



Swedish Civil
Contingencies
Agency

Social media in exercises



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Swedish Civil Contingencies Agency (MSB)

MSB contacts:

Carin Rencrantz, +46 (0)10-240 42 54

Christina Schenning, +46 (0)10-240 42 37

Project group participants from the Swedish Defence Research Agency

Jiri Trnka

Magdalena Granåsen

Susanna Nilsson

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Foreword

Exercises are important to everyone, at local and regional as well as national levels. Practice is indispensable to ensure the ability to prevent, prepare and plan and, above all, to develop the skills to manage crises within the Agency's own operations and in its collaboration with others. However, support for and guidance on the management of social media is currently in very short supply. Consequently, the Exercise Section at the MSB has taken the initiative to create support for developing and training the use of social media within the field of societal protection and preparedness.

In general, the management of a crisis is greatly dependent on how the public perceives the message and information relating to this crisis. Social media have altered the information landscape, which, in the event of a crisis, all actors must relate to and take into account in designing their information and communication strategies. Social media create a faster information flow, which generally occurs in real time, and they are often a powerful and important instrument to be considered in the emergency management of accidents and crises. Social media can be used to open a dialogue and promote transparency with regard to preventing and learning from accidents and crises. For example, Norwegian television reported that 250,000 tweets were sent during the first four days after the Oslo bomb and the tragedy on Utöya Island in the summer of 2011, by Norwegian tweeters alone!

This report on social media in exercises is based on experiences from the Swedish national crisis management exercise SAMÖ-KKÖ 2011, and two of the main conclusions of this study are reasonably simple ones: when you practice, you also practice relating to and using social media. If you decide to exclude social media from the exercise, you should be aware that this will affect its realism.

It is to be hoped that this publication will provide inspiration and guidance in development and practice linked to social media.

Rolf Olsson
Head of the Exercise Section, MSB

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Summary

Summary

This report aims to present the experiences from the national crisis management exercise SAMÖ-KKÖ 2011 and also to provide support for the development of documents, strategies and exercises linked to the use of social media. It summarises the experiences gained from the evaluation of the use of social media during the SAMÖ-KKÖ 2011 exercise, which was conducted in the spring of 2011, the trigger incident for which was a nuclear accident.

The emergency communications that were utilised during the exercise were for the first time derived not only from traditional information channels, but also from social media in the form of blogs, microblogs and social networking. All exercise participants had the opportunity to use Exercise web where, in addition to their own websites, they could also create sites in the Xbook social network and interact there with the other users of Exercise web and also monitor and comment on the course of events during the exercise, in a number of blogs and microblog flows.

The analysis in this report focuses largely on the activity that could be followed on the Xbook social network, in addition to which, questionnaires, interviews and work in focus groups were also undertaken with exercise participants, observers and exercise leaders.

The analysis has shown that the exercising organisations have different strategies for their use of social media; a number made very limited use of them, and for others they functioned primarily as sources for intelligence gathering and strategic intelligence, while yet others actively created content. Many people utilised the social media for both strategic intelligence and to disseminate information, get their message across and respond to questions and comments from the public.

One of the overarching objectives of the use of social media in the exercise was to heighten awareness of these and of how they can serve as a communication tool, in particular in crisis management, between the exercising organisations. The results of interviews, questionnaires and focus groups show that this objective was fulfilled.

The report concludes with a compilation of advice and recommendations on future crisis management exercises, which also includes an example of a seminar exercise for planning, training and evaluating emergency communications in social media.



1. Introduction – Social media, crisis management and exercises

Social media are becoming increasingly important in human communication, both with respect to knowledge exchange and when forming relationships. They contribute many possibilities from an individual perspective but also from that of public bodies. In the field of societal protection and preparedness, they are becoming an increasingly integral and natural aspect of emergency and crisis management, for example, in the area of communications. It is also clear that they are making an ever greater impact, associated with the ability to prevent, and learn from, accidents and crises. In order to harness their potential and manage the challenges that may arise from their use, it is important to both know about and understand them. Exercises are necessary in order to develop and maintain the ability to use and take advantage of social media in the event of a crisis, for which reason it is necessary to share experiences and also provide support in order to allow different aspects relating to their use to be practiced in societal protection and preparedness.

1.1 Purpose and Structure of the report

SAMÖ-KKÖ 2011 was conducted in three phases, and the focus of the analysis in this report is on the events that took place during the first phase. The purpose of the efforts described in this report was as follows:

- To analyse the use of social media during SAMÖ-KKÖ 2011, phase 1
- To develop support for how public organisations can work on exercises in relation to social media.

The report consists of a total of five chapters of which *Chapter 1* provides a brief background to this report and to concepts that are of crucial importance when reading it. *Chapter 2* describes the SAMÖ-KKÖ 2011 exercise and the tools used by the exercise participants, while *Chapter 3* focuses on their use of social media, and *Chapter 4* summarises the reflections on and experiences of

participants, exercise management and media play during the exercise. *Chapter 5* summarises the lessons learned and provides advice and recommendations for those who want to practice their use of social media.

1.2 Social media

Social media are largely user-generated and web-based and their most distinctive features include mobility and interactivity, where users are both creators and users of content that can be changed and updated constantly, often in the form of dialogues. Although such interaction has become increasingly common in traditional editorial media, for example, in that readers can comment on articles and initiate discussions, the information flow still possesses a clear sender and receiver, i.e., the author of the article and the reader, while the interactivity is often limited.

The primary and most widespread forms of social media are blogs, social networks (for example Facebook, MySpace and LinkedIn), online forums (such as Familjeliv and Flashback), microblogs (Twitter), wikis and sites for sharing photographs, pictures and movies (i.e., Flickr and YouTube). What they all have in common is that users can upload and publish content, share information, and also leave comments and discuss various topics with each other.

Social media are not only entirely new information channels, but they have also influenced and changed the editorial informations and news channels. Radio, television and print media must address the fact that anybody can publish text and express themselves, and thereby reach large numbers of people relatively quickly and easily. Editorial media, as well as businesses and public organisations, need to adapt their communication efforts to social media to a greater degree. This is evident from the fact that these organisations are now represented there, not merely because certain public figures such as politicians, information officers or experts set up blogs and open Twitter accounts, but also because they nowadays voice their opinions in social networks such as Facebook in addition to their usual website.

1.2.1 Social media in the event of a crisis

Social media have become an important aspect of information dissemination and communication with regard to major events, from both a national and an international perspective. The crisis resulting from the tsunami off the coast of Japan in February 2011, for example, could easily be followed more or less in real time by means of the social media. They provided a vital information link in the first days after the earthquake, when many felt that the Japanese authorities were very restrictive with information. Less than one day after the earthquake, more than 9,000 films tagged¹ with earthquake and 7,000 with tsunami had been posted on YouTube. Some of the films had been viewed more than a million times in a single afternoon, which demonstrates the tremendous impact that this type of information sharing and communication channels can have. Even editorial media coverage has changed, as instead of having to wait for on-site reports, they can link to eyewitness testimony in the form of pictures and videos posted on YouTube and Facebook even before the aftershock has abated. On Twitter hashtags² relating to the disaster in Japan rapidly topped the charts. In the British medical journal *The Lancet*, Japanese doctors reported how Twitter and other social tools on the Internet became important information channels after the fixed telephone network had collapsed, because twittering by health care professionals and the victims could provide patients with information about where medical supplies were available³. The Red Cross quickly established a means for people around the world to donate money for disaster relief by sending a text message, which immediately spread via Twitter and Facebook. After the disaster in Haiti in 2010, this method raised vast sums in a short time and showed the possibilities inherent in social media. Google too provided support during the crisis in Japan by quickly creating a page to allow users to find relatives by searching by their personal data. This service was also in operation during the earthquakes in Haiti (January 2010), Chile (2010) and in Christchurch in New Zealand (February 2011).

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1. Tagged means that the film or photograph has been classified or assigned to a category and can be found by searching by that term (e.g., earthquake).
 2. A hashtag is a tag in the Twitter microblog that gets its name from the symbol that precedes the word, e.g., #earthquake.
 3. Tamura, Y., & Fukuda, K. (2011). Earthquake in Japan. *The Lancet*, 377 (9778), 1552.

1.2.2 Social media as a tool for the Swedish authorities, county councils and municipalities

The rapid development of these new media has resulted in documents and guidelines being drawn up as to how governments should relate to working with social media⁴. According to a directive from the Swedish Parliament, the authorities ought to work so that private individuals become more involved in various policy processes and obtain access to information. One important aspect of this is to ensure accessibility and a dialogue in which the citizens take part. Social media is a tool that public authorities can use to communicate and to promote dialogue and openness. The government gave the E-delegation the task of drawing up guidelines for how Swedish public authorities should use social media, and this body stated that almost every other Swedish authority is using social media.

In Sweden, over one third of the population has a Facebook account, according to statistics from Facebook Ads⁵. In the younger age groups this is even more widespread, with a rate of over 80% among those aged 13-25. There is therefore every reason for public organisations and companies to be visible and available on Facebook, which a large number of people log on to, often several times a day. Participation in social media in different ways can allow public organisations to rapidly reach the public. Katrineholm Municipality made an early start in using social media, and in February 2011 its leader Mattias Jansson gave the following answer in his blog⁶ to a journalist's question as to why municipalities should participate in social media.

