



EENA Operations Document

Media in Authority-to-Citizen (A2C) Communications

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Table of Content

1. Executive Summary 4

2. Introduction..... 4

3. Media for A2C Communications 6

 3.1 Mass Media 6

 3.2 Wireless Alert Channels..... 6

 3.3 Internet and Social Media 6

 3.4 Direct communication, Converged Media 7

4. Implementation Aspects 8

 4.1 Channel Selection 8

 4.2 The Communications Process 11

 4.3 Barriers to incorporating social media into emergency management 12

 4.4 The Communications Plan..... 12

 4.5 Policy Guidelines 13

5. EENA Recommendations..... 14

6. Appendices 15

 6.1 Communications Plan 112 Extremadura, Spain 15

 6.2 Communications Plan Fire Service, City of Antwerp, Belgium 18

 6.3 Communications Plan Police Baden-Württemberg, Germany..... 21

 6.4 Communications Plan Fire Service, City of Munich, Germany 23

 6.5 Communications Plan SOS-Alarm, Sweden..... 25



1. Executive Summary

With the emergence of mobile technologies and the penetration of social media in daily life, new ways on how emergency response organisations (EROs) can communicate with citizens and visitors in case of emergencies and disasters become available. The existing mass media channels (TV, radio and press) are complemented by social media with its two-way communication. That is, interactive communication with its potential benefits, but also challenges for existing emergency response and command & control processes. Furthermore, citizens' expectations of receiving alerts and warnings about day-to-day emergencies are increasing and need to be met. This document intends to provide a basis by discussing media characteristics from the authority-to-citizen perspective (A2C), inform about communication channel and media characteristics with its strengths and weaknesses and provides examples of communication plans from selected EROs.

2. Introduction

The management of emergencies and disasters includes a significant communication task to disseminate alerts, warnings, evacuation notifications, safety information, and medical treatment (among others) to the public. Risk estimations need to be translated into warnings that can inform the public and can persuade them to take appropriate protective action. Besides, citizens expect information on day-to-day emergencies which may cause an adverse impact on social life and daily routines – like traffic hints in case of accidents. But also citizens have become a voluntary information source (e.g., in manhunts, eye witness reports, etc.), and volunteers are involved during disasters, and increasingly actively contribute to emergency response and relief. In parallel, new mobile technologies and social media have significantly penetrated their lives. Hence, the public expects that SMS, Whatsapp, Twitter, Facebook, Google, and other social media platforms offer multiple media/ communication channels complementary to the existing mass media channels (TV, radio, press, sirens). Consequently, new ways of disseminating information and warning can be provided, as, for example, individuals can be alerted if incidents emerge in their vicinity or receive notifications from pre-registered warning services. Yet, the “mass warning” via the traditional media remains a key module, whereas new media and new services have started to become an accepted method of communicating with the public in Europe. Consequently, the “authority-to-citizen (A2C)” communications model has to be developed regarding role, interaction and participation. With social media as interactive and real-time communication channel, it will be possible to encompass the social context i.e., specific citizen groups, younger generations, visitors or tourists, and ethnic groups like refugees with language barriers, etc.



Terms and Acronyms

All definitions of terms and acronyms related to 112 are available in the 112 Terminology EENA Operations Document¹. For convenience, the ones used in this document are also listed below (in alphabetical order), together with some additional terms.

Acronym	Description
A2C	Authority-to-Citizen Communication
CAD	Computer Aided Dispatch Application
CERC	Crisis and Risk Communication
CM	Social media Community Manager
CMT	Crisis Management Team
D5	Discipline 5 of Crisis Management in Belgium: Information
ERO	Emergency Response Organisation
ES	Emergency Services
PIO	Public Information Officer
PSAP	Public Safety Answering Point
PWS	Public Warning Systems
SM	Social Media: "term used for online technologies and practices to share content, opinions and information, promote discussion and build relationships. Social media services and tools involve a combination of technology, telecommunications and social interaction. They can use a variety of formats, including text, pictures, audio and video" ² .
SMEM	Social Media in Emergency Management: French: MSGU (<i>Médias Sociaux en Gestion d'Urgence</i>)
VOST	Virtual Operations Support Teams: In France: VISOV (<i>Volontaires Internationaux en Soutien Opérationnel Virtuel</i>)

¹ http://www.eena.org/uploads/gallery/files/operations_documents/2012_10_16_112terminology.pdf.

² http://ec.europa.eu/ipg/docs/guidelines_social_media_en.pdf.



3. Media for A2C Communications

The main communication channels and media will be discussed in four parts: (1) public alert / warning channels; (2) wireless alert channels; (3) Internet and social media; and (4) direct communication, converged media.

3.1 Mass Media

Public warning systems (PWS) disseminate critical or even life-saving information to the public. This traditional and still dominating communication channel addresses mass media (TV, press, radio). But also sirens or digital road signs are considered. This one-to-many communications scheme of public warning systems (PWS) in member states, progress towards a more contextualised communication scheme e.g. wireless warning services where mobile users in a defined area will be notified – strongly dependent on base station coverage or ZIP codes. The public warning systems³ like MoWaS⁴ in Germany exemplify the multi-channel approach.

3.2 Wireless Alert Channels

With this channel type, all relevant wireless media are considered. Wireless technologies enable warning systems to provide geo-targeted information for citizens. Thus, alerts are being sent to mobile devices in a geographical area, rather than a ZIP-code area without any subscription being necessary. That supports people whether they are in the office, at home, or even visiting (roaming). Technically, either a cell-broadcast, to avoid network congestions, or SMS based one-to-many communication is enabled to simultaneously deliver messages of imminent threats to recipients in a specified area. The implementations differ across EU member state. For instance, the Netherlands NL-Alert service⁵ is a broadcast service for 2G and 3G and 4G mobile networks. Whereas a UK trial for a national mobile alert system⁶ indicated preference for a location-based SMS solution.

Wireless services do also consider smartphone Apps⁷ to improve communications between the authorities and citizens. Frequently, alerts and warnings can be disseminated and depending on the issuer, member states, various authorities or even EU activities like the myPublicAlert⁸ app, the applicability is often limited to an authority and regional or local use. Sometimes it is required to be registered to participate in subscription based services (e.g. Germany's warning app NINA⁹), to receive alerts for selected geographical areas.

3.3 Internet and Social Media

The "Internet" channel type comprises different media starting from static web pages, to social media networking sites. Interactions in crisis scenarios might range from sharing photos and data, to sharing information with follow-up discussions on social network sites. These interactions help to protect virtual communities better, motivate volunteers to contribute, and encourage donations in response to a crisis or disaster. Consequently, online interaction is what makes social media different from other communication channels. Hence, communicating with social media users is quite different from providing press updates and press conferences with traditional media

³ EENA, 'Public Warning' (European Emergency Number Association, 15 July 2015), http://www.eena.org/uploads/gallery/files/pdf/2015_07_15_PWS_Final.pdf.

⁴

http://www.bbk.bund.de/DE/AufgabenundAusstattung/Krisenmanagement/WarnungderBevoelkerung/Warnmittel/MoWaS/MoWaS_node.html.

⁵ <http://www.nl-alert.nl/>

⁶

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/298687/Mobile_Alerting_Trials_Project_Report_FINAL.pdf.

⁷ http://www.eena.org/download.asp?item_id=96.

⁸ <http://www.deveryware.com/en/our-services/mypublicalerts/>.

⁹ http://www.bbk.bund.de/DE/NINA/Warn-App_NINA_Einstieg.html



personnel as citizens cannot be assumed to have professional communications skills. The main social media software is briefly outlined¹⁰:

Wikis are useful to collect knowledge of a topic based on own research.

Blogs support the publishing of information through an individually owned journal.

Micro-blogging. The most prominent application is Twitter with more than 600 million users worldwide. With its mobile usability, Twitter is a significant social medium for crises. Users can publish messages (tweets) of up to 140 characters on their site and tag words (#hashtag) within a message. Other users can be addressed with an '@user' notation. More specifically **Twitter alerts** are tweets that are published by selected public authorities and emergency management organisations during a crisis or emergency which include important current information of an event (e.g., safety warnings or evacuation instructions). The UK has launched an alert service for emergencies based on Twitter alerts¹¹. Meanwhile, all police and fire services participate and support it¹². Beyond the UK, the Irish police (*An Garda Síochána*), the Spanish police force (*Policía Nacional*), and more recently a Spanish regional ERO (*Emergencias Madrid*) utilise twitter alerts in Europe.

Social Network Sites (SNSs) are defined as "web-based services that allow individuals to (1) construct a public or semi-public profile within a bounded system; (2) articulate a list of other users with whom they share a connection; and (3) view and traverse their list of connections and those made by others within the system"¹³. SNSs incorporate functionality related to blogging and the exchange of information. Facebook is the most prominent SNS platform with worldwide coverage, which includes specific functionalities such as **Safety Check**¹⁴ as support in crisis and disasters.

Social sharing enables the user to generate and categorise digital content. Photo and video communities are the most interesting for crisis communication. Flickr or Instagram, for sharing photos and images, and YouTube, for sharing video clips, are the most popular platforms.

3.4 Direct communication, Converged Media

Finally, word-of-mouth as a means of direct communication between participants in a disaster scenario, also has its place in the channel discussion. Although mainly articulated by audio, gestures and emotions, without the help of technical media, it is the core of peer-to-peer communication between citizens, but also between ERO staff and citizens e.g., in face-to-face meetings.

To this point, media have been discussed as independent communication channels. However, interdependencies and convergence effects between different media can be mentioned. First and foremost, the convergence of traditional (mass) media with social media has to be considered. For instance press and TV publish their social media presence to broaden the citizen (customer) - touchpoints. It is common to broadcast live tweets about significant incidents. Mass media thoroughly monitors social media for news and updates, shortcutting official ERO press channels. While their search for news may be also of interest to EROs, still there is a down side when relevant tactical information (for instance submitted by hidden hostages on social media during the

¹⁰ C. Reuter, A. Marx, and V. Pipek, 'Crisis Management 2.0: Towards a Systematisation of Social Software Use in Crisis Situations', *International Journal of Information Systems for Crisis Response and Management* 4, no. 1 (March 2012): 4.

¹¹ <http://www.bbc.com/news/technology-24986263>.

¹² <https://about.twitter.com/es/products/alerts/participating-organisations>.

¹³ http://www.fp7-emergent.eu/wp-content/uploads/2014/09/D3.1_UsagePatternsOfSocialMediaInEmergencies.pdf.

¹⁴ <https://www.facebook.com/about/safetycheck/>



Charlie Hebdo attacks) is published without the approval of the incident commander¹⁵. On the contrary, the Brussels lockdown on November 22nd, 2015 exemplifies the degree of possible convergence from media, social media and citizens to the request made by public authorities for silence during police operations. The majority complied and on a very curious twist, people flooded the media with pictures of cats (#BrusselsLockdown), to which the Belgian police replied "...to all cats that helped us last night... help yourselves #BrusselsLockdown ... (translated)" ¹⁶ . Furthermore, with the rapid penetration of mobile devices, a convergence between wireless technologies and social media takes place. Social media has a presence status, acquires a location, and delivers ambient information from by-standers, victims, volunteers, and other stakeholders – on site. But it also offers the opportunity to provide information to people on what they need to know to reduce uncertainty and receive necessary help, without producing overload.

4. Implementation Aspects

Emergency communications is a mutual operation across all levels of government, critical infrastructures, the private sector, non-governmental organisations, and even the public. EROs specifically require operable and interoperable real-time communication for all risks and threats to enable community resilience and to sustain safety and security. The ISAR+ project¹⁷ has published guidelines and a roadmap for EROs towards an effective and efficient use of mobile technology and social media in crisis situations.

4.1 Channel Selection

A communication channel may be simply by word-of-mouth, handwritten notes, paintings on buildings, electronic media, including social media communications¹⁸. Consequently, EROs must be capable of multi-channel/ multi-media message delivery as no single medium will sufficiently cover the target audiences. Therefore, a summary of strengths and weaknesses for each communication channel can be found in the following table:

Table 1: Channel Strengths and Weaknesses^{19, 20, 21}:

Media	Strengths	Weaknesses
Mass Media	<ul style="list-style-type: none"> • Newspapers are excellent for reporting detailed investigations and in-depth news. Television delivers information very quickly and can present the visual elements of the story. • Wider reach. • Many radio and TV stations have very close community connections. • Television and radio are most widely used because they are the most immediate channels of communication. • Sirens are considered as the main alerting tool. 	<ul style="list-style-type: none"> • Television, radio, telephones, and the Internet may have a wider reach but require working infrastructure, which may be damaged during emergencies. • Sirens give no additional information and other alerting tools need to follow, (SMS, loudspeaker, megaphone cars, emergency hotlines ...).

¹⁵ <http://www.dailymail.co.uk/news/article-2905599/Kouachi-brothers-hostage-tells-Charlie-Hebdo-gunmen-coffee.html>.

¹⁶ https://twitter.com/PolFed_presse/status/668748884794060800.

¹⁷ <http://isar.i112.eu/downloads/files/D2271-iSARGuidelinesRoadmap.pdf>.

¹⁸ http://emergency.cdc.gov/cerc/resources/pdf/cerc_2014edition.pdf.

¹⁹ http://emergency.cdc.gov/cerc/resources/pdf/cerc_2014edition.pdf, pages 237, 238, 239, 260.

²⁰ http://publica.fraunhofer.de/eprints/urn_nbn_de_0011-n-2907197.pdf.

²¹ <http://cacp.gatech.edu/content/bennett-d-2015-just-another-communications-tool-international-association-emergency-managers>

Wireless Alert Services	<ul style="list-style-type: none"> • Texting appear to be the most promising new alerting tool for many people, though not for all. • Alerting of disasters can be done <i>automatically</i> where people receive a text message on their cell phones. • Location-aware alert service for involved/ impacted citizens. 	<ul style="list-style-type: none"> • Alert service should not be dependent on prior registration or device configuration e.g. cell broadcast.
Internet, Social Media	<ul style="list-style-type: none"> • Social media channels are increasingly important. In many cases, the first news of a crisis will probably be shared via Twitter or Facebook. • Provides immediate information. • Can create rapid connections and build relationships with the public. • Helps build and maintain dynamic relationships with the media. • Helps dispel rumours by immediately providing accurate information. • Incorporates website links where media outlets and the public can obtain more detailed information. • YouTube videos made with cell phone cameras can also be expected for many crises. • Increasingly EROs use Twitter and Facebook accounts to provide timely information, including updates for the mass media. 	<ul style="list-style-type: none"> • Internet may have a wider reach but require working infrastructure. • Currently, social media still has significant issues with trust in case of alerting. • Liability concerns exist. • Personnel and technology are required to maintain and monitor social media services. • Continual monitoring and following up are needed to update information and dispel rumours. • Risk to cope with controversy, online fights, or single-side advocacy • (Partial) loss of information control, e.g real-time information may expire very quickly, while still being disseminated (traffic issues, urgent blood donation requests...), or cannot be removed (new findings in manhunt) • An excess of information may compromise on-going operations
Direct Communications	<ul style="list-style-type: none"> • As people try to connect with friends and family, word of mouth becomes an important form of crisis communication. • Emotional impact on people can be considered. • Peer-to-peer communication is a necessity for self-efficacy, citizen groups like families and emergent groups. 	<p>Peer-to-peer communication not in control of EROs. Potential remedies to gain opinion leadership in the public discourse:</p> <ul style="list-style-type: none"> ▪ Joint Information Center (JIC). ▪ Face to face, e.g. staff members to individuals in the community (ethical and Command Control guidelines). ▪ Group delivery, such as communicating to a small group/ public meetings. ▪ Public presentations to larger meetings. ▪ Organisational communication by response stakeholders and partners (e.g. volunteers such as VOST teams), via organisational messages, web pages, and publications. ▪ Community, such as employers, schools, malls, and local authorities.
Converged Media	<ul style="list-style-type: none"> • Mainstream media outlets are connecting with social media. • Converging trend between mainstream media and social media. A lot of twitter messages come from mass media or user reposts. • Mass media organisations increasingly use social media to generate content by monitoring Facebook and Twitter. 	<ul style="list-style-type: none"> • ERO may lose control of communication. • Potential burden to fight rumours or to ensure safety at the incident site due to social media by-standers. • Definition change of media contacts to include backpack journalists, bloggers, and other key online influencers • Ethical guidelines may only partially be



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	<ul style="list-style-type: none">• They may solicit news tips, pictures, or video.	followed
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Recommendations:

1. *Raise public information officer and incident commander awareness for adapting the communications strategy and selecting the delivery approaches for particular events.*
2. *Enrich the media combination to reach out to the public and to get in contact with the different citizen groups.*

4.2 The Communications Process

The “crisis and emergency risk communication (CERC) model”²² can be utilised as a framework to prepare for and structure communication tasks along the disaster phases. It starts from pre-crisis with the preparedness and the mitigation phase, all the way to the lessons learned and documentation phases when the relief and recovery activities have to be accomplished. With this blueprint, communication problems can be anticipated, and mitigation and preparedness measures can be established before the incident materialises. However, the obligation remains to customise the communication programs and risk objectives for each domain to address its specific local requirements.

The Pre-Crisis Phase: The social media utilisation during disasters has to consider the specific characteristics of the medium. Fundamentally, it is necessary to establish relationships with the audiences to generate trust. Furthermore, the preparedness effort and risk education programs must be supported as well. Key is also to conduct trainings and exercises, including the risk and crisis communications tasks for ERO staff, ideally with a close-to-reality approach.

Recommendations:

1. *Consider social media in the existing exercise practice.*
2. *Utilise existing practices²³ for an exercise environment that allows participants to engage with content online and with social platforms they use every day.*

During a Crisis Phase: The various forms of social media like Twitter or Facebook, and relationships with the target audience must be decided and be established in pre-crisis stages. During a disaster, it is of paramount importance to disseminate alerts and accurate warnings rapidly. As such, the A2C engagement pattern pushing information to citizens during a crisis with the immediacy of social media as a particularly important feature, offers direct touch points for EROs at the front-lines of disasters. As the penetration of mobile communication devices is progressing at a rapid pace, citizens with additional access to social media, and those who prefer these devices for their communication anyway, can be incorporated.

However, during disasters, the challenge is to cope with either the lack of information or an information overload. The social media world with its crowd sourcing approach has options to offer i.e., “Virtual Operations Support Teams (VOST)”, to overcome this issue. VOSTs are teams of trusted experts who provide support via the internet and social media technologies to those who may struggle to handle the traffic and data volume during a disaster. An example is the collaboration agreement between the Department of Security of the Basque Country in Spain²⁴ and VOST Euskadi that adds them to the Civil Protection Volunteer Organisation registry and considers them in several regional emergency plans. A term of the agreement is the possibility of VOST taking over the official ES social media accounts in specific situations. France established a similar collaboration with VISOV (French VOST) formally collaborating with several regional ERO, and the Team D5²⁵ in Belgium is promoted by Public Authorities and officially sanctioned for region and city support.

²² http://emergency.cdc.gov/cerc/resources/pdf/cerc_2014edition.pdf

²³ <https://idisaster.wordpress.com/2015/06/04/incorporating-social-media-into-your-exercises-smem/>.

²⁴ <http://www.irekia.euskadi.eus/es/news/24810-segurtasun-sailak-lankidetz-a-hitza-irrialdien-boluntario-digitalen-elkarteara>.

²⁵ <http://centredecrise.be/fr/content/team-d5-un-renfort-en-communication-de-crise>.



4.3 Barriers to incorporating social media into emergency management

EROs in Europe have begun to incorporate social media in their risk and crisis communications processes. However, barriers and challenges to more widespread adoption still need to be worked on²⁶:

Limited understanding. Many emergency managers and incident commanders remain more comfortable with traditional media due to age and cultural perspectives, and not all are aware of the potential advantages of social media as a tool for alerts and warnings.

Loss of control. Communicators realise that the use of social media is coupled with the (partial) loss of communication control, although different studies confirm that citizen groups still trust public information most. For instance, where detailed information about a manhunt was issued, and a subsequent evaluation has found the information wrong, cannot be removed again.

Institutional limitations. Shrinking budgets cause challenges in hiring skilled personnel, investing in training, and adopting new tools. Frequently, social media evangelists in the organisations start experimenting with social media use without formal policies and guidelines, creating issues for organisational leaders or causing external ambiguities. Largely, the absence of legislation and regulation in member states prevents EROs from incorporating social media.

Recommendations:

1. *Raise awareness and offer training.*
2. *Discuss and decide on communication control means. Strive for definition of sovereignty in communications.*
3. *Explain communication requirements and institutionalise social media handling.*
4. *Consider voluntary social media experts in the capability requirement*

4.4 The Communications Plan

The EmerGent project conducted a survey²⁷ about ERO staff attitudes towards social media. One of the key results was that the majority of staff have positive attitudes towards the use of social media for both private and organisational purposes. A brief online review in the course of writing the document in Germany and Spain confirmed the applicability of social media i.e., Facebook and Twitter accounts on the organisational level. Almost all of the nineteen regional 112 PSAPs in Spain have (and use) official social media accounts, most through Twitter. Germany's first responder organisations (state and federal) have established their social media presence, also mainly Facebook and Twitter. Interestingly, a distinction between mass media channels and the utilisation of social media accounts becomes visible. Social media presence assists the day-to-day tasks of EROs. Messages about manhunts, witness searches, traffic information, mission reports, real-time updates on ongoing incidents, events and venues with safety hints e.g., prior/ during football games, person identifications, missing persons, hoax warnings, and weather alerts all can be observed. During the Paris terrorist attacks on November 13th, 2015 the public authorities and voluntary organisations provided timely information via social media from the very beginning (e.g. see storify summaries of Twitter messages from the Police National²⁸, Préfecture de Police²⁹ and VISOV³⁰, all in French). Throughout the events the French authorities made a very extensive usage of #SMEM, and after the events the collaboration was acknowledged " ...thanks to the online community for their mobilisation - together we will defeat terrorism ...(translated)"³¹.

The experience from a social media pilot, organised by the Stuttgart police in Germany, emphasised the interactivity of social media channels and raised the need for 24/7 monitoring

²⁶ <http://www.nap.edu/catalog/15853/public-response-to-alerts-and-warnings-using-social-media-report>

²⁷ <http://www.fp7-emergent.eu/wp-content/uploads/2014/05/EmerGent-Survey-EmergencyServicesSocialMedia.pdf>.

²⁸ https://storify.com/ludo_lux/attentats-paris-nov15-police-nationale-msgu.

²⁹ https://storify.com/ludo_lux/attentats-paris-nov15-msgu.

³⁰ https://storify.com/ludo_lux/attentats-paris-nov15-visov-msgu.

³¹ <https://twitter.com/gouvernementFR/status/668488909286952961>.



accompanied by real-time responses e.g., in case of potential threats³². Thus, social media channels are valuable for EROs to establish and sustain citizen relationships.

Recommendations:

1. *Adjust risk program objectives as foundation for the communications plan at the local, state, or national level to incorporate social media.*
2. *Complement the crisis communications plan that describes how communications resources in support of the response to a risk or crisis situation are mobilised, and documents roles, responsibilities and actions.*

The appendix summarises communication plans from different authorities and organisations. It is structured according to the used communications channels and further describes the approval processes and media specific tasks.

4.5 Policy Guidelines

While employees cannot be prevented from using social media in their private life, every ERO member can potentially become a spokesperson, even if stringent communication approval processes exist. "Befriended" by dishonest journalists allows access to all sorts of information including access to further colleagues in the network.

Recommendations:

1. *Implement policy guidelines for social media use which define the rules for the organisation, help staff understand their responsibilities and the legal implication for social media use, and give advice to the (external) users.*
2. *Exploit existing examples to improve existing social media policy guidelines according to individual needs.*

³² http://www.publicus-boorberg.de/sixcms/detail.php?template=pub_artikel&id=boorberg01.c.288890.de.



5. EENA Recommendations

Provision of timely, accurate and official information is key to avoiding hoaxes and negative impressions, and A2C communication should be accessible, multi-channel and multi-media, whenever possible. This is why EENA has some specific recommendations:

Stakeholders	Actions
<ul style="list-style-type: none"> European Authorities 	<ul style="list-style-type: none"> Continue to fund research and development for a common communication scheme.
<ul style="list-style-type: none"> National Governments 	<ul style="list-style-type: none"> Enter formal agreements with Facebook, Twitter to cover EU emergency services purposes. EC and the national, local authorities have to continue the adoption of communications capabilities along emerging technologies for the communication with the public.
<ul style="list-style-type: none"> National/Regional Authorities 	<ul style="list-style-type: none"> Regulators should establish policies for social media handling in emergency/ disaster situations.
<ul style="list-style-type: none"> Emergency services 	<ul style="list-style-type: none"> Ensure the communications capabilities along emerging technologies for emergency responders <i>and</i> for the involvement and communication with citizens. Complement the communication strategy with social media; nominated PIO / official spoke-person and CM for social media channels. Establish official accounts, a official website and a formal channel for information provision to media. Monitor and sustain social media channels timely, accurate and with official information for trust and credibility with the citizen groups. Ethics agreements for employees should be implemented. EROs should have advice from in-house communication professionals. Engage volunteers for digital communications support (e.g. VOST).
<ul style="list-style-type: none"> Media and Press 	<ul style="list-style-type: none"> Provide free support to ES in the dissemination of emergency and crisis information.



6. Appendices

This section presents examples of Communication Plans from 5 different European ES.

6.1 Communications Plan 112 Extremadura, Spain

The 112 Extremadura PSAP („Centro de Atención de Urgencias y Emergencias 112 Extremadura”, one of the 19 regional 112 PSAPs in Spain) has defined a detailed outbound communication plan, which is subsequently partially documented, translated and transcribed.

<u>A2C - Communication channel</u>	<u>Audience</u>
Mass Media (#1) Regional & Local TV, Radio (selected media)	<i>Public</i>
Wireless Alert channels (#2) Smartphone Apps officially sanctioned (e.g. Alpify) SMS (predefined lists)	<i>Public (users of the app): Public warning messages</i> <i>Public authorities, EROs, selected media</i>
Internet & Social Media (#3) Official website 112 Official website Regional Government Twitter account (@JuntaEx112) Vimeo videos	<i>Public: News, information and public warning messages (active alerts and risk situations)</i> <i>Authorised users including media: Information on relevant incidents</i> <i>Public</i> <i>Public</i> <i>Public: Educational videos</i>
Direct Communication, converged media (#4) Direct phone-based communications Fax, Zeta Fax (mass simultaneous Faxes), eMail, SMS Brochures, posters	<i>Public authorities and media</i> <i>Managers, ERO and selected media</i> <i>Public:</i>

Information related to incidents with special judicial connotations (i.e. for matters related with organised crime or terrorism) is only provided to the PSAP manager, press cabinet and any other organisation that is established by protocol or by the PSAP management, and therefore no direct communication to the media or the public is provided.



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Message Type	Release Process	Channel activities (#N = A2C comm channel)
<p>Relevant incidents (Emergencies)</p> <p>(Incidents known by the 112 PSAP which comply with the 112 Extremadura communication protocol criteria)</p>	<p>a. PSAP management defines an incident as relevant.</p> <p>b. The PSAP manager is informed</p> <p>c. The press cabinet is informed (via SMS)</p> <p>d. An incident form is filled:</p> <ul style="list-style-type: none"> o Incident origin and location o Date and time of first call received o Request description o Activated and coordinated resources o Brief event summary o Victim status w/o personal data, if applicable o transport destination o Forecast of the situation o Safety recommendations for the population 	<p>#3: Incident form is uploaded to the web</p> <p>#3: Via Twitter, event type summary with pre-defined hashtags (<i>#Incidente_relevante, #Acc_tráfico, #Acc_doméstico, #Acc_laboral, or #Incendio_vivienda</i>), location, dispatched resources; summary of victims</p> <p>#4: Email is sent to the media to inform that new incident information available</p> <p>#1, #4: PSAP supervisor provides information to specific media outlets: (a) on request of PSAP-Manager or Press Cabinet order; (b) supervisor live interviews (authorised by PSAP manager); (c) if a specific media outlet cannot access the web information.</p>
<p>Alerts and risk situations</p> <p>(Public warning notices; severe weather alerts; other alert types)</p>	<p><u>Weather alert:</u></p> <p>a. AEMET (Spanish Meteorology Agency) notifies all severe weather warnings to the 112 PSAP</p> <p>b. PSAP receives phone confirmation of the data</p> <p>c. PSAP manager is informed, and confirms order to activate the alert</p> <p>d. Once the situation is finalised, PSAP manager issues orders to the PSAP supervisor to inform the stakeholders</p> <p><u>Other alert types:</u></p> <p>a. The PSAP manager is informed, and will approve dissemination.</p> <p>b. The procedure is similar as previously described</p> <p><u>Alerts should include:</u> Reasons and details, validity period, level of alert and overall recommendations to the public (including prevention and safety measures based on the risk)</p>	<p><u>Weather alert:</u></p> <p>#4: Activation informs Press cabinet via email</p> <p>#4: Notification of different organisations and resources. The Zeta Fax channel may be used to inform municipal public authorities (subject to PSAP management authorisation).</p> <p>#2: In parallel SMS are sent to registered mobile phones of authorities and organisations.</p> <p>#3: "Alerts" section of the official website is populated with the weather alert including continuous updates</p> <p>#3: "Information" section of the website is populated with the weather report provided by AEMET and advice linked to the weather situation generating the alert.</p> <p>#3: Public warning message published in Twitter account with predefined hashtags and including advice and recommendations</p> <p>#2: Public warning message is sent through app to registered users in the affected area</p>
<p>Advice and recommendations</p> <p>(Advice grouped by season and/or activity; usage of 112, safety at home, road safety, seasonal advice, fire prevention, etc.)</p>	<ul style="list-style-type: none"> • PSAP supervisor publishes different types of citizen advice and about selected topics on a regular basis (daily, shift) 	<p>#3: PSAP actively promotes the official Twitter account with pre-defined hashtags: <i>#Consejos112</i> (general advice); <i>#PrevenciónIncendios</i> (fire prevention); <i>#INFOEX</i> (regional wildfire service); <i>#SeguridadVial</i> (road safety); <i>#Alergias</i> (seasonal allergies); <i>#RiesgoEléctrico</i> (electric risks); <i>#PersonasSordas</i> (deaf people).</p>



european emergency number association

<p>Extraordinary situations (w/o ordinary incidents)</p> <p>(Guidelines by the directors of the Regional and Special Civil Protection Plans for the Extremadura Region (CAEX)).</p>	<ul style="list-style-type: none"> • Emergency information cabinet is established and is in charge of risk and crisis communications • 112 PSAP activates specific, zero-rated phone lines • 112 PSAP provides information to relatives of victims and casualties in accordance with the guidelines of the extraordinary emergency plan 	<p>#1, #2, #3, #4: Information about activated phone lines will be made public through the media, the official websites and the official twitter account.</p>
<p>112 service related, organisational topics</p>	<p>Visits to 112 PSAP, lectures, training, 112 Extremadura events, etc..</p>	<p>#3, #5: General information is published through website and twitter</p>



6.2 Communications Plan Fire Service, City of Antwerp, Belgium

Crisis communications are a responsibility of cities, who write the local crisis communications plan. In Antwerp there is an active collaboration between the city, police and fire services (both are under the same ministry), who each have their own PIOs 24x7.

<u>A2C - Communication channel</u>	<u>Audience</u>
Mass Media (#1)	
Regional TV, radio	<i>Public:</i> Alerts, warnings
Teletext	<i>Public, media:</i> As backup channel if social media is unavailable
Wireless Alert channels (#2)	
BE-Alert app	<i>Citizen groups:</i> Alerts and Public warning messages
Internet & Social Media (#3)	
Website	<i>Public:</i> redirects to city website, only in Dutch
Facebook, Twitter	<i>Public:</i> News, updates
Youtube	<i>Public:</i> Videos which are posted on Facebook, Twitter
Periscope (video live streaming app from Twitter)	<i>Public:</i> Internal pilot project for fire services
Direct Communication, converged media (#4)	
Brochures	<i>Public and citizen groups:</i> Practical information (i.e. what to do after a fire), also used a way to approach victims after an event and establish a communication
Email, SMS	<i>Public, media:</i> reactive behaviour – channel is used to respond to emails predominantly.
Direct phone-based communications	<i>EROs and media</i>

The Brandweer Antwerpen (Antwerp FRS) A2C communication activities include day to day activities, extraordinary situations, alerts and also education and dissemination activities. All outbound communications in Antwerp are primarily in Dutch. If asked in other languages, the attempt is to respond in the same language, whereas English is taken as default. Besides, a booklet with the main messages and for onsite usage is available in 17 different languages to mediate language barriers.



Message Type	Release Process	Channel activities (#N = A2C comm channel)
Messages related with Incidents (Emergencies)	<ul style="list-style-type: none"> a. FRS PIO is in charge with a reactive approach. Therefore no authorisation is needed for initiating A2C communications. b. Initiating communication events are requests/ questions by media, public (direct) or through social media. c. Media are monitored actively to ensure that the published information is in line with known incidents. d. The message content refers to the consequences for the citizens rather to the incident itself (smoke, traffic impact, safety hints ...). 	#3: Facebook, Twitter updates #4: email, SMS
Alerts and Warnings (Public warning notices; severe weather alerts; other alert types)	<ul style="list-style-type: none"> • Public Alerts in case of specific incident types 	#3 Facebook , Twitter #1, #2, #4: In coordination with other EROs
Extraordinary situations	<ul style="list-style-type: none"> • Multi-agency coordination of communications and lead role assignment according to incident severity and type. • Example: Bomb threat in train station. The incident (a suspicious parcel) is initially small: • POL is in charge of communications • In case the press contacts FRS for further information, the request is redirected to the PIO-Police. • In case of escalations, a coordination mode on a local/ regional level is entered and communication tasks are split between the EROs: • In case of further support, Team D5 is activated (direct call to the team coordinator), who takes responsibility over media monitoring. 	#3: Facebook: PIO to coordinate with CMT PIO #1, #2, #3, #4: Coordinated information provisioning across authorities #4: Alerts to pre-defined mailing-recipients (DAKS), e.g. media invitation to incident location. #1, #2: Katwarn (temporary Oktoberfest venue area defined for wireless users)
Advice and recommendations	Managed by press office on a seasonal basis or on request. Advice and recommendations according to season and/or activity; preventive approach as a complement to federal activities	#3: Facebook, Twitter #4: Brochures
Service related, organisational topics	<ul style="list-style-type: none"> • PIO in charge to promote service related information to the public. Objective is to inform about tax money utilisation e.g. new equipment, staff and to grow social media community • Requests for recruitment, new employees • Behind the scenes report 	#3: Facebook, Twitter



Ethical considerations are respected in any communications. The FRS will always strive for the protection of victims, including providing advice on how to act when approached by the media. Privacy and data protection considerations are in place to establish data rules e.g. never publish images of victims, and images of FRS personnel shall only be published with authorisation.



6.3 Communications Plan Police Baden-Württemberg, Germany

The Police of the state of Baden-Württemberg, Germany is responsible with about 24,200 officers and about 5,000 additional employees for the security of more than 10 million people in the state of Baden-Württemberg. In addition to 12 regional police headquarters there as statewide institutions, the office of criminal investigation, the police presidium, the bureau of technology, logistics and services, and the academy of police in Villingen-Schwenningen. Under the emergency number 110 the police can be reached around the clock.

<u>A2C - Communication channel</u>	<u>Audience</u>
<p>Mass Media (#1) Traffic service via TV, radio, press Print, TV</p>	<p>Defined citizen groups; alerts, warnings in conjunction with public transport Media, Public</p>
<p>Wireless Alert channels (#2) Smartphone App (SMS) "Police" App</p>	<p>Registered citizens for barrier free emergency calls (e.g. persons with specific needs) to submit SMSs in case of emergencies; Alerts and warnings messages; in addition to "emergency fax" Contribution to planning activities for a federal app which supports emergency calls, conveys alerts and warnings and enables tighter integration in emergency response processes</p>
<p>Internet & Social Media (#3) Police website Facebook, Twitter (verified)</p>	<p>Public, Media: Provisioning of more detailed information on police activities The current plan is to integrate a blog functionality. Public: News, updates on policing activities, law enforcement and preventive information; several police presidiums e.g. Karlsruhe, Mannheim, Stuttgart, Freiburg maintain own Facebook, Twitter accounts Public, media: The provisioning of images, videos with an additional Youtube channel as well as video live-streams via periscope (e.g. for live press conferences and similar to the state chancellery of Nordrhein-Westfalen (NRW)) is in planning stage</p>
<p>Online Forms</p>	<p>Public: Interaction with office of criminal investigation via online forms.</p>
<p>Direct Communication, converged media (#4) Email, SMS</p>	<p>Managers, ERO and selected media (pre-defined mailing-</p>



european emergency number association

lists according to incident type)
 Direct phone-based communications EROs and media, pre-defined phone conferences with EROs, critical infrastructure etc., (direct) press conferences for selected topics

Message Type	Release Process	Channel activities
Messages related with Incidents (Emergencies)	a. Emergency Response center identify incidents relevant for press, media b. Further approval between ERC officer on duty Command Control Centre also on regional level c. PIOs receive message and finalise the content	#1: Completion of traffic alert information and conveyance to radio traffic warning service #3: Twitter, Facebook updates. All social media channel activities are supported with "Social Hub" for monitoring, workflow support, ticketing, team collaboration #4: Press report with outline of the emergency
Alerts and Warnings (Public warning notices; severe weather alerts; other alert types)	a. Active monitoring of events via the Command Control Centre (e.g. weather situations) b. Utilisation and if needed adaptation of messages derived from a pre-defined message catalog (95% hit-rate)	#1, #2, #4: In coordination with other #3: Facebook, Twitter
Extraordinary situations	a. Large scale incidents, or planned events b. Communication plan as part of Crisis Management Team according to PDV100. c. Due to Stuttgart21-experience an enhanced command and control guideline for PIOs is established. E.g. PIO responsibility is assigned to one person in the CMT, clarifies the media monitoring, editorial role, press/media interface, on-site PIO etc.	#1, #2, #3, #4: Coordinated information provisioning across authorities
Advice and recommendations	a. Managed by press office on a seasonal basis or on request, e.g. burglary series, pickpocketing b. Campaign driven initiatives e.g. 24h with a police patrol, 24h report on process from the emergency call to response	#3: Facebook, Twitter, web site #1, #4: Press report
Service related, organisational topics	a. Press office in charge to promote service related information to the public. b. Recruitment support, new employees, new equipment, interesting activities supporting the reputation of the organisation c. Promotion as an attractive employer (drive competitiveness even with other police forces)	#3: Facebook, Twitter, web site (also on regional sites) #1: Press report



6.4 **Communications Plan Fire Service, City of Munich, Germany**

The Fire Service of the City of Munich consists of the fire brigade and the volunteer fire department under the umbrella of the Municipal Fire Department. In addition to the areas of fire prevention and response, the fire service also includes the technical infrastructure services as well as accident support services in emergency situations of all kinds of people and animals, in traffic accidents, -risks and disorders, in collapse, explosion, flood, storm damage, gas and oil spills as well as in other public emergencies. The Fire Service operates the joint emergency medical services of the City and the County of Munich, with the field of toxicological emergency medical service, newborn emergency medical service (NND), the children's emergency medical service (KND), and covers the peak load of the rescue and ambulance services in the metropolitan area. The Fire Department also performs the Bavarian Civil Protection Act (BayKSG). Here the service is in charge for the protection of the population in the event of crises and in the particular hazards and damage in case of civil defense.

<u>A2C - Communication channel</u>	<u>Audience</u>
Mass Media (#1)	
Katwarn	Defined citizen groups; alerts, warnings via TV, radio, press
Press Report (daily)	Media, Public Authorities
Wireless Alert channels (#2)	
Smartphone Apps (KatWarn)	Public (users of the app): Alerts and Public warning messages – in defined spatial areas
Internet & Social Media (#3)	
Website of Munich city	Public: General organisational information, not incident related due to 24/7 editorial requirements, fire prevention information
Facebook (Twitter) , Google+	Public: News, updates. Twitter feed with no additional editorial effort (FB messages are synchronised)
Direct Communication, converged media (#4)	
Email, SMS	DAKS: Managers, ERO and selected media (mailing-list)
Direct phone-based communications	EROs and media



europaen emergency number association

Message Type	Release Process	Channel activities
Messages related with Incidents (Emergencies)	<ul style="list-style-type: none"> a. Dispatchers mark incident (related messages) as relevant for press b. PIO receive message alerts via CAD access c. Incident Commanders are requested to submit information relevant for the public d. PIOs actively search for press related information e. Basically, a summary of the emergency is disseminated. Per definition no real-time updates are provided to avoid "tourism". 	<ul style="list-style-type: none"> #3: Facebook updates #4: Press report contains outline of emergency including relevant response activities
Alerts and Warnings (Public warning notices; severe weather alerts; other alert types)	<ul style="list-style-type: none"> a. Public Alerts in case of specific incident types e.g. bomb discovery, evacuation; typically 30min. updates b. Increasing severity or larger spatial coverage e.g. smoke detection in U-Bahn station, alerts are given to inform about possible interference due to ongoing response activities 	<ul style="list-style-type: none"> #3 Facebook #1, #2, #4: In coordination with other EROs
Extraordinary situations	<ul style="list-style-type: none"> a. Large scale incidents, or planned events b. Communication plan as part of Crisis Management Team (PDV100/ DV100) <p><u>Example: yearly event "Octoberfest".</u> CMT in charge of the communication plan. Alerts e.g. area overcrowded, technical disruptions, issues with public transportation, weather alerts.</p>	<ul style="list-style-type: none"> #3: Facebook: PIO to coordinate with CMT PIO #1, #2, #3, #4: Coordinated information provisioning across authorities #4: Alerts to pre-defined mailing-recipients (DAKS), e.g. media invitation to incident location. #1, #2: Katwarn (temporary Octoberfest venue area defined for wireless users)
Advice and recommendations	Managed by press office on a seasonal basis or on request. Advice and recommendations according to season and/or activity; usage of 112, safety at home, road safety, fire prevention, etc. are given	<ul style="list-style-type: none"> #3: Facebook #1: Press report
Service related, organisational topics	Press office in charge to promote service related information to the public. Requests for recruitment, new employees, "fire service duty on Octoberfest", new equipment, interesting exercise like for rescue diving, height rescue.	<ul style="list-style-type: none"> #3: Facebook #1: Press report

The experience with Facebook is seen beneficial to the press office as time-to-use is short, straight information provisioning process is possible, fairly long-reach of information (for specific messages up to 750.000 users), and good response from the public was perceived. A social media guideline was introduced to establish ethical and privacy standards for employees and to implement clear behaviours e.g. employees shall not behave and communicate like spokespersons, prohibition of smartphones usage at the incident location etc..



6.5 Communications Plan SOS-Alarm, Sweden

SOS-Alarm is headquartered in Stockholm with two business areas: (1) alerting and preparedness and (2) safety and emergency services. The alerting and preparedness business areas comprise SOS Healthcare and emergency number 112 (nationwide stage 1 PSAP), service ownership for Rescue and Emergency Management, as well as management, business development, sales and customer support. The emergency centres cover three regions; North, Central and South of Sweden with a total of 13 SOS centres in operation.

<u>A2C - Communication channel</u>	<u>Audience</u>
Mass Media (#1) TV, radio	Public: regarding 112-related topics
Wireless Alert channels (#2) Pager	Staff, EROs
Internet & Social Media (#3) Facebook, Twitter, Youtube, LinkedIn	Public, media, staff
Company website	Public, media, staff
Direct Communication, converged media (#4) Phone communication	Public: Non-emergency service number to be used in conjunction with larger emergencies, disasters, man-hunt etc. (central hosting service for EROs)
email	Public: Reactive mode with 8/5-support only



Message Type	Release Process	Channel activities
Messages related with Incidents (Emergencies)	<ul style="list-style-type: none"> The ERO in charge of the incident ensures A2C communications. SOS-Alarm is involved in supportive role if the 112-service is concerned 	#1, #3: Information provisioning for Internet & Social Media
Alerts and Warnings (Public warning notices; severe weather alerts; other alert types)	<ul style="list-style-type: none"> Public warning only in close cooperation with EROs. Social media are used to alert and inform the public in case of severe emergencies on behalf of the ERO in charge of the incident. 	#3: Disseminate dedicated non-emergency phone number for further inquiries by the public. Standardised hashtag not in place as effort lays in community building.
Extraordinary situations	<ul style="list-style-type: none"> Jurisdictions and EROs which are in charge are supported in the communications tasks. Very Important Messages (VIM) are disseminated in close cooperation with CMTs 	
Advice and recommendations	<ul style="list-style-type: none"> Managed by press office on a seasonal basis or on request. Advice and recommendations according to season and/or activity; usage of 112, emergency call handling tips 	#3: Information provisioning for Facebook, Twitter, website
Service related, organisational topics	Press office in charge to promote service related information to the public. Requests for recruitment, new employees, stories around 112 and safety improvements	#3: Facebook, Twitter, website #3: LinkedIn

In essence, Twitter communications is more active as opposed to the Facebook site. Worth to be noted is that social media is integrated in the ICT infrastructure of the press office. Besides Facebook analytics and Google analytics are used to manage the accounts in addition to the business intelligence service from a media partner.