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European Commission
Directorate-General Justice, Freedom and Security
under the
Specific Programme
Prevention, Preparedness and Consequence Management of Terrorism and other
Security-related Risks (CIPS)

GRANT AGREEMENT for an ACTION
AGREEMENT NUMBER – JLS/2008/CIPS/009
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MASSCRISCOM Mid-term Meeting/Steering Group Meeting
25 – 26 May 2010 (arrival 24 May)
in Mariehamn, Åland

Minutes

Participants:

Janek Laev	Estonian Emergency Response Centre
Kaur Sarv	Estonian Emergency Response Centre
Peter Lindbäck	Åland State Provincial Office
Rainer Åkerblom	Åland State Provincial Office
Björn Andersson	Government of Åland
Lotta Sjöblom	State Department of Finland
Fredrik Linde	Swedish Meteorological and Hydrological Institute (SMHI)
Björn Skoglund	SOS Alarm
Rune Forsell	SOS Alarm
Christer Lindgren	SOS Alarm
Anna Nyman	Swedish Civil Contingencies Agency (MSB)
Inger Frendel	Swedish Civil Contingencies Agency (MSB)
Håkan Marcusson	Swedish Civil Contingencies Agency (MSB)
Stig Ekberg	Uppsala County Administrative Board
Ulf Bjurman	Uppsala County Administrative Board
Arne Åhman,	Uppsala County Administrative Board



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Peter Lindbäck, Governor of Åland, welcomed the participants and informed about the changes in the regional State administration in Finland from 1 January 2010. On the autonomous Åland, the State Provincial Office has been given the name Statens ämbetsverk på Åland (free translation: the State Administrative Agency on Åland, and the Governor of Åland is Head of this Agency).

Stig Ekberg and Ulf Bjurman made a general presentation of the Mass Crisis Communication with the Public Project (Acronym: MASSCRISCOM), including its objectives and expected results. It was suggested and accepted by the Meeting that the draft agenda of the Meeting should be divided up in accordance with the following:

Steering Group Meeting

- experiences and present situation in the project
- involvement of all Partners in the project
- alternative Ways Ahead
- levels of Ambition in the continued work

Mid-term Partner Meeting (consideration of reports)

- WP 3 – Crisis Communication Development
- WP 4 – Mass Communication
- WP 5 – Integration with Situation Awareness
- WP 6 – Demonstration

Steering Group Meeting

Experiences and present situation in the project

In the discussion of experiences and present situation in the project, the Meeting firstly recognized that organizational changes affecting some partners and the management of the major crises, for instance the New Influenza (Swine flu), that had occurred and given involved participants an extraordinary heavy workload, had created problems. Insufficient human resources had been allocated to the Project, which had delayed work. At present considerable exchanges of the SOS Alarm participants were taking place but reinforcement of the Project with experienced personnel was being undertaken.

On the other hand, some important policy developments in Estonia and Sweden in line with the objectives of the Project were being introduced. In a Communication 27 April 2010 to the Swedish Parliament, the Swedish Government had underlined the need for crisis communication development and presented objectives for this. In Estonia, a decision had been made to integrate the Police alarm functions with the 112 Emergency Call System and start the construction of a new common “blue light” building and



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centre at Kohtla-Järve in the East Estonian Alarm and Rescue Centre Region. This initiative is planned to lead to a joint and fully integrated centre for receiving fire, rescue, emergency medicine and ambulance and police emergency calls and dispatching response actions. Experiences from this new centre in Kohtla-Järve will be made use of in the establishment of similar centres in the other three Estonian regions.

The Finnish Tetra communication system implemented on Åland was demonstrated during the seminar there in May 2009, and during 2009 Estonia also introduced the Tetra system. This year the installation of the Swedish Rakel tetra-type communication system will be completed in the whole country. Rakel is already operational in the South of Sweden.

SOS Alarm presented on 15 October 2009 a proposal to the Swedish Government for how an alternative information number can be introduced. The Government instructed MSB on the basis of this proposal to elaborate and present, in collaboration with SOS Alarm Sverige AB (SOS Alarm), the National Police Board and other stakeholders, a plan for how the introduction of a special information number can be established. The plan shall define the content of the service, how the service supplements the contact number 11414 of the police and how it can be introduced. In the plan an appropriate division of responsibility for the development and management of the service shall be described and motivated. The estimated costs for the introduction of the information number and its management and a proposal for how the service is to be financed shall be presented.