"Briefly, we must be accessible where the citizens, for whose sake we exist, are to be found. Social media do not replace communication through other channels but they complement it. The same question was asked in the early days of the Internet: Why should the municipality be on the web?. Today, it is taken for granted that the municipality is on the web and offers information and e-services."

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4. E-delegationen (2011). Riktlinjer för sociala medier – Riktlinjer för myndigheters användning av sociala medier.
Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/riktlinjer-for-sociala-medier>
 5. Sundén, S. (2010). Facebook Sverige 2010 – 1,2 miljoner nya medlemmar på 10 månader [Blog Entry, 2010-03-17].
Downloaded 2011-08-02 from <http://www.joinsimon.s/facebook-sverige-2010/>
 6. Jansson, M. (2011). Svar på frågor från Katrineholmskuriren – Granskning av sociala medier [Blog Entry, 2011-02-10].
Downloaded 2011-08-03 from <http://kommunchef.com/2011/02/svar-pa-fragor-fran-katrineholms-kuriren-%E2%80%93-granskning-av-social-medier>

Communication via the Internet is an important part of communication with the public. For example, in the spring of 2011, the Radiation Safety Authority (SSM) created a group on Facebook that monitored developments after the nuclear accident in Japan⁷. On this page, other Facebook users could leave comments, ask questions and get answers from the staff at the SSM, while the National Board of Social Welfare and Health created a Facebook page during the swine flu epidemic in 2009⁸. These examples show how public authorities today handle communication via social media.

There are, however, several factors that a public authority or organisation needs to consider in connection with its activities in social media. In December 2001, the E-delegation wrote, among other things⁹:

“Before an agency begins to communicate through social media, it ought to have a clear idea as to how social media can contribute to its activities and satisfy user expectations and needs. The authority ought to demand that functions, information security and technology work properly, and it ought to evaluate the legal requirements and consider what efforts are required in terms of time and resources.”

The last sentence of this quotation indicates an important issue, that opening a page on Facebook or a Twitter account is easy and quick, but to continually update it and maintain a dialogue with visitors requires that these activities are integrated into its daily operations. The page must be kept alive, as was the SSM’s page about the disaster in Japan, where employees answered questions daily from the public, or be shut down when it is no longer current. A page that is not updated may have the directly opposite effect to that intended and this must be taken into account when planning in relation to time and resources. Irrespective what approach is chosen, it is undeniable that social media can be an important resource in disasters and crises, as the Japanese doctors who wrote to *The Lancet* stated¹⁰:

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7. Strålsäkerhetsmyndigheten (2011). Strålsäkerhetsmyndigheten följer händelserna i Japan [Facebook page]. Downloaded 2011-08-23 from <https://www.facebook.com/stralsakerhetsmyndighetenjapan>
 8. Socialstyrelsen (2011). Myndigheter gör vaccinkampanj på Facebook. Downloaded 2011-08-30 from <http://www.socialstyrelsen.se/pressrum/nyhetsarkiv/vaccin-kampanj>
 9. E-delegationen (2011). Riktlinjer för sociala medier – Riktlinjer för myndigheters användning av sociala medier. Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/riktlinjer-for-sociala-medier>
 10. Tamura, Y., & Fukuda, K. (2011). Earthquake in Japan. *The Lancet*, 377 (9778), 1552.

“Our experience has shown that social networking services, run concurrently with physical support, were significant in triumphing over many difficulties in the recent catastrophe.”

Several authorities, municipalities and organisations have developed, or are working on developing, strategies and policies for social media, and such bodies who participated in the SAMÖ-KKÖ 2011 exercise were asked by means of a questionnaire, and in certain cases interviews, about their view of strategies and policy documents. Of the thirty-two responses received, more than half stated that they have adopted a policy and/or a strategy or that it was being developed. A further number of organisations stated that the development of a strategy was being planned. The E-delegation guidelines for social media, and the publication from the Swedish Association of Local Authorities and Regions – Social Media and public access to official documents¹¹ has generally provided the basis for these strategies and policy documents, which means that they often exhibit a high degree of similarity. What differs is the degree of proactivity in the social media, where some organisations create their own forums (such as Facebook Pages), while others choose to rather monitor what is written about them, in order where necessary to meet these expectations. The content of these strategies and policies can be summarised in a number of key words that are common to most of the strategy documents that has been studied. Below are the identified key words, together with examples of defined strategies and policies for social media and also E-delegation guidelines.

- Clarity
 - “The National Food Agency must be clear and explain the purpose of its presence in social media, so that the expectations from the wider world can be pitched at the correct level.” (National Food Agency)¹².
 - “Your role in Krisinformation.se must be clearly stated” (Krisinformation.se)¹³.

11. Sveriges Kommuner och Landsting (2011). Sociala medier och handlingsoffentligheten. Downloaded 2011-08-10 from http://www.skl.se/vi_arbetar_med/juridik/artiklar/sociala_medier

12. Livsmedelsverket. (2010). Policy för sociala medier. Uppsala: Livsmedelsverket. (valid from 2010-08-30)

13. Krisinformation.se (2010). Krisinformation.se i sociala medier. Downloaded 2011-08-10 from http://www.krisinformation.se/web/Pages/Page____31339.aspx

- ”It is important that our communications via social media clearly indicate their source” (Swedish Board of Agriculture)¹⁴.
- Expertise
 - “The National Food Agency shall contribute its expertise in various issues and in areas where it can provide its target groups with something that they cannot easily obtain from other actors.” (National Food Agency)¹⁵.
 - “When you speak as a representative of the Swedish Transport Administration, this must be on issues that fall within your area of expertise.” (Swedish Transport Administration)¹⁶.
- Presence and promptness
 - “The resources to manage our presence in social media must be in place for each individual initiative” (National Food Agency)¹⁷.
 - “Communicate daily. Ensure follow-up in dialogues as swiftly as possible. All questions must be answered.” (Krisinformation.se)¹⁸.
 - “There must be a high level of activity so that the forum is up-to-date and compelling to visit and participate in” (County Administrative Board of Stockholm)¹⁹.
- Openness
 - “The origin of the information must be clearly shown” (National Food Agency)²⁰.
 - “Other people are interested in how we approach our editorial work” (Krisinformation.se)²¹.

14. Jordbruksverket (2011). Vägledning för sociala medier. Jönköping: Jordbruksverket. (valid from 2010-08-30)

15. Livsmedelsverket. (2010). Policy för sociala medier. Uppsala: Livsmedelsverket. (valid from 2010-08-30)

16. Trafikverket (2011). Trafikverkets närvaro i sociala medier (dnr TDOK 2011:156, v 1.0). Borlänge: Trafikverket.

17. Livsmedelsverket. (2010). Policy för sociala medier. Uppsala: Livsmedelsverket. (valid from 2010-08-30)

18. Krisinformation.se (2010). Krisinformation.se i sociala medier.

Downloaded 2011-08-10 from http://www.krisinformation.se/web/Pages/Page___31339.aspx

19. Länsstyrelsen i Stockholms län (2011). Länsstyrelsen i Stockholms län: Riktlinjer för sociala medier (dnr 100-11722-2011). Stockholm: Länsstyrelsen i Stockholms län.

20. Livsmedelsverket. (2010). Policy för sociala medier. Uppsala: Livsmedelsverket. (valid from 2010-08-30)

21. Krisinformation.se (2010). Krisinformation.se i sociala medier.

Downloaded 2011-08-10 from http://www.krisinformation.se/web/Pages/Page___31339.aspx

- “The social media in which the delegation participates should be as open as possible, so as to promote openness and transparency” (E-Delegation)²².
- Relevance
 - “When you use Twitter, write primarily about the current incidents that we are working on at Krisinformation.se.” (Krisinformation.se)²³.
 - “Design the content for quality, responsibility and judgment” (Swedish Board of Agriculture)²⁴.
 - “If you are passionate about the subject, you certainly have something relevant to say. Illustrate it from different angles and highlight things that others may not think of” (Swedish Board of Agriculture)²⁵.
 - “The information must be relevant, accurate and up-to-date” (Nybro Municipality)²⁶.
 - “Review the way in which social media can help the authority to achieve its objectives and meet user expectations and needs” (E-Delegation)²⁷.
- Personal integrity
 - “Bear in mind that everything you write will be searchable, for all time. Safeguard the personal integrity of yourself and others.” (Krisinformation.se)²⁸.
 - “As an individual or a politician your posts on the Internet is not a public document, but it is important not to confuse one’s roles.” (Oskarshamn Municipality)²⁹.

22. E-delegationen (2011). E-delegationen och sociala medier. Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/e-delegationen-och-sociala-medier>

23. Krisinformation.se (2010). Krisinformation.se i sociala medier.

Downloaded 2011-08-10 from http://www.krisinformation.se/web/Pages/Page___31339.aspx

24. Jordbruksverket (2011). Vägledning för sociala medier. Jönköping: Jordbruksverket. (valid from 2011-01-12)

25. Jordbruksverket (2011). Vägledning för sociala medier. Jönköping: Jordbruksverket. (valid from 2011-01-12)

26. Interview with representative at Nybro municipality.

27. E-delegationen (2011). Riktlinjer för sociala medier – Riktlinjer för myndigheters användning av sociala medier.

Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/riktlinjer-for-sociala-medier>

28. Krisinformation.se (2010). Krisinformation.se i sociala medier.

Downloaded 2011-08-10 from http://www.krisinformation.se/web/Pages/Page___31339.aspx

29. Oskarshamns kommun (2011). Riktlinjer för sociala medier i Oskarshamns kommun.

Oskarshamn: Oskarshamns kommun. (valid from 2011-02-15)

- “Be careful not to divulge so much that your post can be linked to a person or event within care services” (Kalmar County Council)³⁰.
- Approach
 - “The tone must be open and dialogue-oriented” (County Administrative Board of Stockholm)³¹.
 - “The language must be simple, correct and understandable and also have a direct and personal address (Swedish Board of Agriculture)³².
 - “Write for the reader, not for your own needs” (Swedish Board of Agriculture)³³.
- Information management
 - “All posts left on a social medium are considered public documents if this is done within the framework of agency operations” (National Food Agency)³⁴.
 - “Documents not classified as confidential need not be registered (archived) if they can be arranged in such a fashion that it can be easily ascertained whether they have been received by the delegation or drawn up by it” (E-delegation)³⁵.
 - “The Authority is responsible for all the posts that it leaves, all post left by outsiders on its own social media and certain posts left by outsiders on social media not belonging to the Authority, which posts have arisen, for example, through a dialogue with the authority” (E-delegation)³⁶.

30. Landstinget i Kalmar län (2011). Regel: Sociala medier. Kalmar: Landstinget i Kalmar län.

31. Länsstyrelsen i Stockholms län (2011). Länsstyrelsen i Stockholms län: Riktlinjer för sociala medier (dnr 100-11722-2011). Stockholm: Länsstyrelsen i Stockholms län.

32. Jordbruksverket (2011). Vägledning för sociala medier. Jönköping: Jordbruksverket. (valid from 2011-01-12)

33. Jordbruksverket (2011). Vägledning för sociala medier. Jönköping: Jordbruksverket. (valid from 2011-01-12)

34. Livsmedelsverket. (2010). Policy för sociala medier. Uppsala: Livsmedelsverket. (valid from 2010-08-30)

35. E-delegationen (2011). E-delegationen och sociala medier.

Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/e-delegationen-och-sociala-medier>

36. E-delegationen (2011). Riktlinjer för sociala medier – Riktlinjer för myndigheters användning av sociala medier.

Downloaded 2011-06-09 from <http://www.edelegationen.se/sida/riktlinjer-forsociala-medier>



Phase 1

SAMÖ-KKÖ
2011



2. SAMÖ-KKÖ 2011

In the spring 2011 the SAMÖ-KKÖ 2011 exercise was held, which aimed to survey societal crisis management capacity in the event of a nuclear accident. It involved all levels of society and addressed the management of both the short- and long-term consequences, while its format provided a new means of training for an incident involving radioactive emissions. Two tried and tested concepts, the co-operation exercise (SAMÖ) and the nuclear power exercise (KKÖ), have been combined into one great exercise to enhance the societal management capacity with respect to both the short- and long term-consequences of a nuclear accident. The Swedish Civil Contingencies Agency (MSB) and Kalmar County Administrative Board were responsible for the exercise. The exercise organisation was made up of several elements, such as exercising organisations, exercise management, local exercise supervisors and a media play that included players representing the public, which was organised in what are termed modules. During the preparations, several groups worked in parallel with the exercise, for such purposes as the development of a scenario and exercise tools, and also in order to co-ordinate the assessment process.

SAMÖ-KKÖ 2011 was held in three phases with different exercise types and focus. Phase 1 focused on the acute phase, i.e., crisis management during the first forty-eight hours, while in phase 2, the focus was on long-term crisis management, from the first two days to four weeks after the accident. Phase 3 focused on describing the deficiencies and problem areas that became evident during operations in phase 2, and also where it was considered that there were areas that needed development. The evaluation report on all phases of SAMÖ-KKÖ 2011 is available as a separate document, while this report highlights only the use of social media.

Phase 1 was held in the form of a simulation exercise with a role-play where exercised participants acted out their regular jobs, without interruption, for two days. Approximately 6,000 participants from some sixty different organisations took part in

this phase, the scenario for which began with a nuclear accident at the Oskarshamn nuclear power station. The subsequent course of events resulted in a serious release of radioactive fallout over much of southern Sweden. One consequence of the accident took the form of power supply problems and far-reaching social unrest that affected the whole of society and was felt in many of its sectors, resulting in crucial social functions operated by both public and private bodies not working normally. Such a situation made great demands on good communications with, and information dissemination to, the public, as well as on the ability of public and private organisations to co-operate in managing the crisis. Social media constituted a self-evident aspect of SAMÖ-KKÖ 2011.

2.1 Social media as part of phase 1

The purpose of social media in SAMÖ-KKÖ 2011 was to:

- Enable the expression of public opinion and interest initiatives in relation to other developments.
- Bring realism to the exercise by having the ‘entire’ media world represented, albeit in a limited and simplified form.
- Enable evaluation of how participating actors work with social media as part of their crisis communication.

The overarching objective was to increase the capacity of the actors to communicate effectively during a crisis. Moreover, the exercise was also viewed as an opportunity to raise the awareness of social media and how public bodies can operate in order to manage these, which was achieved by increasing understanding and knowledge of how interaction and communication function in social media. The exercise also offered a starting point for strategic efforts to communicate via social media within each of the respective participating organisations.

Social media were used during the exercise for two purposes: to advance the overall course of events in the scenario and to exert pressure on individual actors. Prior to and during the exercise, a scenario group and a media play operated in relation to this from two different perspectives, one macro and the other micro, each of which related to one of the two purposes outlined above. These two perspectives were closely linked to, and integrated with, each other (see Figure 2.1).

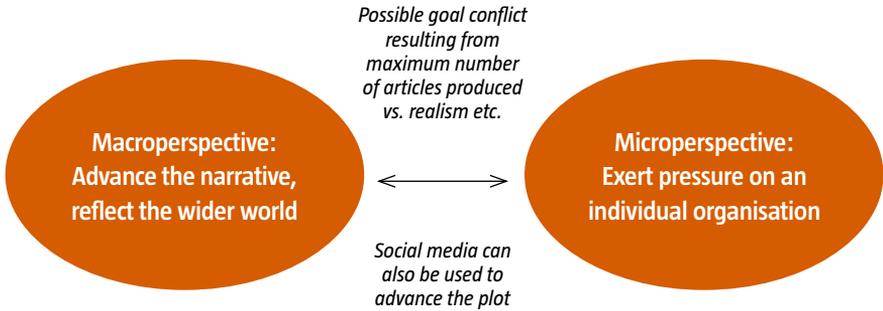


Figure 2.1

The purpose of social media in SAMÖ-KKÖ 2011.

The purpose of social media in SAMÖ-KKÖ was to allow expression of public opinion and interest initiatives at the macro and micro levels in relation to other aspects of the course of events. Social media was used during the exercise, both to advance the action as part of the scenario, and to exert pressure on individual players within the framework of the exercise.

In the macro perspective, the group that worked on the scenario in the exercise solved the overall puzzle. When expression in social media was important to the overall course of events, temporal and content frameworks were defined. Hence, no detailed advance planning of the content was undertaken in the macro perspective, and instead the content was defined and developed throughout the game, which enabled a more dynamic management of social media, which might, for example, apply to reactions in social media that were based on moves by national and international non-governmental experts in editorial media. The purpose in this case was to illustrate how a picture of the crisis, divorced from the one communicated by the authorities, can spread and take root among the public and other societal stakeholders.

The micro perspective involves training individual actors to work with communication in relation to social media. Some practice organisations had an explicit desire to win over a segment of public opinion, expressed through social media, while others wanted to focus on a particular issue in relation to their operations. This was planned in advance and injected during the exercise only in relation to the relevant organisation. It was thus not important to the overall course of events, but was linked only to the organisation concerned.

It is important to emphasise that the planning which was done in advance constituted a framework at an overall level. The vast majority of content in social media at both macro and micro levels was developed during the implementation of the exercise on the basis of current developments, which took place in an improvised manner in an interaction between social and editorial media. This work method resembles to a considerable degree that which is found in a real life situation.

2.1.1 The social media tool

During SAMÖ-KKÖ 2011, a web-based tool called Exercise web was used, which was intended for such things as emergency communications and media play in the context of interaction exercises.

Exercise web consists of several elements, including sections for editorial media such as TV, radio and newspapers, and there are also options allowing participating organisations and public authorities to create their own websites for exercises.

Exercise web was developed in the context of SAMÖ-KKÖ 2011 and was used by both exercise participants and in the media play. Because of the limited time span, the initial intention behind this tool and its 'social media' section, in compliance with the above purpose, was primarily that of simulating social media as a 'backdrop' to the exercise. In the early development of the exercise, it was considered primarily as a means of training strategic intelligence via social media, but because the latter are based on interaction, this intention was altered to one of incorporating interactivity, insofar as there was time for this. This was done in two of the three components that made up the solution (Xbook and the blogs). The Exercise web 'social media' section consisted of three parts:

- Xbook – a simplified form of Facebook
- Blogs
- Kwitter – a very simplified backdrop that showed a simulated Twitter feed

The Xbook social network

Xbook functions as a highly simplified simulation of Facebook and during the preparatory phase, it was determined that Xbook would not be merely a backdrop but would also be interactive.

The exercise participants prior to the exercise expressed the wish to have injects delivered to something, which in the context of this exercise was supposed to represent the organisation's Facebook page. Xbook was therefore designed in such a way so that both the media play and participating organisations could create their own pages and communicate in a manner similar to Facebook (see Figure 2.2).

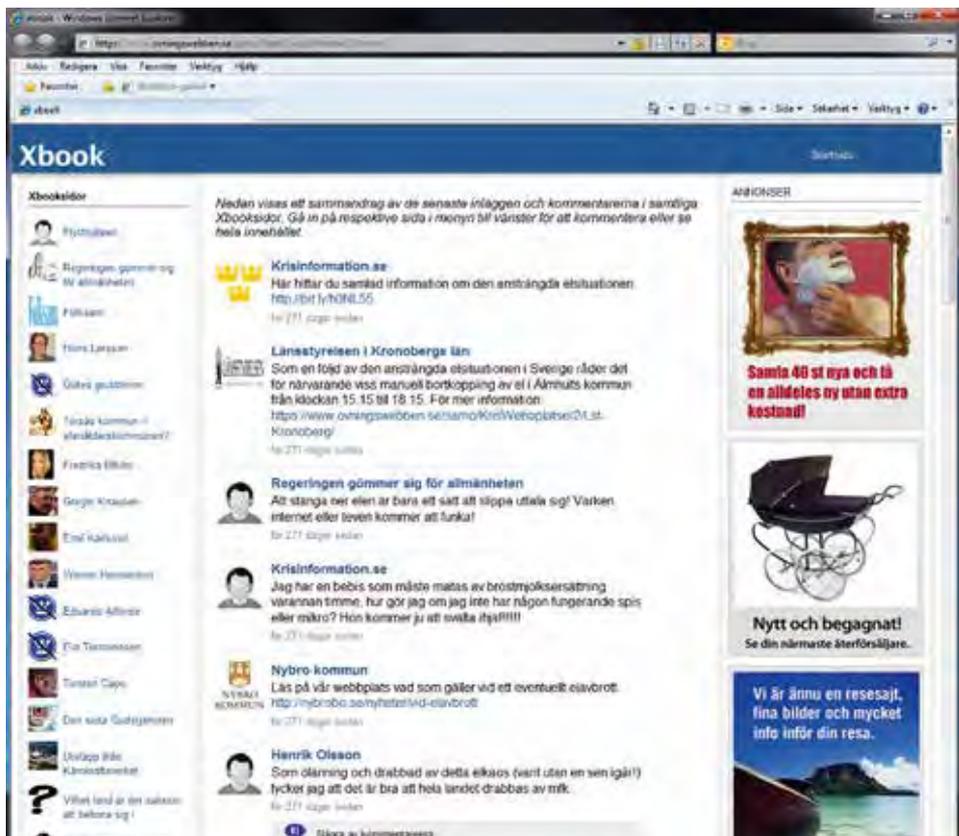


Figure 2.2
Screen dump from Xbooks starting page.

During the implementation the media play simulated different interest initiatives and divergent viewpoints, among other things, in the form of various Xbook groups. The player in the media who represented the public wrote questions and comments on the pages of the participating organisations and then acted on the basis of the answer or, where appropriate, the lack of any response.

In working on the design of Xbook, the aspiration was that the organisations would get to practice in a constructive manner, participate in open debate and answer questions from private citizens. Thus, the following basic points are important:

- Xbook must be a forum that allows dialogue.
- It should be clear who is the source (the public or a participating organisation).
- It should be possible through posts and comments to answer questions and start a dialogue, in much the same way as Facebook (albeit in a simplified manner)

Blogs

A number of blogs were used in SAMÖ-KKÖ 2011 to enable further discussion and personal expression in a freer form than in the case of editorial media. Exercise web allows the creation of as many blogs as one requires. These blogs are separated in terms of their graphics and content from each other, in order to emphasise their independence.

The graphical layout of each blog allows a picture and descriptive text to be added in order to explain to the exercise participants the emphasis and focus of this particular blogger. The tool does not allow them to start their own blogs, but they can participate in discussions on the various posts on the existing blogs (see Figure 2.3).

In working on the design of the blogs, the aspiration was to problematise how severe criticism from a relatively strong opposite party would be handled, for which reason the following basic points are important:

- Opportunity to comment.
- Opportunity to directly contact the person behind the blog via messages.
- The blog represents a considerably stronger opposite party than do the comments by individual visitors and it may have many readers and fewer opportunities for a dialogue.



Figure 2.3
Screen dump from one of the most active blogs in Exercise web.

Kvitter

Kvitter is a means of enabling a media play, which may be limited, to simulate that many people are talking about a certain issue or reacting to a particular organisation's actions. It is not interactive, but functions instead as a backdrop for the other elements of the social media in Exercise web (see Figure 2.4).

In working on the design of Kvitter, the aspiration was to enable the authorities to react to information that was received in near real-time and was being widely discussed, which meant that the following key points were important:

- Kvitter must simulate a micro-blog, a flow of many small messages from media play, where many copy what others say (known as 'ReTweets').
- Real-time feedback from private individuals on measures taken by the authorities.
- 'Trending topics' sums up what many people are currently talking about and allows the volume to be grasped.
- It requires a simple tool so that the media play can post many similar messages from fictitious people.

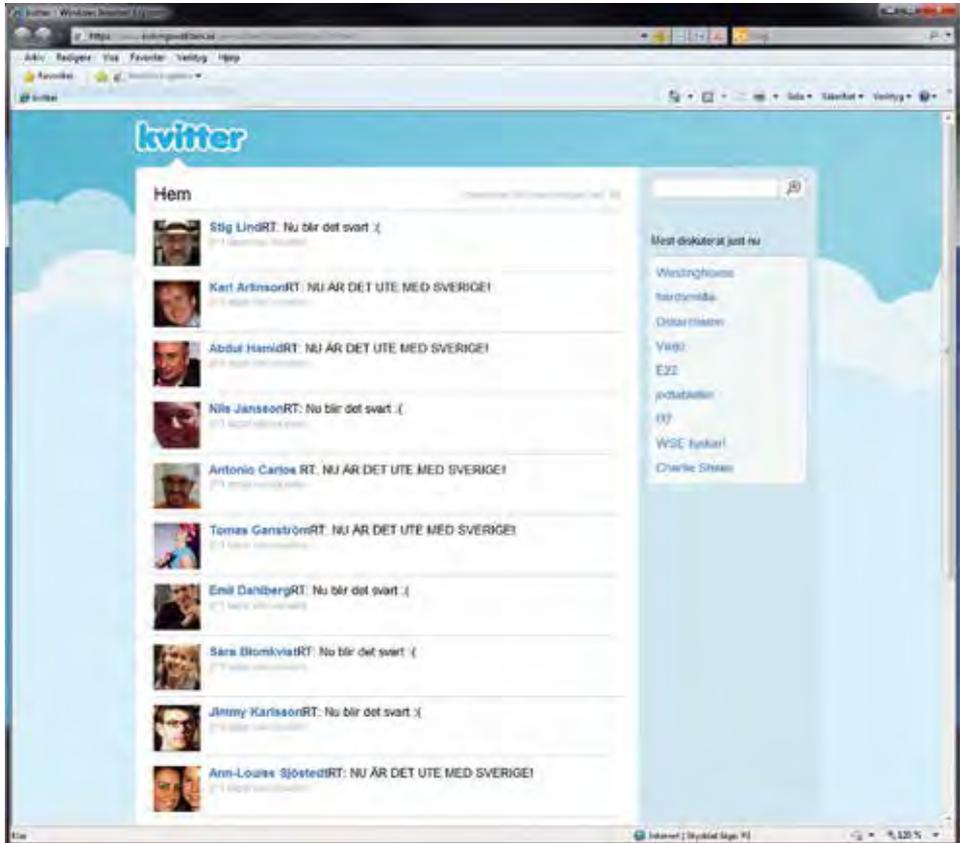


Figure 2.4
Screen dump from the Kvitters home page that shows a stream of messages and also lists the most frequently discussed topics on the right.

3. Use of social media by exercise participants during SAMÖ-KKÖ 2011

The SAMÖ-KKÖ 2011 scenario included a nuclear accident and the subsequent chain of events, and during the exercise use was made of not only traditional information channels but also social media in the form of blogs, microblogs and social networks. Besides their own websites, all exercise participants also had the opportunity to open pages in the Xbook social network and through it interact with other users, as well as follow and comment on what was happening in the exercise in a number of blogs and microblog feeds. The analysis in this report focuses to a considerable degree on the activity that could be followed on the Xbook social network, in addition to which there are also surveys and interviews conducted with the participants and exercise leaders.

3.1 How the exercise has been analysed

Evaluation is an important aspect of exercise activities and a part of the SAMÖ-KKÖ project involved evaluating the exercise as a whole, which was done from the perspective of the various stakeholders, while the participating organisations evaluated their own work. As part of this evaluation, observers who were independent of each other were present at both these organisations and the media play. To monitor the use of social media during the exercise, during phase 1, observers were present in the media play module for social media in Enköping, and at a participating organisation, and during the exercise, work at both these sites was observed. These observations were supplemented by short interviews during the exercise and followed up by telephone interviews and surveys with some of the participants a few weeks after the exercise. Furthermore, all participant activities on the practice web were followed and compiled both quantitatively and qualitatively. In quantitative terms, the number of interactions in the form of comments and posts was compiled in relation to the pages of the various organisations and other groups/forums in social media in the exercise. Qualitatively, these interactions were then studied in detail, and the analysis of these interactions along with the surveys and interviews form the basis for the results and discussion in the report.

In addition to the participants, discussions were held during the exercise with two focus groups, in order to record the experiences of exercise management and other individuals who participated in the planning and implementation of the exercise. The following section presents both a compilation of the participants injects in social media on Exercise web and an analysis of the different approaches taken in relation to social media during the exercise.

3.2 Interactions in Social Media

After phase 1, a search was made of the number of posts and comments on Exercise web to identify how the participating organisations used the tools. In general, there was intense activity in the various parts of Exercise web during phase 1 of the exercise, and a total of 923 posts and 899 comments were left by the participating organisations.

Figure 3.1 below presents an example of what the activity for the most active municipalities and county administrative boards looked like through their Xbook pages.

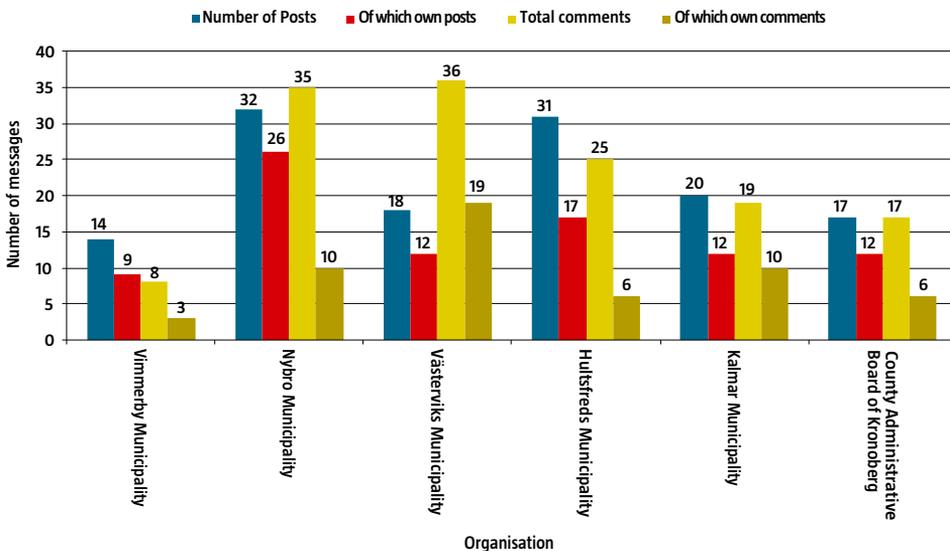


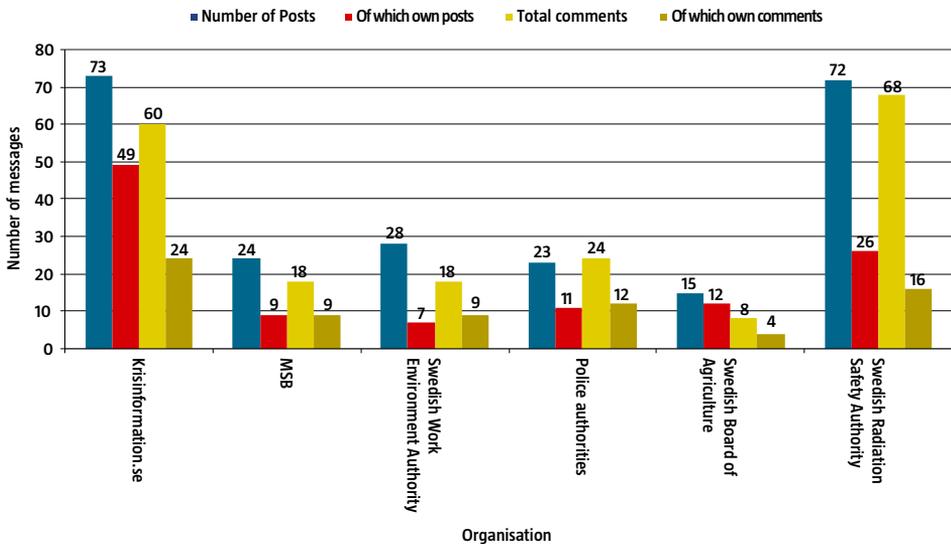
Figure 3.1

The figure shows the activity of participating municipalities, county administrative boards and county councils that were in some manner active on Xbook. A blue bar shows the number of posts on the actors Xbook pages, while a red bar shows the number of these posts that were made by them. A yellow bar indicates the number of comments on the actors Xbook pages, while a green bar shows the number of these comments that were made by them.

In addition to municipalities, county administrative boards and county councils, a number of public authorities and companies also took part in the exercise. Examples of the nature of the activity on Xbook pages by certain of these organisations are shown in figure 3.2.

3.3 Types of use

The participating authorities had different strategies for their use of social media; some made very limited use of them, while others used them primarily as sources for information gathering and strategic intelligence, and a further number participated actively in various ways. Many utilised the social media for both strategic intelligence and information dissemination, as well as to get their messages across and respond to questions from and comments by the public, consisting of questions asked both in the social media and through other channels such as telephone calls and press conferences. The different approaches of public authorities and organisations with respect to their more active presence in social media can be divided into active participation



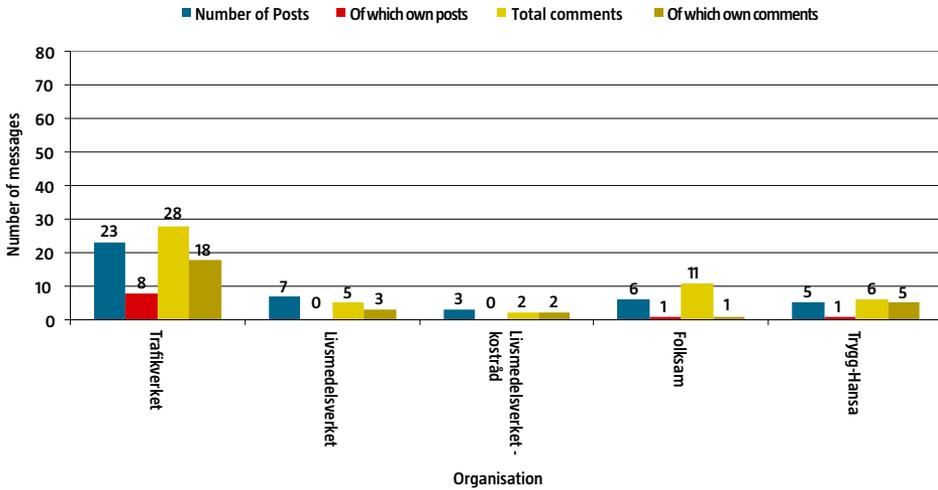


Figure 3.2
 The figure shows the activity of participating authorities and companies that were active on Xbook. A blue bar shows the number of posts on the actors Xbook pages, while a red bar shows the number of these posts that were made by them. A yellow bar indicates the number of comments on the actors Xbook pages, while a green bar shows the number of these comments that were made by them.

and an integrated approach. In the former, the actors created their own sites in, e.g., the Xbook social network and responded to and followed up on questions and comments on these sites. In the latter approach, the actors used their site in the social network as a key element of their information dissemination and gathering, and also in certain cases made use of the social media to co-ordinate their message with the message sent by other actors. Examples of this are shown in the following sections.

3.3.1 Strategic intelligence

Västervik Municipality is an example of a municipality that gathered strategic intelligence; by e.g., following what others wrote and published in the social media. Its two information officers did so, time permitting, on Xbook, Kwitter, and the various blogs in the Exercise web. In those cases where their workload was heavy, for example when preparing press conferences, holding information meetings, and the like, the level of intelligence gathering declined, but since the social media were easily available and accessible to everyone, to a certain degree this task was performed by other members of staff, even if there was no defined structure to this.

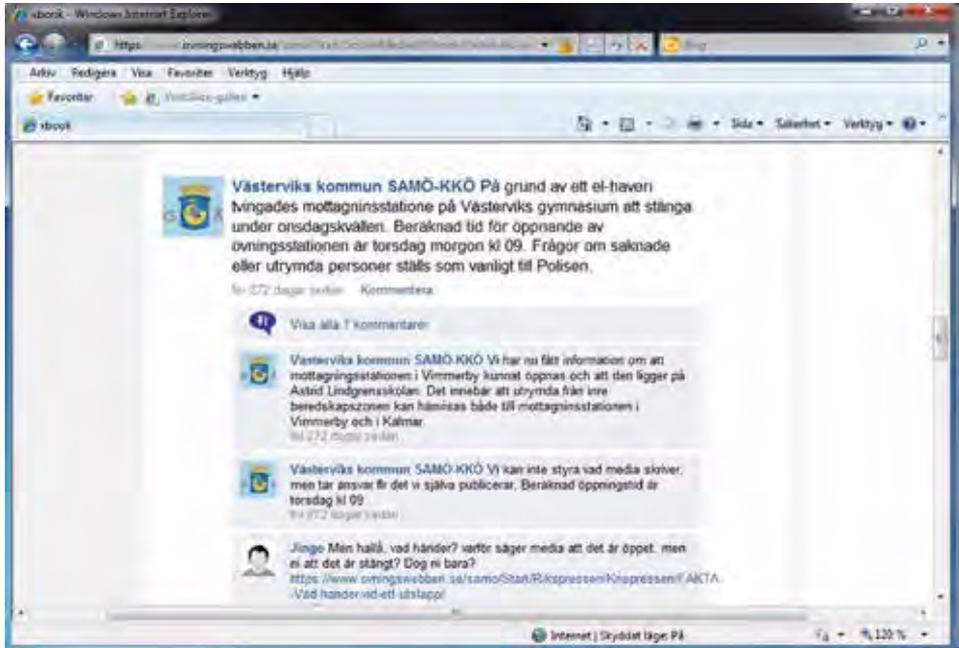


Figure 3.3
Incorrect information was disseminated about a reception station.

Strategic intelligence gathered on Xbook revealed, for example, that incorrect information had been disseminated about the opening of a reception station (see Figure 3.3). When this post was noticed, the media that were the source of this information were contacted and the post was updated with correct information. Information officers found that the information on Xbook was more useful than on Kvitter and the blogs.

3.3.2 Active participation

A number of actors chose to actively participate in social media, primarily in the social network. One example of this working method is Nybro Municipality, which early on was present through its own site on Xbook and actively responded to both posts and comments. Besides this activity on their own Xbook page, certain organisations chose to respond, not only to topics in their own comment fields, but also on public sites. See next page for an example (in Figure 3.4) from the MSB.



Figure 3.4
Screen dump from the Xbook page Emissions from the nuclear power station.



Figure 3.5
Vimmerby Municipality gather strategic intelligence, follows discussions on Xbook, and is active in efforts to inform anxious residents.

A further example of this can be seen in Figure 3.5 where information communicators at Vimmerby Municipality follow the discussion on the Xbook page. Have the courage to refuse to take iodine tablets and respond to a post by an enquiring municipal resident.

With regard to active participation in social media, among the exercise participants there are more advanced users, i.e., public authorities and organisations that have already been using social media to a relatively high degree. Examples of such users are the police and the Krisinformation.se website, who have already been using such sites as Twitter for some time. Their familiarity is evident also from the manner in which they used Xbook during the exercise, by frequently updating with new, concise information.

A number of municipalities are also experienced in the use of social media, and this may have contributed to the fact that they very swiftly started to provide information and respond to comments and questions on their respective Xbook pages during SAMÖ-KKÖ 2011.

Other practice actors showed evidence of their creativity in the use of technology to get their message across. Since a large mass of information is constantly being added to Xbook, there was a risk that information and messages from an organisation or public authority would easily vanish in this flood. This problem was remedied by certain organisations by regularly issuing the same information so that it constantly appeared at the top of the Xbook website. The Swedish Radiation Safety Authority, among others, used this method when they accidentally issued incorrect information and needed to correct this error (see Figure 3.6).

The public authorities and organisations were active not only on Xbook, but also through comments on blogs, and the example below shows an extract of comments taken from the Community Blog (Samhällsbloggen) (Figure 3.7) where Nybro Municipality, among others, actively intervened and asked the blogger to correct previously published erroneous information.



Figure 3.6

The Swedish Radiation Safety Authority (SSM) repeatedly issued the same message to make it visible in the information flow on the Xbook website.

Kalmar County Council and Emmaboda Municipality also commented on a post on the Community Blog, where they wanted to clarify the information given and refer to other sources. Further public authorities and organisations responded actively to posts on blogs, in the form of clarification and references to other information sources, such as the Work Environment Authority, when the Community Blog raised issues relating to safety regulations for temporary workers from other countries. Krisinformation.se responded similarly to the criticism they received when on the morning of the first day of the exercise, they had not confirmed that something had happened at the Oskarshamn nuclear power station, by writing that they do not issue information until other authorities have confirmed it.

Kaos på hälsocentraler

Många läsare hör av sig och berättar att deras lokala hälsocentral är stängda. På flera platser i Oskarshamn- och Kalmar-området har personalen inte gått till jobbet idag, och centralerna kan helt enkelt inte öppna.

En läsare skriver att när hon kom fram till sitt hälsocenter i Löttorp på Öland var det mörkt och släckt, dörren var stängd, det fanns ingen information. Här är en lista på de hälsocentraler som rapporterats vara stängda i dag. Hör av er om ni känner till fler.

- Borgholm
- Löttorp
- Mörlunda
- Slottsgatan
- Kristineberg
- Blåkusten
- Högsby
- Mönsterås
- Uppvidinge

Hör av er om ni känner till fler, eller använd kommentarspalten här.

Skrivet 2011-02-03 - Klockan 10:36

Kaos på hälsocentraler

Kommentarer:  3 Kommentarer

Postat av: Nybro kommun

OBSERVERA! Hälsocentralen i Nybro är inte stängd. Var god rätta denna felinformation.

2011-02-03 - Klockan 13:07

Postat av: en som vet

Blomstermåla också!

2011-02-03 - Klockan 13:06

Postat av: Märten

Tingsryd också stängt

2011-02-03 - Klockan 11:02

Figure 3.7

Nybro Municipality corrects inaccurate information on the Community Blog.

3.3.3 Integrated approach

Several exercise participants used social media for both information gathering and dissemination and also integrated social media into their traditional emergency information channels (websites, telephone, etc.). This integrated approach could be seen in, among other things, the fact that public authorities and organisations not only responded to comments and questions directly on the same forum, but also identified issues and rumors in both mainstream and social media, and referred to other information sources, where such were available. One example of information being obtained also from outside the social media is a municipal Xbook page, where a post responded to questions about drinking water that had been raised in other media besides this site.

Further examples of this approach, where the exercise participants echoed information from both traditional editorial media and other channels (telephone calls, websites, etc.), are illustrated by Krisinformation.se, which, among other things, performs the function of being precisely a portal for emergency information from other agencies and information sources. Figure 3.8 shows an extract from an Xbook page belonging to Krisinformation.se where it continuously updates information and also references to original sources.

Others besides Krisinformation.se chose to use their Xbook page primarily for redirection to other information sources. At an early stage in the exercise, Kalmar Municipality chose to on its Xbook page primarily refer to its own website for further information. However, as did Krisinformation.se, they maintained a continuous presence on Xbook and responded to comments and posts, primarily by referring to the municipal website and to radio broadcasts for continually updated information.



The image shows a screenshot of the Krisinformation.se Xbook page. It features six posts, each starting with a crown icon. The posts contain text and links to external websites. The posts are as follows:

- Post 1:** "Krisinformation.se Utifrån det stabiliserade läget vid reaktor 3 har Länsstyrelsen i samarbete med Försvarsmakten påbörjat ett saneringsarbete vid reaktorn. Följ händelseutvecklingen på Sveriges Radio P4 Kalmar som har löpande information. [http://bit.ly/1zFEK0](#) 19 28 dagar sedan Kommentera
- Post 2:** "Krisinformation.se Akutinformation från Trafikverket: undvik väg E22. Detta på grund av mycket trafik i samband med kärnkraftsolyckan i Oskarshamn. Mer info: <http://bit.ly/1zFEK0> 19 27 dagar sedan Kommentera
- Post 3:** "Krisinformation.se Kalmar kommun har beslutat att förskolor och skolor hålls öppna som vanligt under torsdagen. <http://www.kalmar.se/1/page.aspx?id=57003> 19 27 dagar sedan Kommentera
- Post 4:** "Krisinformation.se Landstingets sjukvårdsrådgivning har öppnat ett särskilt telefonnummer till ett separat callcenter. 0480-99 99 99. Dit kan allmänheten vända sig med frågor som rör hälsotillstånd med koppling till händelsen vid Oskarshamns kärnkraftverk. <https://www.ovringtwebben.se/samokris/Webbplatser/2/Monsteras/Sjukvård-oppar-sarskilt-telefonnummer/> 19 27 dagar sedan Kommentera
- Post 5:** "Krisinformation.se Det är effektröst i Sverige och Svenska Kraftnät uppmanar invånarna att vara återhälsamma med sin etanvändning under torsdagen. Det gäller särskilt alla som bor i södra Sverige. 19 27 dagar sedan Kommentera
- Post 6:** "Krisinformation.se Viktigt meddelande till allmänheten. Baserat på Strålskyddsmyndighetens rekommendationer har Länsstyrelsen Kalmar län fattat beslut om att utöka zonen för inomhusvistelse. Området som berörs begränsas av orterna Orrefors – Måilla i väster, Måilla – Fårbo i norr, Öland i öster och Orrefors - Borgholm i söder. Jordbruksverket rekommenderar att även djur i området hålls inomhus. Läs hela pressmeddelandet hos Länsstyrelsen Kalmar län. <http://bit.ly/eh2450> 19 27 dagar sedan Kommentera

Figure 3.8

Krisinformation.se uses its Xbook page to link to its own and other relevant websites outside the social network.

nourbloggen

Xbook

kvitter

Miljöbloggen

Samhällsbloggen

Djurvännen



4. Reflections on and experiences of SAMÖ-KKÖ 2011

The overall purpose of SAMÖ-KKÖ 2011 was, according to the exercise provisions, as follows:

"SAMÖ-KKÖ 2011 is to develop and provide an indication of societal crisis management capacity in the event of a nuclear accident and it involves all levels of society and addresses the management of both the short- and long-term consequences."³⁷

One of the areas included in the exercise was crisis communication, and one general objective of this aspect of the exercise was to enhance the ability of the actors to achieve effective emergency communications:

"Objective 3: The organisations are to co-operate effectively in order to communicate with the public and the media in unison and in a tangible and ongoing manner."³⁸

One desirable result of the exercise was to raise awareness of social media among the participants and how these can function as a communication tool, in particular in the context of crisis management.

The analysis in this report has mainly focused on how the exercise participants used social media during the exercise and also on their reflections on social media in general. A wide range of data has been collected as a basis for the reflections presented in this report, both by observing the exercise and activities on the Exercise web during phase 1, and through follow-up by means of questionnaires, interviews and focus groups. The respondents in the surveys, focus groups and interviews included both exercise participants and practice management, as well as the management for the media play in the social media module.

37. Myndigheten för samhällsskydd och beredskap (2010). Övningsbestämmelser SAMÖ-KKÖ 2011 (dnr 2009-10320). Stockholm: Myndigheten för samhällsskydd och beredskap.

38. Myndigheten för samhällsskydd och beredskap (2010). Övningsbestämmelser SAMÖ-KKÖ 2011 (dnr 2009-10320). Stockholm: Myndigheten för samhällsskydd och beredskap.

4.1 Planning and implementation of the exercise – reflections from central exercise management and media play

After phase 1, two focus group discussions were held with practice management and the media play and exercise participants during SAMÖ-KKÖ 2011. The principal purpose of these discussions was to allow the participants to reflect on a number of questions regarding the exercise and the efforts prior to and during phase 1.

4.1.1 Reflections on the planning of the exercise

Working on the exercise presented a challenge, as this was the first time social media were to be involved in an exercise. This exercise element was not originally planned but evolved gradually, which meant that there was limited time and resources for the creation of the new tools in the Exercise web, and also that it was a major challenge to elicit the support of the exercise participants for these tools before the exercise started.

In the case of the exercise tools, experience has shown that it is important to clearly delineate what should be included and what should not. The question is, how realistic should the tools be, and should one create an actual copy of existing tools or instead commit oneself to realizing the concepts that exist in reality. In other words, should the intention be executed using the existing tools but designed independently of the actual model? During the exercise, it became clear that Kwitter was not used to any great extent and perhaps was not felt to fulfil much of a function as background noise. This was because Kwitter did not possess the functionality of its model, Twitter. The concept behind Twitter was embodied instead to a certain degree in the functionality of the Xbook exercise tool. The most important thing to consider when tools of this type are being developed is not that they directly correspond to tools available on the net. Instead, the focus ought to be that the functionality offered by the tools should meet the expectations of the users/exercise participants with respect to how they will function. User perception of how the tool works ought to match how it actually functions in the exercise.

The conceptual image is often based on experiences of similar tools. Hence, there may be a risk in devising exercise tools that

too closely resemble those that already exist, since this can result in unrealistic expectations of the exercise tool.

The evaluation of how the exercise participants used social media during SAMÖ-KKÖ 2011 shows, however, that the majority quickly adapted themselves to the tools as they were designed and made use of the tools available on the Exercise web, both as was intended and in new ways.

Close interaction between those who planned the activities in social media and the group that worked on the development of the exercise scenario was perceived as very productive. Social media can be a tool for advancing the scenario, and it is positive if someone or some people play an overarching role and possess an understanding of how to co-ordinate work on injects in the scenario.

4.1.2 Reflections on the implementation

One of the positive aspects of the inclusion of social media during this exercise was that the issue of participation in social media was highlighted and the link between new media and traditional editorial media became clear to both the exercise participants and the exercise organisation.

During the exercise, all the organisations that were to participate in SAMÖ-KKÖ 2011 had access to the Exercise web and its constituent exercise tools in the form of the Xbook social network, blogs and Kwitter. This means that even those organisations that had not previously been active themselves in social media, now had an opportunity to test this under limited and controlled conditions.

The use of injects in the scenario via posts on blogs and the Xbook social network was perceived as a highly effective way to advance the scenario. However, it is important to ensure a balance in the media play in terms of posts and to be cautious as to what kind of posts are left, as this can affect the focus of the entire exercise. Even if posts and newly established blogs with e.g., clear, political orientation are realistic and probable during an actual event, a balance must be struck as to whether this is relevant to the primary purpose of the exercise. If the primary

purpose is to train the crisis communication capacity of the organisations via social media, it is probably helpful to guide the injects in the exercise so that the focus remains on this aspect and not on political debates.

Despite the pressure of time during their development, the exercise tools functioned relatively well during the exercise, and many exercise participants were positive about them. The discussion revealed, however, that the media play during the exercise experienced a number of technical problems with the Exercise web, which made their work more difficult. There were also several participating organisations who did not participate at all in social media; a number stated that they had no time, while others were unsure as to how they should work with the training tools. One issue raised during the discussions was the uncertainty about how communication through social media was to be handled. One important issue, among others, for several exercise participants was what mandate an employee of an organisation, or an organisation as a whole, has to voice an opinion on the social media. This may have contributed to a number of organisations not using the training tools so actively.

4.1.3 General reflections on social media and crisis management exercises

Social media are part of the information and the communication flow that are constantly in a state of flux which cannot be excluded from exercises without a loss of realism, and this can be compared with the number of injects and their intensity during the exercise. In order to limit SAMÖ-KKÖ 2011, the exercise management could for example decide not to have contaminated drinking water or a road accident as exercise components, without this affecting the realism of the exercise as a whole. Contrariwise, if social media had been removed, the realism of the exercise would have been considerably altered. Social media is part of the media flow of modern society, and they are such an integral part that realism is diminished when it is absent. However, one can restrict one's aspirations with regard to social media in an exercise (in exactly the same way as in the case of editorial media). For example, one could choose to have them merely as a backdrop to provide some background noise, without it entailing having exercise participants interacting with them. If in the future social media are completely disregarded, one should be aware that this will affect the realism.

It is important that organisations and public authorities work actively on communication strategies and policy documents, in order to be prepared when an incident or a crisis does occur. Even if there is no time or resources to train people in social media, these constitute part of the new media landscape and will affect a course of events, whether such training has been undertaken or not. It is thus important, well in advance of a crisis, to have already taken the trouble to consider how to handle the communication channels that social media represent.

A basic requirement is that employees with the right skills are involved right from the start if one is to train social media. In the same way as experts on nuclear issues must be present at an exercise relating to a nuclear accident, and journalists and communications experts, when one practices communication with the media, training social media requires the presence of experts in this field, and experienced bloggers and journalists, among others, were involved in working on SAMÖ-KKÖ 2011.

During SAMÖ-KKÖ 2011, the media play for social media was separated from other media, and they were divided into two separate modules. When responsibilities are divided in this manner, it is important to have a clear transfer of information between the modules.

Social media are part of other media and should be seen as an integral part of communication activities. They represent a way of getting closer to the public and provide an opportunity for dialogue more clearly than, say, a website, or a press conference. Making use of social networking and micro-blogs can in some cases relieve other channels such as telephone calls and e-mail. In other cases it can contribute to higher loads, for example, if the information is perceived as unclear or not detailed enough.

Social media are not only a means of getting across information and entering into a dialogue with the public but are also a means of information gathering and strategic intelligence. By following what is said on social media, one can get an idea of the current situation, both during a crisis and in everyday life.

A major challenge for all public organisations and public authorities is the openness that is expected in dialogues on social media.

Here it is important to develop communication strategies and have these endorsed by all those working for the organisation or public authority. Communication in social media is not a task solely for the press spokesperson or communicator, but for the entire organisation.

4.2 Participation in social media during SAMÖ-KKÖ 2011 – reflections from local exercise leaders and exercise participants

A short e-mail survey was sent to local exercise leaders at some fifty organisations that participated in phase 1 of SAMÖ-KKÖ 2011, and thirty-one responses were received. Most of those who chose not to respond to the survey were from organisations that had participated only marginally in the exercise, while all the participating organisations directly linked to crisis management operations during the exercise did respond.

The survey asked the following questions:

- Whether an organisation created an Xbook page and how it was used. If it did not do so, what were the reasons for this decision?
- Whether the organisation partook of the discussions and expressions of opinion in social media during the exercise.
- Whether the organisation has any policy or strategy regarding the use of social media in general (outside the exercise).
- Other comments associated with social media in the exercise.

In addition to the survey, telephone interviews were held with exercise participants, local exercise leaders or observers in four municipalities, one county administrative board and the Swedish Radiation Safety Authority. These bodies were selected because they were key organisations throughout the exercise and can be considered as representing different ways of using social media ranging from strategic intelligence to active involvement.

4.2.1 Overall survey results

Table 1 presents the distribution of responses between different types of organisations, the response rate and response statistics. On the basis of these responses, it can be seen that more govern-

	Municipality	County administrative boards	County councils	Other authorities	Association	Companies
Responses received	10	4	1	14	1	3
Created an Xbook page during the exercise	3	1	0	8	0	0
Partook wholly or in part of discussions in social media	10	4	1	12	1	2
Discussed strategy during the exercise	5	3	1	10	1	1
Have a social media strategy	2	1	1	7	0	0

Table 1.
Surveys and responses to overarching questions received.

ment agencies than municipalities and county administrative boards have drawn up a social media strategy. Government departments more frequently view the use of social media as a natural aspect of their mandate, and according to their own assessment there are only a few that use the full potential of social media and maintain a strong presence there. Besides these, there are a number of authorities that have a certain presence in social media. Possibly it is this difference that accounts for the fact that during the exercise more government agencies than municipalities and provincial governments created an Xbook page and discussed strategy. In general, the overall survey results indicate that government departments have made somewhat greater progress in working with social media than other public bodies, which was also reflected during SAMÖ-KKÖ 2011.

4.2.2 Strategic Intelligence

According to survey responses received, the majority of participating organisations partook of discussions in social media during SAMÖ-KKÖ 2011. This kind of strategic intelligence was aimed above all at acquiring knowledge of how the public reacted to the course of events, the shifts in and orientations of the views expressed, as well as what questions the public needed a response to. Participating organisations in their turn utilised

this information to answer the public's questions and refute incorrect information that existed in both social and editorial media reporting, by referring to reliable sources and introducing verified and factual information in the debate. Furthermore, the information in the social media was used as part of the basis for considerations relating to communication strategy.

Even if the survey responses showed that many participating organisations utilised social media for strategic intelligence, observers and local exercise leaders at a few organisations noted that the information in the social media was rejected, or that procedures were not in place to manage it.

An observer at a participating organisation noticed the following comment. "What is written on Xbook is completely irrelevant to our work," and he also noted that the strategic intelligence officer received no support from the staff unit when he reported on disquiet in social media. Another observer at another organisation was of the opinion that the topics in the social media were never noticed, nor did they have an impact on its work.

One interviewee who participated in the exercise described a routine in which the information in the social media was collected and reported in a structured form together with other intelligence information every hour. On the other hand, a shortage of time resulted in the information in these reports not being dealt with adequately, with the result, among other things, that the organisation at one point lost a lot of time on the information side, when available information did not reach the relevant parties within it.

4.2.3 Active participation and decisions not to be active

The organisations that created an Xbook page during SAMÖ-KKÖ 2011 stated in their survey responses that the page was used as a channel for continually posting up-to-date information from their organisation. It was also used as a way of answering questions from the public and of gathering knowledge about the target group as a basis for the communication strategy. Several participating organisations stressed the importance and benefits of active participation in social media in various statements, including the following quotation:

“The key players in emergency preparedness should be much more active in social media in order to get more information more quickly to more people, to open a dialogue and provide insight, and to build trust among the citizens. However, this requires time, commitment and resources!”

The organisations that chose not to create an Xbook page during the exercise gave four main reasons for this. The first, and according to the organisation most important one, was a lack of time, resources and expertise, as well as other information activities being prioritised rather than the maintenance of an Xbook page. Examples of comments in the survey responses were as follows:

- “It [the creation of an Xbook page] would in this case have been at the expense of other resources.”
- “There was not enough information staff with the necessary expertise [to create an Xbook page].”

However, observers and local exercise leaders have not always had the same opinion about the reasons that an Xbook page was not created by participating organisations. An observer with considerable experience in the use of social media pointed out that the cause was a lack of experience and knowledge, rather than of resources and time.

The second compelling reason was that at a management level within or outside the exercise it had been decided that social media should not be used actively, as this was outside the focus of the organisation’s own exercise objectives, or outside its mandate:

- “As the focus was not on external communication [with respect to our organisation] the question of creating an Xbook page never arose.”
- “Because our emergency organisation is changing, it was the training of other aspects of crisis communication that we prioritised.”
- “A decision-maker in a management position held that such activity was not part of the mandate, which meant that communication activities were generally given a low priority, with the exception of issuing press releases.”

The third reason was that social media is not normal routine in their daily operations. According to these organisations it was important to work during the exercise in such a manner as they would in reality. This was one reason why the use of social media was not prioritised:

- “The Municipality does not usually work with this type of media and so it was not relevant to initiate this operation during the exercise.”
- “As a public authority we do not use Facebook but we do use Twitter. This was not reviewed during SAMÖ-KKÖ.”

As a final reason, the organisations indicated that they had not seen any need to create an Xbook page, because the information was distributed through other channels:

- “There was no need to create [an Xbook page]. The information that is provided is posted on a website.”

This was also noted by observers on site. An observer at a participating organisation noted that “the staff unit showed no interest in our being visible in social media. Nor was any interest shown in responding to, curbing or taking account of rumours and speculation circulating in social media.”

4.2.4 Strategy for social media

Some fifty percent of the organisations that responded to the survey, indicated that they have a social media policy or strategy, and these policy documents and strategies varied in the scope and degree of detailed information, ranging from multi-page documents into a single line in an existing information policy. The eleven organisations that had had a social media management strategy for some time and that were accustomed to using social media in their daily work, utilised this strategy also during SAMÖ-KKÖ 2011:

“We have a policy and a strategy for social media that we are already following, and it was not difficult to do so also during the exercise.”

Examples of strategic decisions on activity in social media could take the following form:

- “The source must be clearly shown. Your questions will always be answered and the information given must be relevant, correct and up to date”.

A strategic decision in the opposite direction was as follows:

- “[A decision] not to make use of X-book, Kvitter or similar channels for communication with the citizens, but to do so from the website and the channels that are found there.

A majority of the organisations without a policy stated that one is being planned or is under development.

Some organisations held discussions at an early stage in the exercise where it was decided to only use social media for purposes of strategic intelligence, while other organisations handled situations involving social media as they occurred. A local exercise leader at a participating organisation was of the opinion that a discussion started because of the organisation being taken by surprise, and, in his own words, “practically panic-stricken by the power of social media.”

4.2.5 General viewpoints on training social media in SAMÖ-KKÖ 2011

The general viewpoints relating to social media in SAMÖ-KKÖ 2011 were almost entirely very positive. A number of typical survey and interview responses are shown below:

- “[The organisation] gained a powerful insight into what might happen and the impact of social media on other organisations and traditional media.”
- “SAMÖ-KKÖ was a very interesting and realistic way of reflecting the dynamics between government actions and the media/public as well as between “old media” and social media.”
- “The exercise raised the question of how to work with social media.”
- ”The Xbook feature of the exercise was realistic and very rewarding.”

Some people questioned the type of information that appeared in the social media during SAMÖ-KKÖ 2011 and held that in reality there probably would have been a greater proportion of factual questions and fewer instances of aggression and emotion:

“During an actual event, I think there would have been many more factual questions and statements that would have appeared in social media.”

The need for exercises was raised, where one proposal was to implement a role-play where only social media were trained, for example, by taking turns to be a media play and exercise participants. This would not require such extensive preparations or resources to implement, provided the training tools are easy to use. One interviewee stated that public authorities and municipalities are not yet quite ready to deal with social media in the manner expected and required during SAMÖ-KKÖ 2011.

An organisation presented a thought relating to information co-ordination:

“Discussions ought to be held on the MSB/Krisinformation.se in the long term being able to co-ordinate the use of social media by the actors in the event of a serious incident.”

Another organisation had a similar viewpoint:

“The public authorities have not solved the question of responsibility with respect to who should handle what information. If the co-ordination had been in place, we would have discussed how we should have acted in the social media.”

During another interview, it was suggested that a prerequisite for having the courage to use social media and doing so successfully is private use by individuals, since “one likes to generalise one’s own media use.”

Positive effects of training social media in SAMÖ-KKÖ 2011

While phase 2 of SAMