Mr. Moral)

Event:

Natural disasters have a long history. They were often viewed by cultures and civilisations as having to do with magic or punishment from God.

The situation is different with regard to nuclear accidents: They are due to human action. The people responsible are governments, operating companies, technicians and civil servants. Nuclear accidents also have a special feature:

- You cannot see them.
- You cannot feel them.
- You cannot touch them.
- You cannot smell them.
- You cannot taste them.

And they can still have a devastating effect, as the examples of Chernobyl and Harrisburg show.

These facts pose a special challenge for crisis communication. The people responsible have to provide information on something which is intangible. This requires special strategies.



Media situation:

In the case of nuclear accidents, journalists are not able to come to the site of the accident when it occurs and report with imagery. This can be an advantage. It does, however, cause difficulties. Material is pulled out of archives, rumours arise, there is speculation and people are unsure.

Communications strategy:

Preparation

Preparation plays a crucial role in crisis communication in the case of nuclear accidents. The population has to know what it can do in the event of an accident to protect itself. They should also know that the authorities in charge are prepared and will do everything possible to contain the danger as quickly as possible.

Establishing trust and confidence is therefore a key task. Information should not be kept secret, but rather contribute to counteracting the uncertainty of the public. This can be done through comprehensive information material such as brochures or through the media. One preparatory measure is constant contact to the media and securing communications channels.

During the emergency

Everything possible should be done during an emergency to furnish information quickly and keep the flow of information under control. During the initial phase there is often a lack of reliable information. There are many questions. Rumours and speculation spread. Reliable sources of information are needed; the information available needs to be broadly disseminated among the public. This requires a large number of spokespersons.

The information issued should provide answers to the following questions:

- What happened?
- How are things developing?
- What is the potential area of danger?
- What measures have been taken?

Following the emergency

The people involved should take time after the emergency to evaluate the event and issue declarations to draw the lessons from the crisis.

Findings

Substance matters involving radioactive material are often difficult to explain. It must be easy to understand for everyone without any large-scale training. This places particularly high demands on those responsible for crisis communication. These persons have to be trained to do their job.

If a damage event occurs

- there can be no delay. Doubt could lead to new disasters.
- The first mistakes are the worst of all.
- Information must be channelled as quickly as possible in a controlled manner.
- Comprehensive information sources are necessary.
- Honesty is the order of the day. Information must not be manipulated.
- Information must always be reviewed and compared
- All the target groups and opinion leaders must be taken into account.
- Information must be automatically updated.
- Misunderstandings must be prevented with journalists and the public.
- Different languages need to be taken into account when providing information (by using brochures during the preparation as well).

2.3.1.6 Tasks for the group work

The following key questions arose on the part of the participants following the presentation of the case studies:

1. What lessons can be drawn from the different scenarios? Are there commonalities and differences in the individual scenarios?
2. What list of requirements arises for government crisis communication and those involved in crisis communication?
3. What could a requirements profile look like to apply to different training courses in the area of crisis communication?

These key questions were addressed intensively and concrete proposals for solutions were derived in the three groups.

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2.3.2 Report on the 2nd Workshop

November 14. through 17.2002 in Bad Neuenahr - Ahrweiler

It was aim of the workshop to define target groups as well as contents, learning objectives, methodology, media and a seminar plan for the seminar "crisis communication".

The specifications:

**BASIC seminar Crisis Communication (Low level),
Duration: 1 week (5 working day)**

To reach this goal reason for selection

Four formulations were processed in three working groups. The respective results were presented to the complete plenum and then summarized in a joint result.

Participating countries

Participants took part in this workshop from the following countries (In alphabetical order):

| | | |
|---------|-------------|----------------|
| Denmark | Netherlands | Spain |
| Finland | Norway | Sweden |
| Germany | Portugal | United Kingdom |

2.3.2.1 Workshop summary:

2.3.2.1.1 Target group

| | |
|--|---------------------------------------|
| Spokespersons Mayors / local politicians / disaster managers or their deputies | Chief officer police, fire department |
| Not yet trained | |

2.3.2.1.2 Final definition of subject area

Crisis communications: an introduction

1. Crisis management – an introduction
2. Purpose of Crisis Communication
3. Basic Rules of Crisis Communications
4. Work before the Crisis
 - O Emergency communications plan*
 - O Networking with journalists*
 - O Partners in crisis and their responsibilities*
 - O Preparing a Crisis Communications Team*
 - O Preparing Media Protocols*
 - O Preparing Media Centres*
5. Information Challenges in a crisis

- | |
|---|
| 6. The legal, social and political framework 7. Crisis Communications in practice <i>Handling the media, a practical exercise</i> <i>A journalists' s view</i> |
|---|

2.3.2.1.3 Seminar description

| | |
|----------------------------------|---|
| Participants: | Any senior person who might be in the position of managing a crisis and acting as the spokesperson (mayors / local politicians, chief officers of Police, Fire department and local government). |
| Participant requirements: | The participants must be on a strategic level in the organisation or an advisor to the strategic level during a crisis. |
| Goal of seminar: | Participants should leave the seminar with basic knowledge of the theory and practice of crisis communications and be able to implement this in their own countries. |
| Summary of topics | General Crisis Management Purpose of Crisis Communication Basic Rules of Crisis Communications Work before the Crisis Information Challenges in a Crisis Legal, social and political Framework Crisis Communication in Practice |

2.3.2.1.4 Contents of subject area

This one see in the appendix for complete version

| Learning goal | Learning content / time | Methodology |
|--|--|--|
| Crisis management – an introduction Recognising a crisis | <ul style="list-style-type: none"> - What is a crisis, what is not (definition)? - What is crisis management (definition)? - Examples of recent crises and similarities and differences between them - Roles and responsibilities of participants <p>- 2 hours</p> | <ul style="list-style-type: none"> - Introduction of participants, everybody telling about their role and experience of crisis management and expectations from the course - Presentation and discussion |
| Purpose of Crisis Communication | <ul style="list-style-type: none"> - What is crisis communication and what is not (definition)? - What role CC had in example cases - Role of CC in the overall crisis management process - What resources are needed in CC <p>- 1 hours</p> | <ul style="list-style-type: none"> - Presentation and discussion |

| | | |
|---|--|--|
| Basic Rules of Crisis Communication | <ul style="list-style-type: none"> - Communicative aspects target groups - Dos and don'ts, based on the examples of recent crises - Issues to consider <ul style="list-style-type: none"> * Legislation on EU level * Legislation on national level * Religious aspects: * Ethical aspects: * Cultural aspects: * Political aspects: - Technical aspects and economical aspects <p>- 2 hours</p> | - Presentation and discussion |
| Work before the crisis – crisis communication plan | <p>Understanding the importance of a crisis communication plan as part of a crisis management plan. Knowing what topics should be part of this plan.</p> <p><i>Example of topics that can be in a plan</i> <i>Preparing Media Centres</i> <i>Partners in crisis and their responsibilities</i> <i>Preparing a Crisis Communications Team : exercise- education – crisis awareness</i> <i>Drawing conclusions about what is important and what is not so important in an crisis communication plan</i></p> <p>1,5 h</p> | <p>Lecture and discussions</p> <p>It depends on the lecturer and the journalist</p> |
| Work before crisis – networking with the media | <p>Understanding the importance of good relations with journalists before and during a crisis.</p> <p>Topics for the journalist, examples</p> <ul style="list-style-type: none"> • <i>Networking with journalists – why it is important and how it can be done</i> • <i>Media protocols – to be or not to be, and what can they contain</i> <p>20 min speech plus 1h discussion</p> | Presentation by journalist and discussion led by moderator |
| Information challenges in a crisis | <p>Better understanding of decision-making in different situations in a crisis (f.i.: overflow or lack of information, rumours, misinformation etc.). Awareness of the risk of propaganda</p> <p>1,5 h.. – lecture and practice</p> | Theoretical lectures, best practices, lessons learned with practical examples. |
| | <p>To understand how to handle different types of media. Digital media – how to use it, what to fear from it, it is a direct mean of information.</p> <p>2 h.. – lecture and practice</p> | Theoretical lectures, best practices, lessons learned with practical examples. |
| | <p>The importance of monitoring the media; to reduce the distance between the information flow of the authorities and the users of it (the media); to understand the importance of being pro-active.</p> <p>2,5 h – lecture and practice</p> | Practical work; training on the job; exercise |
| | <p>To understand the psychological aspects of crisis communication.</p> <p>45 min.</p> | A lecture by a psychologist and one by a decision maker with experience, followed by video cuts (good and bad ones). |
| | <p>To aim information at different target groups</p> <p>45min.</p> | A lecture with some examples of how it can go wrong or right. |

| | | |
|--|---|---|
| Legal, social and political framework | To be aware of the legal, social and political context in which you are operating in a case of crisis. 3 x 45 min. per lecture | Lectures: by sociologists, politicians, legal advisors. |
| Crisis communication in practice | To understand how and why the media work and their role in a democratic society 45 min. | A journalist explaining his/her work for press, radio and TV. Practical exercises documented on video and radio and to assess later on. |
| | To teach the participants communication techniques: what is needed for a good press conference. 4 hours | To bring in a well experienced spokesperson or communication expert. Role plays and recordings of that to be assessed. |
| | To describe how journalists experience crisis communication. 2 hours – lecture and discussion | Lecture of good examples and proofs of the differences between a good and a bad press conference. |
| | “Whole circus” practical exercise: how does it feel to be before the camera or microphone, be questioned by an anxious group of journalists. 3 hours | Role play: practical work |

2.3.2.1.5 Seminar structure

There wasn't any summary result. The precise definition of the seminar plan is the object of the next Core Group meeting. For individual results see the appendix.

2.3.2.2 Agenda of the actual workshop

Summary of the conference

| | | | |
|------------------------------|---|------------------------------|--|
| Thursday, November 14 | Arrival Reception | Saturday, November 16 | Group work 3 Continuation of group work 3 Presentation of results |
| Friday, November 15 | Retrospective look at 1 st workshop and presentation of the results of the work performed by the core group, instructions for the 2 nd workshop Instruction for the group work / basic principles Group work 1 Group work 2 Excursion | Sunday, November 17 | Group work 4 Results from the various groups Summary of additional activities by the core group Departure |

2.3.2.3 Instructions for the 2nd workshop

SPECIFICATIONS

Curriculum: sample education plan (survey of studying sections and individual topics plus learning objectives)

WHERE ARE WE?

Result of WS I - definition of:

- working fields
- tasks
- requirements
- workflows

of a Press Spokesperson.

WHERE DO WE WANT TO GO?

Aim for WS II:

Development of a standard curriculum for the training of Press Spokespersons etc. including

- Subject
- Content area
- Lesson objective
- Examination
- Training methods
- Media
- Time unit
- Sources of information
- Course evaluation

HOW DO WE GET THERE?

The Workshop consists of 4 individual stages of group work which serve to develop a standardised curriculum for Crisis Communication.

GROUP WORK OBJECTIVES:

All phases of the group work should be carried out considering the following objectives:

- Broad focus: Training course should be developed from a supranational point of view;
individual national requirements will be worked out on national basis.
- „Hands-on“ approach: The curriculum should be based on practical aspects, be simple and easy to understand.

AN EXAMPLE

Curriculum for the additional training of civil relief personnel, issued by the German Federal Authority for Civil Protection:

- **Target group** all civil relief personnel
- **Task description** activity of personnel
- **Educational need** basic knowledge and general skills in civil relief
- **Learning objective** general knowledge about civil relief
(e.g. introduction to civil relief)

- **Individual topics / Global learning targets** e.g. tasks, structure of the units and facilities; arise from individual topics

- 1. Target group** Helper enrolled with civil relief services who has not received additional training yet
- 2. Task description** Tasks of new member of a civil relief unit according to federal guidelines, e.g. identification of potential sources of danger
- 3./4. Educational needs / Learning objectives** **Basic knowledge about:**
organization
rights and duties of helpers
connected authorities
tactical signs
etc.
- 5. Individual topics / Global learning targets**

1. Introduction to civil relief

GLT: basic knowledge about tasks, organization and legal framework of civil relief agency and cooperation with other civil relief services

2. Helper's rights and duties

GLT: basic knowledge about member's legal position in serving the civil relief agency

3. National defence - sources of danger, protection measures...

GLT: basic knowledge about the effect of conventional and ABC weapons and protection measures

4. Basic tactical knowledge for operation

GLT: e.g. tactical signs

2.3.2.4 Group work 1-4: Tasks

2.3.2.4.1 Group work 1:

Decide which target group(s) are to be addressed by the seminar.

- Technicians / Specialist Operator – not media trained
- Agency Spokespersons – Appointed and professional
 - Local
 - Regional
 - National
- Decision-Makers: Politicians / Agency Managers
- (Journalists)

2.3.2.4.2 Group work 2:

a. Check whether the following general subject areas are sufficient, adding additional points if need be. Use the results of the last workshop and your own experience.

1. Purpose of Crisis Communications
2. Basic Rules of Crisis Communications
3. Work before the Crisis
4. Information Challenges in a crisis
5. Handling Information
6. Organisations of Crisis Communication Team
7. Media Protocols + Contingency Plans
8. Media Centres + Telecoms
9. Legal framework

b. Write a seminar description.
You can let the accompanying sample guide you.

2.3.2.4.3 Group work 3:

Describe the subject areas in your teaching units in detail. Define

- Content:
- Learning goals:
- Methodology:
- Media:
- Time units:
- Evaluation:

2.3.2.4.4 Group work 4:

a. Assign weights to the subject areas according to their importance to the seminar. Set priorities from 1 – ... (1 having the highest priority, etc.)

b. Design a sample class schedule. Use your list of priorities to assign the classroom hours. Then think about whether an evaluation of the seminar appears necessary.

2.3.2.5 Group work 1-4: Results

2.3.2.5.1 Group work 1 (Target group):

Within a general discussion, the target group was defined by the workshop participants. Especially people functioning as spokesperson during a crisis and people working in the crisis management field who will be dealing with communication to the public during a crisis or have responsibility in this field were defined as the general target group. In this context, it was also discussed that crisis management within the EU member states is organised and structured in different ways. Responsibilities apply in different ways. For crisis communication, this meant different responsibilities on different levels.

Target groups agreed on by the workshop:

Target group:

Spokespersons
Mayors / local politicians / disaster managers
Chief officer police, fire department
or their deputies

Not yet trained

2.3.2.5.2 Group work 2a (subject areas):

Result Group 1:

The group differentiates between two large areas: a theoretical part which should stand at the very beginning of the seminar and a practical part. The group finds it important that theory and practice meet each other within the different subjects, meaning that the theoretical part ought to be enriched by practical examples. Creating a crisis team, call centres and so on at this point were examples of how practical examples should be part of the theoretical part. Overall, the group accepts the suggestions of the Core Group.

We think that the subjects mentioned hereafter can never be enough for a good training on crisis communications for spokespersons to the media and the public. A practical part should be included (simulation of a crisis, media training).

Crisis communications: an introduction

1. Crisis management (apart from crisis communications) in general – an introduction, who are involved, how are aspects handled etc.
2. Purpose of Crisis Communications
3. Basic Rules of Crisis Communications
4. Work before the Crisis:
 - *Preparing a Crisis Communication Team*
 - *Preparing Media Protocols + Contingency Plans*
 - *Preparing Media Centres + Telecoms*
 - *Preparing Legal framework*
5. Information Challenges in a crisis
6. Handling Information

Crisis communications in practice

1. How to put the above subjects in to practice
2. How to behave in the public eye in front of the cameras
3. A simulation of a crisis
4. A journalist's view

Result Group 2:

Group 2 suggests that within item 2, the word “rules” should be replaced by “principles”. The group also finds it important to apply minor changes to Items 6 and 7. The organisation of a crisis communication team ought to be discussed together with the “contingency plan”. Both the organization of the crisis communication team and the creation of a contingency plan in their view are part of the same process. Therefore, two separate lectures were not needed.

A discussion evolved on the item “media protocols”. In this point, the group lacked a definition.

This point should not be taken to mean that the media should be controlled and regulated. Rather, it was important to know the present role of the media. This objection caused discussion since it surely made sense to have a written agreement about rules and behaviour with the press. Also, it ought to be defined how to approach the journalists and what should be made public and what not.

A statement of the Core Group cleared up the situation: A basic guideline between authorities and the media was desired (for example a press codex), not a means of control. Yet this regulation brought a number of difficulties: What might be possible on a local level would not work with the international media.

The group adds a number of items to the list. The group members find it necessary to analyse information made public by means of media monitoring to address rumour development, dealing with international media and their culture, the role of the victims and ethical aspects connected to this point. It should also be pointed out that different types of media also need different types of crisis communication.

Another item was suggested: the basic understanding of media and crisis management.

The group shared the point of view of Group 1, stating that practical elements, scenario discussions and other means should be used in designing the seminar.

Overall result of Group 2

1. Purpose of crisis communications
2. Basic rules of crisis communications - Rules? Principles
3. Work before the crisis
4. Information challenges in a crisis
5. Handling information
6. Organisation of crisis communication team - contingency plans
7. ~~Media Protocols~~
8. Media Centres + Telecoms
9. ~~Legal framework~~ – it is too national

We would like to add:

10. Information analysis – media monitoring, checking the “output”
11. Rumour control
12. How to cope with the international press – awareness of the different needs
13. Introduction of the role of the media (ex. “fill the airtime”)
14. Media and victims – how to deal with interviews with people in shock, victims
15. Different kind of crisis needs different type of crisis communication

Result Group 3:

At the beginning of the seminar, Group 3 sees the need of having a theoretical introduction and a definition of terms. Concerning the work before the crisis, the group finds it especially important that contacts to as many units and types of media as possible be established, networks be set up and contact lists created. This should be conveyed to the participants of the seminar. An important aspect in organising a crisis communication team: the integration of interpreters. In the following discussion, this point became a big issue. While some workshop participants expressed the opinion that interpreters were especially important when complex technical issues were addressed, others stated that crisis communicators must be able to speak English in the first place. The decisive factor was the type of crisis. If it was a crisis which mainly takes place on the national level, it was primarily important to address national needs and to gain confidence. The international factor played a subordinated role here and therefore minor mistakes in speaking the English language would not have much weight.

The group found it necessary to carry out practical exercises (for example how to deal with the media). Theoretical approaches could be conveyed in a better way if practical lessons took place beforehand. The last item added to the list were the different types of media, their characteristics and how they are dealt with.

The spokesperson of the group pointed out that this seminar was a chance to exchange information which otherwise was scarcely touched on at a national level in the form of a basic introduction. Norway for example had a number of basic seminars, although a seminar about international basics was missing.

Compiled result of Group 3

To start the course is necessary to give some theoretical definitions such as the role of crisis communication in the crisis management process and to define the concept of crisis. It is furthermore necessary to explain the difference between communication and information.

1. Purpose of crisis communications
2. Basic rules of crisis communications: dos and don'ts on a list of 10 or more points
3. Work before the crisis
 - a.) *Prepare an emergency communications plan so that when the crisis occurs everyone knows his place and task;*
 - b.) *Networking with the journalists;*
 - c.) *List of contacts that might be necessary in a crisis;*
 - d.) *Get to know the partners involved in the different possible crises, who are they and what their responsibilities are;*
4. Information challenges in a crisis
5. Handling information versus handling communication – to explain and distinguish the two
6. Organisations of the crisis communication team
 - a) *The need for interpreters for international media;*
7. Media protocols + contingency plans
8. Media centres + telecoms
9. Legal framework –nationally adapted
10. *Handling the media – through practical exercise;*
11. *Different types of media (international, national, regional, local,) characteristi's (fast and slow media) and how to deal with each one of them.*

Note: In all subjects lessons learned and best practices should be taught.

List of subject areas combined with the findings of the groups:

During the break, the core group compiled all subject areas within one list. They were then analysed and re-categorised.

Crisis communications: an introduction

1. Crisis management (apart from crisis communications) in general – an introduction, who are involved, how aspects are handled etc.
2. Purpose of crisis communications
3. Basic rules of crisis communications: dos and dont's on a list of 10 or more points - Rules? Principles
4. Work before the crisis
 - a.) *Prepare an emergency communications plan so that when the crisis occurs everyone knows his place and task;*
 - b.) *Networking with the journalists;*
 - c.) *List of contacts that might be necessary in a crisis;*
 - d.) *Get to know the partners involved in the different possible crises, who are they, what their responsibilities are;*
 - e.) *Preparing a crisis communication team*
 - f.) *Preparing media protocols + contingency plans*
 - g.) *Preparing media centres + telecoms*
 - h.) *Preparing legal framework*
5. Information challenges in a crisis
6. Handling information *versus handling communication – to explain and distinguish the two*
7. Organisations of crisis communication team
 - a.) *The need for interpreters for international media;*
8. Media protocols + contingency plans ~~Media Protocols~~ *It will not work + contingency plans*
9. Media centres + telecoms
10. *Handling the media – through practical exercise;*
11. *Different types of media (international, national, regional, local,) characteristics (fast and slow media) and how to deal with each one of them.*
12. Information analysis – media monitoring, checking the “output”
13. Rumour control
14. How to cope with the international press – awareness of the different needs
15. Introduction of the role of the media (ex. “fill the airtime”)
16. Media and victims – how to deal with interviews with people in shock, victims
17. Different kind of crisis need different type of crisis communication

Crisis communications in practice

5. How to put the above subjects into practice
6. How to behave in the public eye in front of the cameras
7. Simulation of a crisis
- 8.** A journalist's view

To start the course is necessary to give some theoretical definitions such as the role of crisis communication in the crisis management process and to define the concept of crisis. It is also necessary to explain the difference between communication and information.

Note: lessons learned and best practices should be taught in all subjects.

In summarising the topics, “Work after the crisis” was suggested as an additional item. Because of the discussion about the media protocol which took place before, it was pointed out that this topic was treated differently from country to country. While Great Britain frequently worked with these protocols, they were not used in Sweden.

2.3.2.5.2 Group work 2b (course description):

Result Group 1:

| | |
|----------------------------------|---|
| Participants: | (depending on each participating country's specific demands:) any authority which might be in the position of managing a crisis (mayors, politicians involved, chief officers of police and fire departments) |
| Participant requirements: | Be (will be) in the position/have (will have) the responsibility to communicate with the media and public in case of crises |
| Goal of seminar: | <ol style="list-style-type: none"> 1. a general introduction to the theories behind crisis communications 2. how to put theory into practice Participants should leave the seminar with basic knowledge on the theory and practice of crisis communications and be able to implement this on a national level in their own countries. |
| Summary of topics | <ol style="list-style-type: none"> 1. Theory 2. Practice 3. Put theory into practice |

Result Group 2:

| | |
|----------------------------------|--|
| Participants: | An officer that will be a press spokesperson during a crisis |
| Participant requirements: | The participants must be on a strategic level in the Organisation or an advisor to the strategic level when it comes to communicating in a crisis. Basic understanding of the media and of crisis management. Basic personal requirements to be able to meet the demands of the press. |
| Goal of seminar: | Better handling of a crisis A higher understanding of crisis communication Understanding the importance of cc, the principles of crisis communication and being better prepared to deal with the media in a crisis Knowledge of different types of crisis, coping with crisis |
| Summary of topics | See subjects above Plus practical exercises, like scenario discussions, media gaming and media/tv/radio training. |

Result Group 3:

| | |
|----------------------------------|---|
| Participants: | spokespersons, local politicians, commanders of police forces and fire brigades, who can expect to be in charge in case of an emergency, and are not yet trained for crisis communication. |
| Participant requirements: | The participants should be in the management of an organisation or administration on a local, regional or national level and be aware of the role they might play as a commander in chief in a crisis situation. |
| Goal of seminar: | To inform the participants on all aspects of a crisis and the requirements of good communication in a crisis situation and to make sure that the participants are able to instruct and inform their personnel in their own countries. |
| Summary of topics | See the results of the other two groups. |

When presenting the results of the individual groups, no discussion developed and no objections were made. A common definition was agreed on.

Course structure agreed on by the Workshop:

| | |
|----------------------------------|---|
| Participants: | Any senior person who might be in the position of managing a crisis and acting as the spokesperson (mayors / local politicians, chief officers of Police, Fire department and local government). |
| Participant requirements: | The participants must be on a strategic level in the organisation or an advisor to the strategic level during a crisis. |
| Goal of seminar: | Participants should leave the seminar with basic knowledge on the theory and practice of crisis communications and be able to implement this in their own countries. |
| Summary of topics | <ul style="list-style-type: none"> General Crisis Management Purpose of Crisis Communication Basic Rules of Crisis Communications Work before the Crisis Information Challenges in a Crisis Legal, social and political Framework Crisis Communication in Practice |

2.3.2.5.3 Group work 3 (detailed description of subject areas):

| | | | Group 1 |
|--|---|--|---|
| Learning goal | Learning content / time | Methodology | Media |
| Crisis management – an introduction Recognising a crisis | - What is a crisis, what is not (definition)? - What is crisis management (definition)? - Examples of recent crises and similarities and differences between them - Roles and responsibilities of participants - 2 hours | - Introduction of participants, everybody telling about their role and experience of crisis management and expectations from the course - Presentation and discussion | - Video, overhead computer + data projector, (microphone) |
| Purpose of Crisis Communication | - What is crisis communication and what is not (definition)? - What role CC had in example cases - Role of CC in the overall crisis management process - What resources are needed in CC - 1 hours | - Presentation and discussion | - Video, overhead computer + data projector, (microphone) |
| Basic Rules of Crisis Communication | - Communicative aspects <ul style="list-style-type: none"> • Open, honest, reliable, considerate • Defining internal and external target groups - Dos and don'ts, based on the examples of recent crises - Issues to consider <ul style="list-style-type: none"> • Legislation on EU level • Legislation on national level • Religious aspects: if religious groups (Jews, Muslims, etc.) are involved and/or affected, they should be identified as separate target groups with separate communications efforts • Ethical aspects: media cannot be controlled, but they should be guided in, for instance, what can be communicated to the public and what not, based on ethical standards | - Presentation and discussion | |

| | | | |
|--|---|--|--|
| | <ul style="list-style-type: none"> • Cultural aspects: different nationalities involved in the crisis? Most cultural aspects cannot be anticipated in an international seminar – just on a national level, but seminar participants must be made aware of this. • Political aspects: in case the reason for the crisis is connected to the political situation in the country involved, especially in case of terrorist attacks. What is the political influence on the crisis? • Technical aspects and economical aspects: what was the reason for the accident that caused the crisis? How much money is involved, what companies, etc.? <p>- 2 hours</p> | | <p>- Video, overhead computer + data projector, (microphone)</p> |
|--|---|--|--|

Suggestion during presentation of Group 1: The very theoretical parts should start with an interesting video about the role of the media and the ever greater importance of crisis communication. After that, a discussion about the role of crisis communication should follow. With regard to legal, religious and ethnic issues, the question was raised whether it was truly necessary to go into so much detail. These issues rarely come up in practice. Having only five days for the seminar, there would be little room for such detailed aspects - these would rather be of interest on the national level.

Subject area: Work before the crisis - crisis communication plan

group: 2

| Learning goal | Learning content / time | Methodology | Media |
|--|---|--------------------------------|--|
| <p>Understanding the importance of a crisis communication plan as part of a crisis management plan. Knowing what topics should be part of this plan.</p> | <p><i>The lecturer holds a 30 min speech about what topics an crisis communication plan could contain in general terms.</i></p> <p><i>“A Communication plan must be part of the crisis management plan. Talk about the importance of working at your own plan at home and involving as many people as possible in that work, and implementation of the plan. “</i></p> <p><i>The lecturer will hand out a general plan with headlines of the most important topics, then initiate discussions about these.</i></p> <p>Example of topics that can be put in a plan <i>Preparing Media Centres</i> <i>Partners in crisis and their responsibilities</i> <i>Preparing a Crisis Communications Team : exercise- education – crisis awareness</i> <i>Drawing conclusions about what is important and what is not so important in a crisis communication plan</i></p> <p>1,5 h</p> | <p>Lecture and discussions</p> | <p>It depends on the lecturer and the journalist</p> |

Subject area: work before crisis – networking with the media

group: 2

| Learning goal | Learning content / time | Methodology | Media |
|---|--|--|-------------------------------|
| Understanding the importance of good relations with journalists before and during a crisis. | <p>A journalist is invited to hold a speech about what the media expects in general from authorities in a crisis 20 min speech plus 1h discussion</p> <p>It must be a journalist experience in crisis The lecturer or a person from the course management acts as a moderator</p> <p>Topics for the journalist, examples</p> <ul style="list-style-type: none"> • <i>Networking with journalists – why it is important and how it can be done</i> <p><i>Media Protocols – to be or not to be, and what can they contain</i></p> | Presentation by journalist and discussion led by moderator | Whatever the journalist needs |

Subject area: Information challenges in a crisis

| Learning goal | Learning content / time | Methodology | Media |
|--|---|--|--|
| Better understanding of decision-making in different situations in a crisis (f.i.: overflow or lack of information, rumours, disinformation etc.). Awareness of the risk of propaganda. | <p>To teach the participants how to better understand the difficulties in the decision-making process when you face the different situations stated before.</p> <p>1,5 h.. – lecture and practice</p> | Theoretical lectures, best practice, lessons learned with practical examples. | Video with examples |
| To understand how to handle different types of media. Digital media – how to use it, what to fear from it, it is a direct mean of information. | <p>Different types of media: press, digital media, radio and TV. Local, regional, national and international. Characteristics and how to deal with each one of them.</p> <p>2 h.. – lecture and practice</p> | Theoretical lectures, best practices, lessons learned with practical examples. | Examples of newspapers, TV reports of local, national and international journalist reporting on the same event: see the difference |
| The importance of monitoring the media; to reduce the distance between the information flow of the authorities and the users of it (the media):to understand the importance of being pro-active. | <p>To instruct the students on how to make a media analysis of press, radio and TV broadcasting.</p> <p>2,5 h – lecture and practice</p> | Practical work; training on the job; exercise | Videotapes and audio tapes, an example of a newspaper analysis. |
| To understand the psychological aspects of crisis communication. | <p>To teach and analyse the different psychological cycle in a catastrophe, for the public and how this affects you and how the public is affected by your attitude and appearance.</p> <p>45 min.</p> | A lecture by a psychologist and one by a decision maker with experience, followed by video cuts (good and bad ones). | Video and audio tapes. |
| To aim information at different target groups | <p>To understand that certain groups of the population and audience have different needs: immigrants, foreigners, illiterate people and people who do not follow the media. Also including monitoring how they perceive the information given.</p> <p>45 min.</p> | A lecture with some examples of how it can go wrong or right. | See above. |

No discussion developed on the items stated above.

Subject area: Legal, social and political framework

group: 3

| Learning goal | Learning content / time | Methodology | Media |
|--|--|---|--------------------------|
| To be aware of the legal, social and political context in which you are operating in a crisis. | To describe the importance of the legal framework, demographic aspects (and religious ones) and the political situation in different countries and the political implications one needs to be aware of. 3 x 45 min. per lecture | Lectures: by sociologists, politicians, legal advisors. | Depends on the lecturer. |

Subject area: Crisis communication in practice

| Learning goal | Learning content / time | Methodology | Media |
|---|--|---|--|
| To understand how and why the media work and their role in a democratic society. | The media use different points of views, angles and formats in their reports, depending on their own agenda and political and religious convictions. 45 min. | A journalist explaining his/her work for press, radio and TV. Practical exercises documented on video and radio and to assess later on. | Examples of printed media, radio and TV broadcasting |
| To teach the participants communication techniques: what is needed for a good press conference. | To understand that for a well perceived and received press conference it is not only necessary to know how to speak and how to perform, but also to be aware of what information the media need: hand-outs, maps, press releases, facts and figures, graphics and other forms of presentation materials. Preparing questions and answers for press conferences. 4 hours | To bring in a experienced spokesperson or communication expert. Role plays and recordings of what to be assessed. | Videos, practical examples |
| To describe how journalists experience crisis communication. | What is the experience of the media in crises: what mistakes are made often, what advice can be given, what good examples are there to pass on to the participants. 2 hours – lecture and discussion | Lecture of good examples and evidence of the difference between a good and a bad press conference. | Whatever example is available: printed papers, video and audio recordings. |
| “Whole circus” practical exercise: how does it feel to be before the camera or microphone, being questioned by an anxious group of journalists. | To experience a press conference in real life and think of the tools one needs to be prepared for such. 3 hours | Role play: practical work | All media needed for a real press conference |

2.3.2.5.4 Group work 4a (“assign weights to the subject areas”)

| Group 1 | Group 2 | Group 3 | |
|---------|---------|---------|--|
| 6 | 5 | 1 | Crisis Management –an introduction |
| 5 | 4 | 2 | Purpose of Crisis Communication |
| 4 | 1 | 1 | Basic rules of Crisis Communication |
| 3 | 6 | 1 | Work before the crisis * Emergency communications plan * Networking with journalists * Partners in crisis and their responsibilities * Preparing a crisis communications team * Preparing Media Protocols * Preparing Media Centres |
| 2 | 2 | 1 | Information challenges in a crisis |
| 7 | 7 | 2 | The legal, social and political framework |
| 1 | 3 | 1 | Crisis communications in practice Handling the media, a practical exercise A journalists’s view |

Group 3 did not fill in the form for group work 4a. The group stated that all items were very important and that no priorities could therefore be set.

2.3.2.5.4 Group work 4b (“class schedule”)

Result Group 1:

| Time | Monday | Tuesday | Wednesday | Thursday | Friday |
|------|--|-------------------------------------|---|--|--|
| 0800 | | Basic rules of Crisis Communication | Information challenges in a crisis | Crisis communication in practice Handling the media, a practical exercise A journalists’s view | Crisis communication in practice Handling the media, a practical exercise A journalists’s view |
| 0900 | | | | | |
| 1000 | | Closing ceremony | | | |
| 1100 | | | | | |
| | Lunch | Lunch | Lunch | Lunch | Lunch |
| 1300 | Opening ceremony and introduction of participants and their expectations | Work before the crisis | Information challenges in a crisis | Crisis communication in practice Handling the media, a practical exercise A journalists’s view | |
| 1400 | Crisis Management –an introduction | Information challenges in a crisis | The legal, social and political framework | | |
| 1500 | | | | | |
| 1600 | | | | | |

Need evaluation: yes no

Form of evaluation: Questionnaires (Interviews after the test course)

NOTES, COMMENTS, CRITICISM

- More time might be necessary for work before crisis.
- At the half-way mark we should check to see whether we are on the right track. If necessary, adjustments in the program should be made.
- No meaning to priorities

Result Group 3:

| Time | Monday | Tuesday | Wednesday | Thursday | Friday |
|--------------|-------------------------------------|-----------------------------|---|--|---|
| | Crisis management, an introduction | Networking with the media | Better understanding of decision-making in different situations in a crisis (f.i.: overflow or lack of information, rumours, misinformation etc.). Awareness of the risk of propaganda. | To be aware of the legal, social and political context in which you are operating in a crisis. | To describe on how journalists experience crisis communication. |
| | Crisis management, an introduction | Working groups and exercise | Better understanding of decision-making in different situations in a crisis (f.i.: overflow or lack of information, rumours, misinformation etc.). Awareness of the risk of propaganda. | To be aware of the legal, social and political context in which you are operating in a crisis. | To describe on how journalists experience crisis communication. |
| | Purpose of crisis communication | Working groups and exercise | To understand how to handle different types of media. Digital media – how to use it, what to fear from it, it is a direct means of information. | To be aware of the legal, social and political context in which you are operating in a crisis. | “Whole circus” practical exercise: how does it feel to be before the camera or microphone, be questioned by an anxious group of journalists. |
| | Basic rules of crisis communication | Working groups and exercise | To understand how to handle different types of media. Digital media – how to use it, what to fear from it, it is a direct mean of information. | To understand how and why the media work and their role in a democratic society. | “Whole circus” practical exercise: how does it feel to be before the camera or microphone, being questioned by an anxious group of journalists. |
| Lunch | | | | | |

2.3.2.6 Participant list

| | N a m e | S e r v i c e a d r e s s |
|---|--------------------------------------|---|
| 1 | Andersen Flemming | Danish Emergency Management Staff College Strandvejen 250 DK - 3070 Snekkersten Tel.: 0045 49 122001 Fax: 0045 49 122005 eMail: jfa@brs.dk |
| 2 | Goldschmidt Ferreira, Vera | National Service for Civil Protection Av.Do. Forte em Carnaxide 2799-512 Carnaxide-Portugal Tel.: + 351 21 424 7214 Fax: + 351 21 424 7180 EMail: veraf@snp.pt |
| 3 | Fiedler Mathias | Akademie für Notfallplanung und Zivilschutz Ramersbacher Straße 95 D - 53474 Bad Neuenahr-Ahrweiler Tel.: 0049 2641 381249 Fax: 0049 2641 381342 eMai: mathias.fiedler@bva.bund.de |
| 4 | Kuusela Anssi | City of Helsinki Rescue Department P.O. Box 112 FIN - 00099 Helsinki Tel.: 00358 93936 3312 Fax: 00358 93936 3939 eMail: Anssi.kuusela@hel.fi |
| 5 | Leandro da Silva Mario | Servico Regional de Proteccao Civil Bombeiros dos Acores Vale de Linhares - Sao Bento P - 9700 - 854 Angra do Heroismo Tel.: 00351 295 401400 Fax: 00351 295 401451 eMail: marleand@sapo.pt |
| 6 | Lindenberg Joachim | Bezirksregierung Lüneburg Auf der Hude 2 D - 21322 Lüneburg Tel.: 0049 5084 3717 Fax: 0049 5084 91124 |
| 7 | Modh Malin | Swedish Emergency Management Agency (SEMA) P.O. Box 599 S - 10331 Stockholm Tel.: 0046 8 59371244 od. 0046 730261244 Fax: 0046 8 59371001 eMail: malin.modh@krisberedskapsmyndigheten.se |

| | N a m e | S e r v i c e a d r e s s |
|----|-------------------------------|---|
| 8 | Mogensen Niels | National Commissioner of Danish Police Polititorvet 14 DK - København V Tel.: 0045 33148888 Fax: 0045 33430005 eMail: njm001@politi.dk |
| 9 | Molitor Franz-Josef | European Commission Rue de la Loi 200 B - 1049 Brussels Tel.: 0032 2 2957192 Fax: 0032 2 2990314 eMail: Franz-Josef.MOLITOR@cec.eu.int |
| 10 | Norris Don | UK Core Group Representative County Hall, Mold UK - Flintshire, CH7 6NB Tel.: 0044 1352 702120 Fax: 0044 1352 754005 eMail: don.norris@flintshire.gov.uk |
| 11 | Savic Alexandra | SOS Public Relations Feldstraße 1 D - 66129 Saarbrücken Tel.: 0049 6805 2070881 Fax: 0049 6805 2070880 eMail: s.savic@sos-pr.de |
| 12 | Siepel Hans | Ministry of the Interior and Kingdom Relations Schedeldoekshaven 200 NL - 2500 EA Den Haag Tel.: 0031 70 4266026 od. 0031 6222 46842 Fax: 0031 70 4677601 eMail: hans.siepel@minbzk.nl |
| 13 | Steen Roger | Directorate for Civil Defence and Emergency Planning P.O.Box 8136 Dep. N - 0033 Oslo Tel.: 0047 2235 8587 Fax: 0047 2238 2675: eMail: roger.steen@dsb.dep.no |
| 14 | Stijnman Ruud | Ministry of the Interior and Kingdom Relations Schedeldoekshaven 200 NL - 2511 EA Den Haag Tel.: 0031 70 4266648 Fax: 0031 70 4267601 eMail: ruud.stijnman@minbzk.nl |

| | N a m e | S e r v i c e a d r e s s |
|----|---------------------------------|--|
| 15 | Strooij-Sterken Henny | Regional Police Force Rotterdam - Rijnmond Doelwater 5 NL – 3011 AH Rotterdam PO Box 700 23 3000 LD Rotterdam Tel.: 0031 010 274 0060 Fax: 0031 010 275 0360 eMail: henny.strooij-sterken@rijnmond.police.nl |
| 16 | Theobald Michael | SOS Public-Relations Feldstraße 1 D - 66129 Saarbrücken Tel.: 0049 6805 2070 881 Fax: 0049 6805 2070 880 eMail: m.theobald@sos-pr.de |
| 17 | Van Beers Frank | Ministry of the Interior and Kingdom Relations Schedeldoekshaven 200 NL – 2511 EA Den Haag Tel.:0031 7042 68051 Fax: 00317042 67601 eMail:frank.beers@minbzk.nl |
| 18 | Viklund Karin | Swedish Rescue Services Agency Räddningsverket S - 65180 Karlstad Tel.: 0046 541 35180 Fax: 0046 541 35600 eMail: karin.viklund@srv.se |

2.3.

Test course

2.4 Test course

2.4.1 Basics

In order to evaluate the curriculum produced by the two workshops held in the context of this project, a test course will take place in which participants, lecturers and observers from the member states of the European Union take part.

2.4.2 Date / Duration

Duration: 5 days, arrival presumably on Tuesday, start on Wednesday morning, end on Sunday afternoon;

Date: March 19. through 23., 2003

Location: Federal Academy for Crisis Management, Emergency Planning and Civil Protection, Germany, Ramersbacher Straße 95, D-53474 Bad Neuenahr – Ahrweiler

2.4.3 Course description

The course description of the course for the EU member states:

| | |
|----------------------------------|---|
| Participants: | Any senior person who might be in the position of managing a crisis and acting as the spokesperson (mayors / local politicians, chief officers of Police, Fire department and local government). |
| Participant requirements: | The participants must be on a strategic level in the organisation or an advisor to the strategic level during a crisis. |
| Goal of seminar: | Participants should leave the seminar with basic knowledge on the theory and practice of crisis communications and be able to implement this in their own countries. |
| Summary of topics | <ul style="list-style-type: none"> - General Crisis Management - Purpose of Crisis Communication - Basic Rules of Crisis Communications - Work before the Crisis - Information Challenges in a Crisis - Legal, social and political Framework - Crisis Communication in Practice |

2.4.4 Timetable

see in the appendix

2.4.5 Learning objectives, learning goal, learning contents

see in the appendix

2.4.6 participants

Participating countries

Participants took part in this workshop from the following countries:

| | | |
|---------|----------------|----------|
| Belgium | United Kingdom | Austria |
| Denmark | Ireland | Portugal |
| Germany | Italy | Spain |
| Finland | Netherlands | Sweden |
| France | Norway | |

(list of participants see in the appendix)

Selection criteria for participants

The test course addresses civil servants and members of civil protection authorities, not professional media handlers. It is desirable that participants should:

- preferably speak and understand English
- work on a local / regional level
- be spokespersons or have a higher function in a Crisis Management System (thus have basic knowledge of CMS) in a vicinity with a large population
- be familiar with media handling
- not be a participant of Workshops I and / or II

2.4.7 Observer & lectures

Selection criteria for lecturers

If possible, some of the lecturers will be selected by the CG from Workshop I and / or II members. It is desirable that lecturers should meet the following requirements:

- be interested in overall topic
- join the whole test course
- have some experience in training / teaching / presenting
- work on the basis of the curriculum (briefing before test course)

For organisational reasons, lecturers must speak English.

(list of lecturers see in the appendix)

Selection criteria for observers

It is desirable that observers should:

- preferably speak and understand English
- work on a local / regional level
- be spokespersons or have a higher function in a Crisis Management System (thus have basic knowledge of CMS) in a vicinity with a large population
- be familiar with media handling

(list of observers see in the appendix)

2.4.4 Timetable

| Time | Tuesday March, 18. | Wednesday March 19. | Thursday March 20. | Friday March 21. | Saturday March 22. | Sunday March 23. |
|---------------|--|---|---|---|--|---|
| 08.00 – 08.45 | | Introduction to Test Course Mrs. Coellen, Mr. Fiedler | How the media work Mr. Fiedler | Work before the crisis (CC-Team, media centres) Mr. Christoffersen | Crisis communication practical review Mr. Tandy | Summary, evaluation and open forum Mr. Norris |
| 08.45 – 09.30 | | Crisis Management: Intro Mr. Henriksen | | | | |
| Coffee | | | | | | |
| 10.00 – 10.45 | | Purpose of crisis communication Mr. Holevas | Social, cultural, political and legal impact on crisis communication Group work Mrs. Viklund | Case Study Mr. Christoffersen | Crisis Communication Team Group work Mr. Norris | Mrs. Coellen, Mr. Fiedler |
| 10.45 – 11.30 | | Basic Rules of crisis communication Mr. Holevas | | | | Closing Remarks |
| Lunch | | | | | | |
| 12.45 – 13.30 | | Group work on basic rules Mr. Holevas | Psychological aspects of crisis and crisis communication Mrs. Purtscher Mr. Christoffersen | Crisis Communication in practice Group work Mr. Tandy | Crisis communication Team - Group work Mr. Norris Work after the Crisis Mr. Christoffersen Mrs. Purtscher | Departure |
| 13.30 – 14.15 | Arrival | | | | | |
| 14.45 – 15.30 | 20.00 h Opening Ceremony | Case Study | Psychological aspects Group work | | | |
| 15.30 – 16.15 | Ministry of Interior / Head of the Academy | Mr. Norris | Mrs. Purtscher Mr. Christoffersen | | | |

2.4.5 Learning objectives, learning goal, learning content

| | Module title | Learning goal | Learning content |
|------------------|---|--|---|
| Wednesday | Introduction: | Understand purpose of test course Understand how to use the evaluation forms Domestic arrangements Introduction of participants | Background to project and test course Brief outline of the course Evaluation form detail |
| | Introduction to Crisis Management: | Understand what is a civil relief crisis. Understand the process of crisis management Understand the roles and areas of responsibility of participating agencies | Definition of crisis and crisis management How crisis management develops during a disaster Detailed information on roles and responsibilities ***National and EU examples required*** |
| | Purpose of Crisis Communication: | Understand the role of crisis communication in civil relief crisis management | Definitions of crisis communication Role of crisis communication in the crisis management process Examples of good and bad crisis communication events |
| | Basic Rules of Crisis Communication: | Understand right and wrong practice associated with the techniques of crisis communication | List of the dos and don'ts of crisis communication |
| | Case study: | Reinforce learning objectives of Day 1 | Good and bad examples of crisis communications in a real event |

| | | | |
|-----------------|---|---|--|
| Thursday | How the media work: | Understand and accept the role of the media in a democratic society | A journalist's view on role and the work of the media during and after a crisis |
| | Legal, social and political framework: | Understand the local / national context of the member state within which crisis communications operate Enable delegates to contribute to the module design | Legislation on EU-level Legislation on national level Psychological, religious, ethical, cultural, political, technical and economical aspects |
| | Psychological impact of crisis and crisis communication I | Understand the psychological impact of trauma to different target groups | Psychological aspects of crisis and crisis communication |
| | Psychological impact of crisis and crisis communication II | " | " |
| | Group work: | Understanding of the psychological impact | Different target groups/whom to address How and by which means? Using/applying the basic rules of crisis communication |

| | | | |
|---------------|---|---|--|
| Friday | Work before the Crisis: | Understand the different preparations necessary before a crisis to enable effective crisis communications | <p>Crisis communication plan</p> <p><u>Example of topics that can be in a plan</u> Preparing Media Centres Partners in crisis and their responsibilities Preparing a crisis communications team : exercise- education – crisis awareness Drawing conclusions about what is important and what is not so important in a crisis communication plan</p> <p>Importance of good relations with journalists before and during a crisis.</p> <p>Networking with journalists</p> |
| | Case Study / Interactive Work: | Participants see and learn how an organisation prepares for crisis communication | Examples |
| | Crisis Communications in Practice: | Development of crisis communication techniques | Participants will learn to handle information, produce a media statement and deal with a media interview |

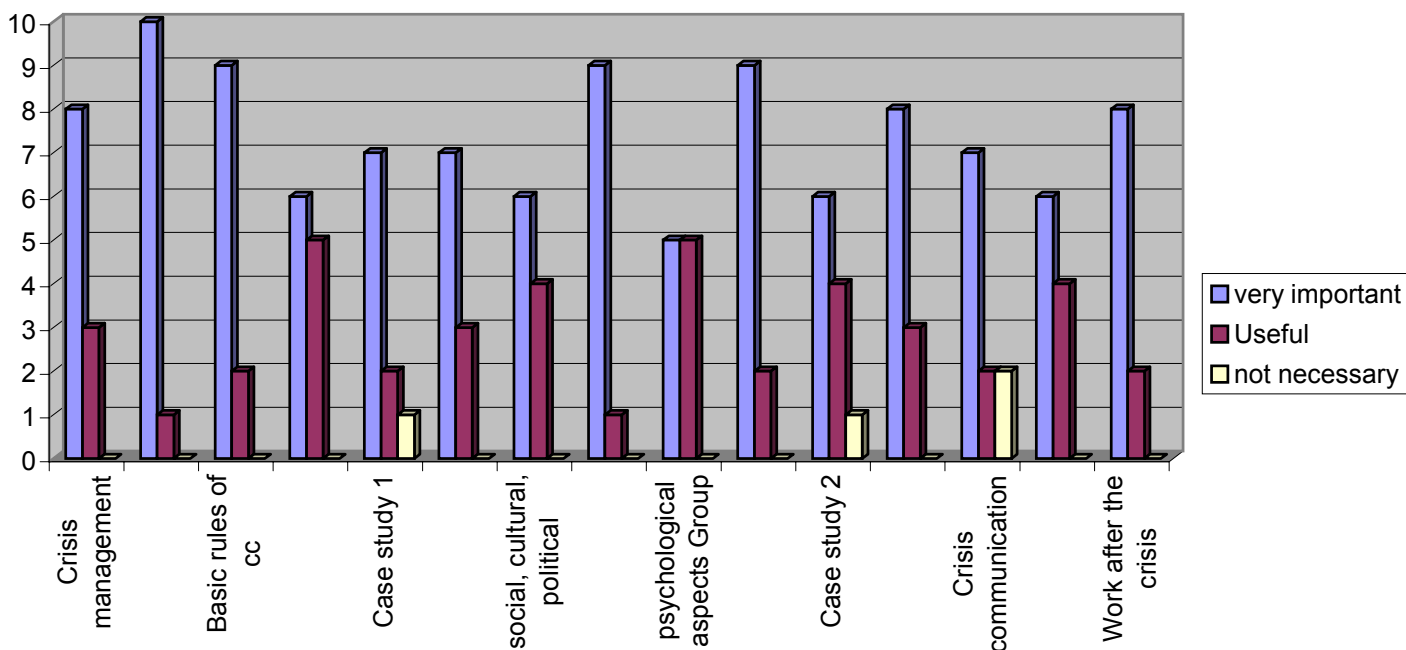
| | | | |
|-----------------|--|--|---|
| Saturday | Review of crisis communication practical: | Participants will receive feedback on DAY 3 practice | |
| | Crisis Communication Team Work: | Group work will define roles / duties of crisis communication team members | <p>Hotlines, websites, preparations for press conference, handouts, press releases, practical information (power outlets etc.), journalist tours, backoffice</p> <p>3-stage-exercise – group work</p> |
| | Work after the Crisis | Needs for crisis communication after the event | <p>Threats and opportunities to regain public confidence</p> <p>Public inquiries, legal cases, disaster reports and annual memorial services</p> <p>Failure to apply lessons learned</p> |

2.4.8 Results of the Test Course

2.4.8.1 Summary of evaluation

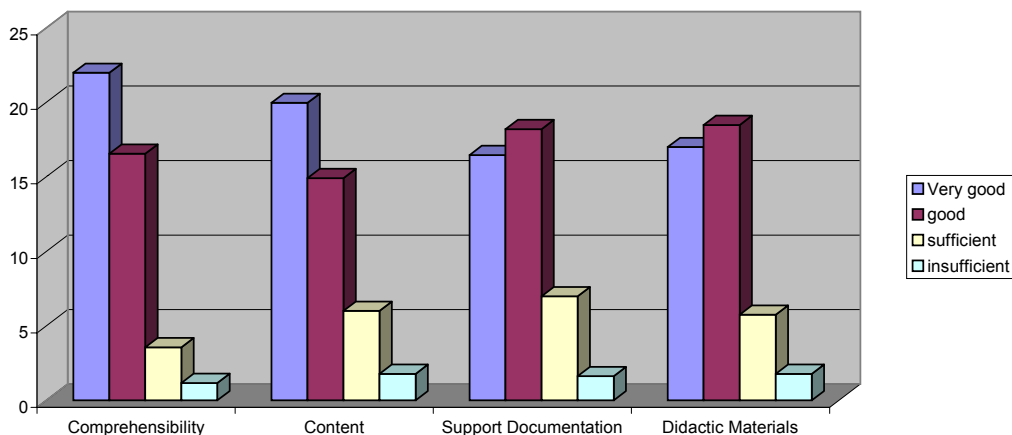
2.4.8.1.1 Topics

summary



2.4.8.1.2 Comprehensibility, Content, Support Documentation, Didactic Materials

summary2



Key points “Personal Remarks”

The Test Course participants (Test Course members and observers) were asked to give some personal remarks about the Test Course. These remarks concerned the following key points:

General Remarks:

The participants perceived the Test Course as being a very suitable basic course. It was mentioned that it would be useful if course documents could be handed out before the start of the lectures as to “enhance the contact with the lecturers” and to provide the possibility of taking notes.

It was also pointed out that within the groups, a “mix between experienced and not so experienced participants” added to the learning effect of the course, spurring interesting discussions and sharing of experience.

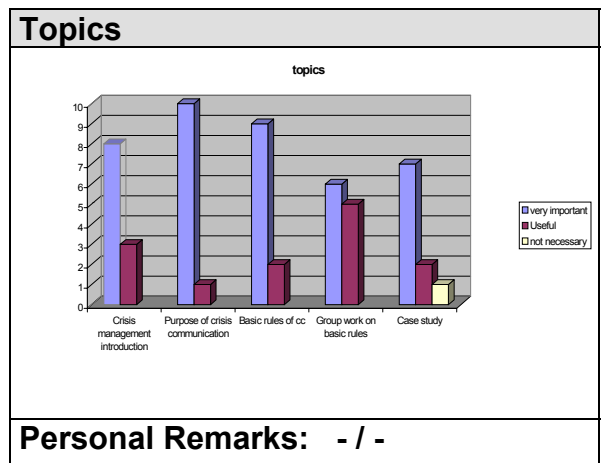
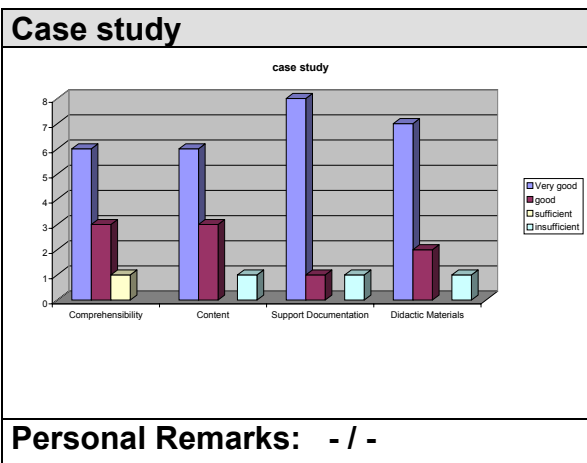
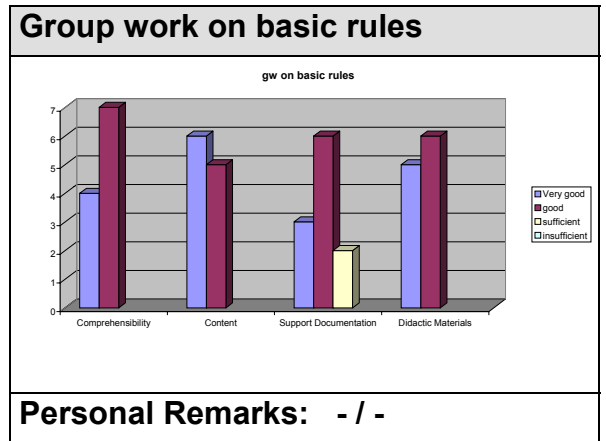
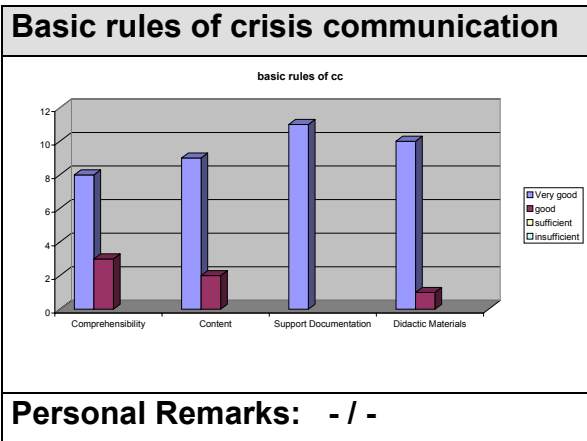
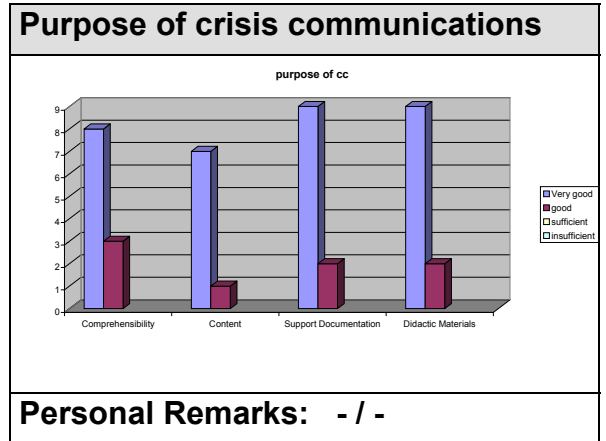
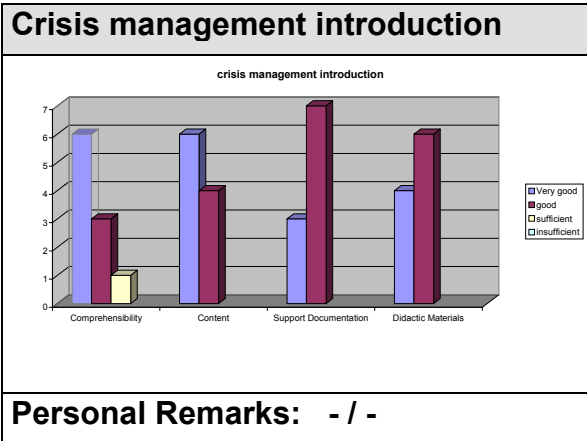
Another issue raised was the duration of the course. Suggestions were made to offer different course options as to make it more easily accessible for participants with a tight time schedule.

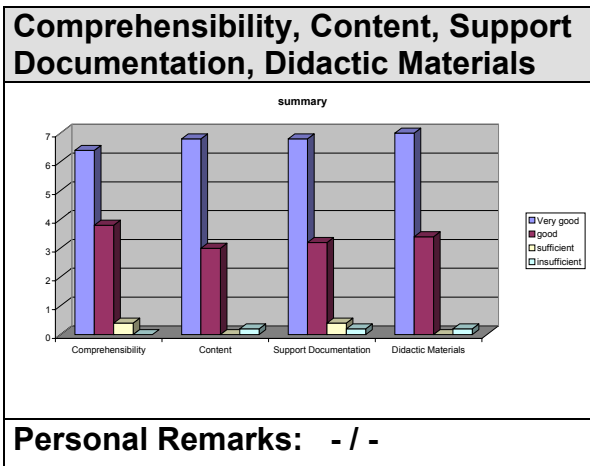
Group Work:

Many participants emphasised the importance of the group work sessions. They were perceived as being “a very prolific experience”, especially under the aspect of triggering communication between the course participants. Also, the participants felt them to be a motivation “to act more than to listen and nod”.

Many of the personal remarks stated that the time allocated for the group work sessions should under no circumstances be shortened.

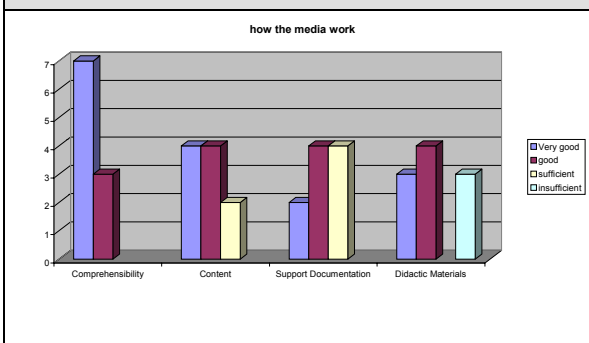
2.4.8.2 Evaluation Day 1





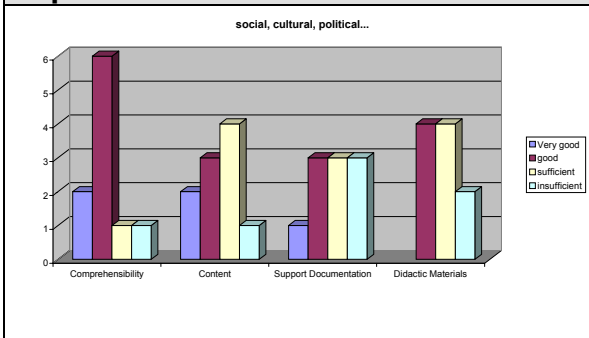
2.4.8.3 Evaluation Day 2

How the media work



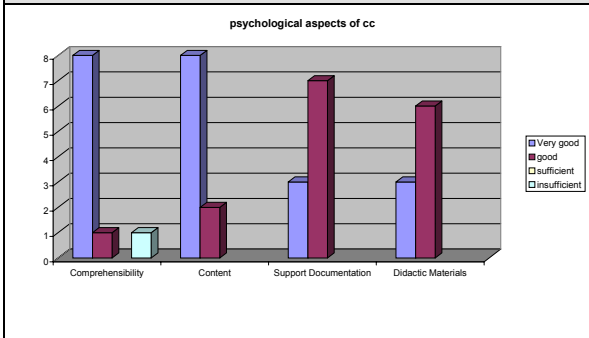
Personal Remarks:
 This unit was viewed as being a necessary aspect to „understand the reactions of media people and improve (our) relationships with them“. The participants also felt that „information about the editorial process (deadlines etc.) could be added“.

Social, cultural, political and legal impact on crisis communication



Personal Remarks: - / -

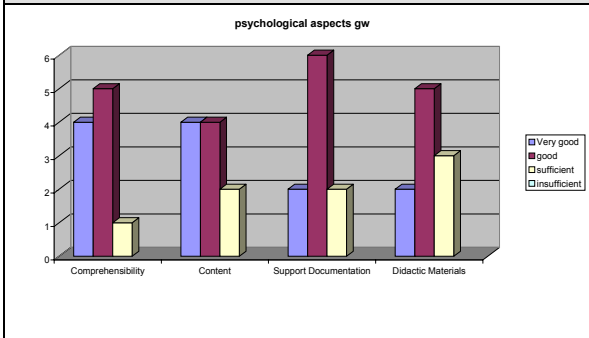
Psychological aspects of crisis and crisis communication



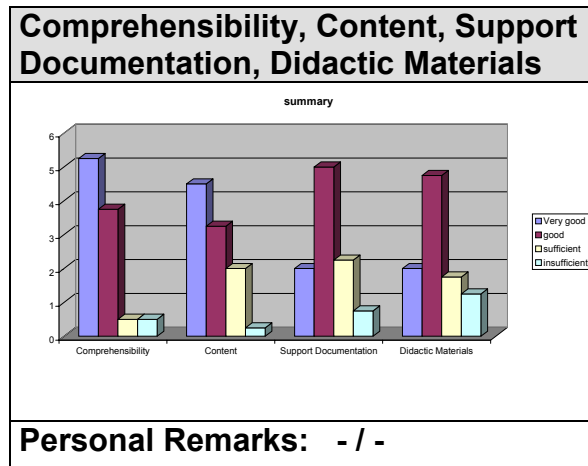
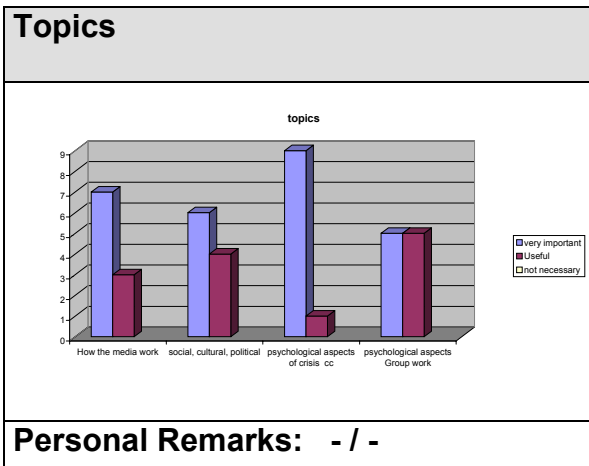
Personal Remarks:
 A great number of the participants highlighted the importance of this module. To the participants, it made the need for training in this field evident: „Spokespersons need to be trained, not just thrown in the deep end. Confidence has to be built up, if not it can have a very negative effect on the communication end of crisis management.“

 Another important issue in this context was identified as „how the communication can be tailored after the psychological reactions in the public.“

Psychological aspects – group work

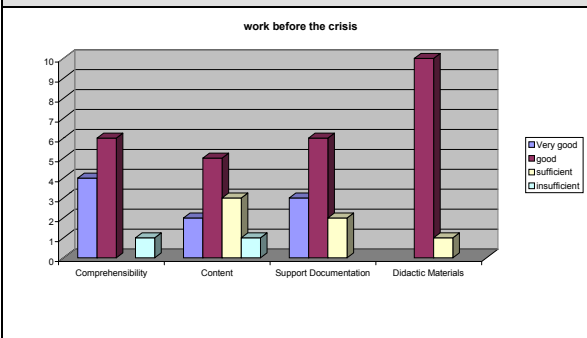


Personal Remarks: - / -



2.4.8.4 Evaluation Day 3

Work before the crisis



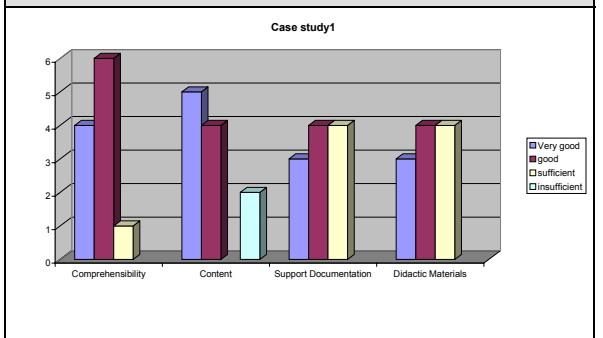
Personal Remarks:

The suggestion was made that this module could be also placed after the modules „Work during the Crisis“ and „Work after the Crisis“. In this way, „the participants would have a lot of experiences which they could use as a basis knowledge in the planning “before the crisis”. The scenario planning was considered as being „very useful“ and that „it could be very informing to have a “real plan” handed out“ as an add-on.

It was also mentioned that for this module, some kind of a „cook-book“-nature approach could be useful.

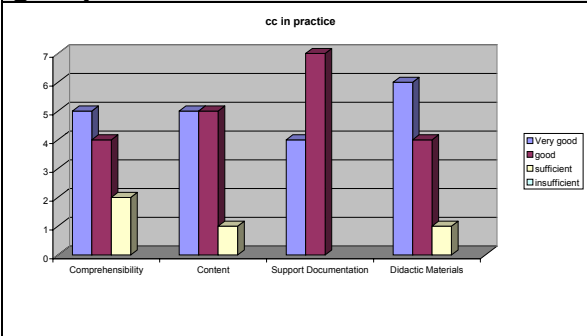
It was suggested that the module could also be based on a short group work: „Group 1: Prepare the first message (0+15 min.); Group 2: Prepare the first press conference (0+1:00); Group 3: Prepare / recommend how to organise the media centre + the press conference room.“

Case study

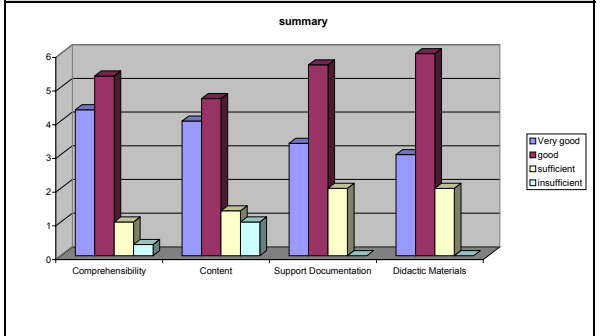


Personal Remarks: - / -

Crisis Communication in practice – group work -



Topics



Personal Remarks:

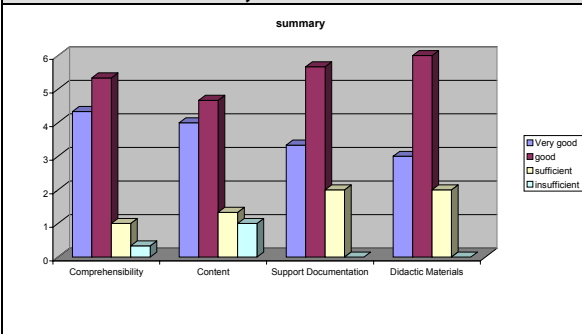
Within the personal remarks, the module „Media Training“ was very extensively commented on. The module was perceived as being „especially interesting and helpful“ since the participants of the course had the opportunity to gain experience from two perspectives - the one of the spokesperson as well as the one of the media representative. In the context of the course it was perceived as providing a „steep learning curve“ and thus assuring „effective time use“.

Suggestions were made that a panel of spokespersons could be a different set-up for the press conference. Then the participants would be given the roles of e.g. the local Fire Chief, the Mayor or a military spokesperson.

The following focal points of this training module were emphasised: “How you look”, “How you react to questions”, “How you feel”, “Do you move nervously when talking on camera?”.

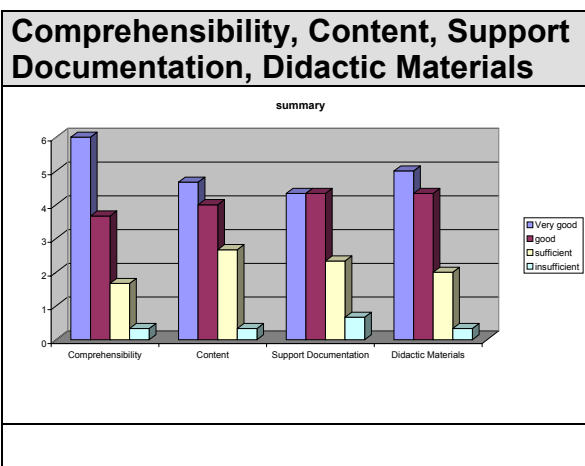
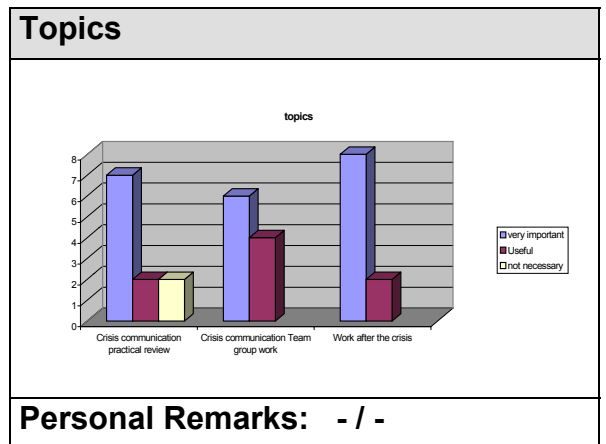
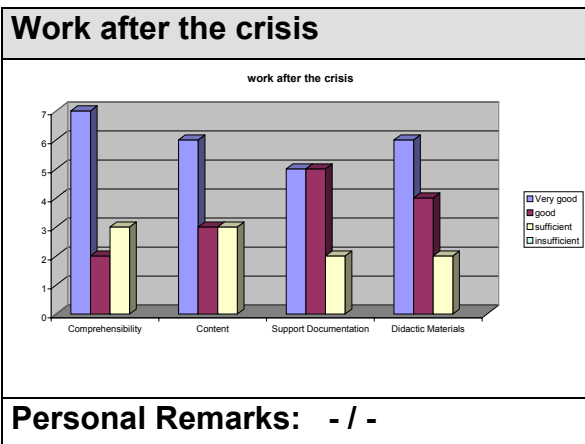
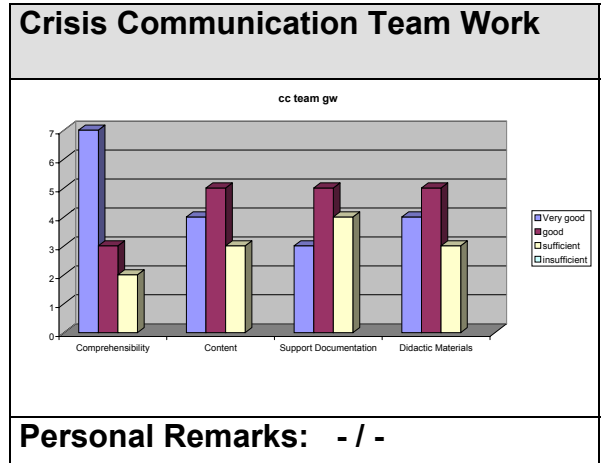
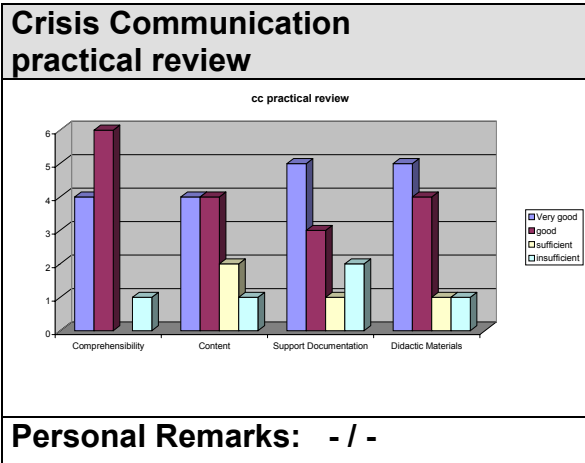
Personal Remarks: - / -

Comprehensibility, Content, Support Documentation, Didactic Materials



Personal Remarks: - / -

2.4.8.5 Evaluation Day 4



2.4.6 Participant list

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2.4.7 Observer & lectures

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2.5 Presentations & handouts

2.5.1

Presentations & handouts

Crisis management introduction

2.5.2 Presentations & handouts

Crisis communication:
purpose & strategy

2.5.3 Presentations & handouts

Crisis communication:
purpose & strategy
Group work

2.5.4

Presentations & handouts

The role of the media /
how the media work

2.5.5

Presentations & handouts

Psychological aspects of crisis &
crisis communication

2.5.6

Presentations & handouts

Crisis Communication Preparedness

2.5.7 Presentations & handouts

Case study 2

2.5.8

Presentations & handouts

Crisis communication in practice

2.5.9 Presentations & handouts

Crisis communication team
group work

2.5.10

Presentations & handouts

Work after the crisis