Estonia has practical experience of a separate information number since several years. Important is that this service is well known by the public and used daily, which has led to a successively increasing amount of information calls and a decreasing pressure on the 112 system due to fewer calls. This also provides better conditions for and facilitates the transferring of calls from one centre to another when a too heavy burden or overload of emergency calls necessitates this. The integration of traffic/road administration and perhaps also the police information calls with the other information calls could be a possible solution in the future, once the integrated centres have been established. In Estonia an arrangement for sharing the costs in relation to the use of the information number has been found. Åland has practical experiences of using, as was presented at the Åland Seminar in 2009, Åland's Radio and TV, primarily the local radio, for emergency communication and providing information to the public.

Involvement of all Partners in the project

While the involvement and active participation of all Partners has been very satisfactory in connection with Partner Meetings, the Seminar and the Steering Group Meetings as well as in connection with other Project Management contacts, it was recognized that it was necessary to improve the collaboration between all Partners in the practical work within the WPs. In the course of the WP 2 Requirements work,

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contacts had been taken to get inputs from Åland and Estonia to the studies of the needs, but these inputs had been delayed in particular in relation to the ERC due mainly to the need for interpretation. Such inputs are however now under preparation and will be integrated.

In the discussion of the need for improved collaboration and coordination between the Project Management (CAB, MSB and SOS Alarm) and the Work Package Leaders, it was recognized that the latter obviously need clearer regular guidance for the fulfillment of their tasks in reaching the goals of the Project. Some initiatives to improve the situation had been taken for instance through a series of meetings between the Project Coordinator or Management and the leaderships of MSB and SOS Alarm.

The aim was to achieve stronger involvement of key expertise in these organizations as the planned project results need to be built on their existing capacity and experiences from crisis management. These expert resources have naturally been very much preoccupied, needed and burdened by the crises that have occurred recently but are still urgently needed for instance in the leadership of the WPs. In conclusion, stronger commitment of very qualified resources were found by the Meeting to be vital for fulfilling the project ambitions. There is also a need for closer collaboration between the Project Coordinator or Manager and the leaderships of Partners as well as quite frequent contacts with the WP Leaders for providing smooth conditions of work.

Alternative Ways Ahead

In respect to alternative Ways Ahead and levels of Ambition in the continued work, the Meeting discussed different options for the Project. The participants found that it is clear that the development of mass crisis communication or the substantial issues which are being addressed by MASSCRISCOM are at present being considered to be very important and given high priority. However, if sufficient qualified resources to carry out the work efficiently are not committed then this could lead to the termination of the Project. On the other hand, the expectations from a Project of this quite limited size may have been a little too high at the start.

Levels of Ambition in the continued work

The Meeting agreed that it would have significant value for reaching successful results to pursue the Project in a more pragmatic way with a reasonable level of ambition in achieving the set objectives and establishing models for best practices, not in the least in the use of new media and means. The work should build on the Partners' excellent competence and existing capacity and experiences and utilize the available funding and remaining time in the best possible way.

In order to improve the coordination and active collaboration also between meetings between all Partners in the practical work within the WPs, the Meeting decided that



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more frequent management meetings in different forms should take place between the Project Management and Work Package Leaders. This would provide the latter with clearer regular guidance for the fulfillment of their tasks. Also meetings between the Project Coordinator or Manager and the leaderships of MSB and SOS Alarm should be organized regularly to evaluate progress and consider necessary measures to ensure successful final results.

**Mid-term Partner Meeting (consideration of reports)
Presentations and discussions of WP:s 2 – 6****WP 2 report**

The Requirement Specification has been created by the work group with representatives from SMHI, MSB, SOS Alarm and the Victoria Institute together with the Work Package Leader from SOS Alarm.

The work group saw the importance of gathering points of view as well as experience from both professionals and the public to make this project successful. With this view, four major sources of information were used:

The final report of the qualitative study, performed by a team of postgraduate students at Örebro University, supervised by Mats Eriksson, Ph. D., entitled "A citizens' perspective of the alarm function in the mobile communication scenario" has not been submitted yet. The objective of this study was to focus on one of the defined main problems described in the background of the project, namely an overloaded emergency telephone number.

An analysis has not been made of the results of the web poll, created by the work group and distributed to a number of professionals within various Swedish authorities, all involved in rescue planning, execution and evaluation. Firstly, the subject areas were defined and this was followed by specification of relevant questions to meet the project goals.

The planning, preparation and implementation of the work has lead to a variety of meetings and workshops. A lot of work was spent on choosing respondents and formulating the questions for the web poll. A broad group of actors within the areas warning, management and information received the web poll.

There seem to be no reports of:

1. Studies of literature and research reports within the field of the project's scope. To secure this area to refer to studies worldwide, a researcher, Jonas Landgren, Ph. D. specialized in Public Safety from the Victoria Institute in Gothenburg, Sweden, has been included in the workgroup.

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2. The experience and findings of the various members of the WP2 work group. To enable the exchange of knowledge and experience – within the work group as well as with the representatives from Åland, Estonia and Latvia, two major seminars have been held. This has presented the opportunity for invited countries to raise questions and for the work group to consider.

In conclusion, there is a need to have the results primarily of the qualitative study and the web poll. A supplementary web poll has been carried out on Åland. Supplementary inputs are also being prepared in Estonia. It will be necessary to investigate what further material resulting from the WP work that can be made use of and integrated into the report. As considerable experiences have been gathered by both MSB and SOS Alarm of mass crisis situations in recent years, these experiences should also be added to the report and form a basis together with the other material for defining the concrete requirements applicable in each WP. Quite a lot of work remains to finalize this report.

WP 3 Report

The report presents work on developing a communication channel handling system on the basis of the following specific objectives:

- A new improved multi-channel crisis communication service will be specified
- A new improved multi-channel crisis communication system will be specified
- Operational procedures will be identified and documented
- A service prototype will be developed

The following requirements were defined by WP 2:

- Speed
- Geographic exactness
- Numeric precision
- People or groups with special needs
- Delivery guarantee
- Guarantee against SPAM (false messages)
- Robustness against lack of power and sabotage
- Traceability
- Accessibility
- Large population that shall be addressed

- Different service requirement for:
 - Warning messages
 - Speed
 - Geographic exactness
 - Numeric precision
 - People or groups with special needs
 - Robustness against lack of power and sabotage
 - Traceable

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- Accessibility

- Different service requirement for:
 - Information in and out
 - Speed (hold)
 - People or groups with special needs
 - Robustness against lack of power and sabotage
 - Traceable
 - Accessibility

- Different service requirement for:
 - Communication channels
 - Speed
 - Geographic exactness
 - Numeric precision
 - People or groups with special needs
 - Deliver guarantee
 - Guarantee against SPAM
 - Robustness against lack of power and sabotage
 - Traceable
 - Accessibility
 - Large population that shall be addressed

- Interface operator
 - Warning
 - GIS interface
 - Info
 - Channel and report handling system

- Channels
 - Fix telephone
 - Mobil telephone (Speech, SMS, MMS and CB)
 - Internet (E-mail, Webpage, RSS, Twitter, Facebook and Youtube, IP-telephone)
 - Radio
 - Television

System prototype

- Test platform
 - Test license for demonstration
 - Fix telephone
 - Mobile telephone
 - Area simulating by given the phone number for the involving phones





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- for both speech and SMS
- Internet

The WP is presenting its deliverables in accordance with the planned timetable. Operational procedure is being addressed and involves complicated work which also depends on inputs from others. The work in this WP has reached a stage when it is necessary to start blending results with those of other WPs.

In the discussions, it was concluded that there is an important need to be prepared to consider and propose necessary legislative changes to reach the most optimal solutions for crisis communication. At least, a discussion of these needs and possible legislative solutions should as necessary be initiated.

WP 4 Report

The objective of this work package is to define and document a mass communication service and system based on the user needs and requirements delivered from WP2. The mass communication service will be a two-way communication for the public to give information and feed the common situation awareness. Standard operational procedures will be defined. The results of the WP will be implemented in a Service prototype.

The following specific tasks will be fulfilled:

- A two-way mass communication service will be specified
- A two-way mass communication system will be specified
- Operational procedures will be identified and documented
- A Crisis Communication Centre (CCC) prototype will be developed and launched

WP4 Requirements (added by WP 2)

Two-way communication between authorities and the public

- To meet groups with special needs (6.4.1)
- Create support for interviews as regards receiving and supplying information (6.4.2)
- Handle information exchange between the Emergency Telephone Number, 112, the Crisis Communication Centre (CCC) and the national web channels/portals (6.4.3)

Requested output

1. A minimum service specification and recommendation
2. Technical requirements for a system will be specified
3. Common Message sets/formats and information exchange formats
4. Standardized interfaces to situation awareness will be identified
5. Definition of recommended communication bearers



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6. Interoperability requirements and specifications (agreements, business cases etc.) will be identified
7. A minimum standard for quality service level will be specified
8. Recommendations of common operational procedures will be specified
9. A working prototype service centre for mass communication/A working service prototype

A minimum service specification

- The design of the Mass Communication Service will be based on findings and experience from
 - The “Åland Radio” solution
 - The Information Service established in Sweden at YouCall in Piteå
 - The Crisis Information Portal (krisinformation.se) operated by MSB in Sweden
 - Portal(s) in Estonia (eesti.ee, 112.ee)

The presentation was supplemented with information that SOS Alarm presented on 15 October 2009 a proposal to the Swedish Government for how an alternative information number can be introduced. The Government has commissioned the Swedish Civil Contingencies Agency (MSB) in collaboration with SOS Alarm Sverige AB (SOS Alarm), the National Police Board and other stakeholders to present a plan for how the introduction of a special information number can be established. The plan shall define the content of the service, how the service supplements the contact number 11414 of the police and how it can be introduced. In the plan the appropriate division of responsibility for the development and management of the service shall be described and motivated. The estimated costs for the introduction of the information number and management and a proposal for how the service is to be financed shall be presented.

To the proposal submitted by SOS Alarm was annexed a presentation of experiences of “The Information Service” in connection with the Bird Flu and the New Influenza (Swine flu). Information was also given to the Meeting about the information number already being implemented in Estonia.

Note was taken of policy developments in Estonia and the Swedish Government’s Communication to the Swedish Parliament, mentioned above, which are important in respect to the work in this workpackage but also other work under way in MASSCRISCOM.

In the discussion, the importance of considering flexibility in the system or model to be developed and thereby allowing for its implementation in situations ranging from small incidents to mass crisis situations was strongly underlined. It should also be recognized that there could be options between answering directly and transferring the call, as necessary. The Meeting further supported the possibility of choosing a simplified



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methodology for the demonstration of results of the Project taking into account that the economic resources available for this purpose are quite limited within MASSCRISCOM. Finally, it was clarified that deliverables in WP 4 are delayed due to limited resources having been available.

WP 5 Report

The WP 5 planning report was presented briefly. The objective of this work package is to integrate and feed relevant information from the crisis and mass communication services into a common situation awareness.

The following specific tasks will be fulfilled:

- Defining and specifying the basic functions of a situation awareness system
- To define and specify the interfaces needed for the integration
- To integrate prototype feeds from WP3 and WP4 results into a situation awareness prototype

Requested output:

1. A minimum situation awareness specification and recommendation
2. Technical requirements for a system will be specified
3. Common message sets/formats and information exchange formats
4. Standardized interfaces to warning systems and mass communication systems will be specified
5. Definition of recommended communication bearers
6. Interoperability requirements and specifications (agreements, business cases etc.) will be identified
7. A minimum standard for quality service level will be specified
8. Recommendations of common operational procedures will be specified

SOS Alarm introduced an improved joint situation awareness through efficient information exchange in day to day operations and disaster management which can serve as one of the elements in the work to be carried out in WP 5. In 2005, a pilot version of a joint web service application for information exchange and cooperation between the Traffic Management Centre, Emergency Rescue Services, the Police and the Emergency Call Centre was launched in Stockholm area. The solution is now on the way to be implemented and operational nationwide in Sweden. The web application helps the operational staff at the control centres to get a common and joint overview of the situation in their area. More efficient exchange of information results in a faster, better and more cost effective response to incidents and emergency situations.

WP 6 Report

In consequence to the decision not to combine the MASSCRISCOM demonstration with the major nuclear preparedness exercise in Kalmar for practical and administrative



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reasons, the Meeting decided to conduct the demonstration in the County of Uppsala. This solution is more in line with the intentions of the MASSCRISCOM Project i.e. to address in an all hazard approach based on multi high risk level conditions in Uppsala (main national road and rail transport chains, nuclear power plant, Seveso sites and major hazardous research laboratories) the need for improving the capacity as preparedness and consequence management measures of two way crisis communication between authorities and the public, This has lead to some further adjustments of the venues of remaining activities also aiming to balance arrangements and facilitate information and experience exchange between all involved Partners.

MASSCRISCOM MANAGEMENT TIMETABLE

- Month 16 - Steering Group Meeting (planning of Seminar); Tallinn 18 – 19 August 2010
- Month 18 - Seminar/Steering Group Meeting; Tallinn 19 – 21 October 2010
- Month 22 - Concluding/Steering Group Meeting (demonstration); Uppsala 21 mars – 1 April (2 days tbd)
- Month 23 - Steering Group Meeting; Stockholm 3 - 6 May 2011

MASSCRISCOM Reporting tasks

The Meeting took note of the following reporting tasks:

- Meeting/Seminar/Steering Group Reports/Minutes – CAB responsibility
- Financial reporting – CAB responsibility
- Final Report – CAB responsibility
- Contact with the Commission (EC) – CAB responsibility
- Dissemination incl. MASSCRISCOM website – CAB responsibility
- WP Planning Report – WP Leader responsibility
- WP Progress Report – WP Leader responsibility
- WP Final Report – WP Leader responsibility
- Proposals for changes of participants – Partner responsibility
- Quarterly reports on working days and costs – Partner responsibility

Study visits

The participants studied the part time fire and rescue services in Municipalities outside the capital Mariehamn.

Stig Ekberg closed the Meeting and thanked the Governor of Åland for all his assistance in providing an excellent venue for reaching good results.



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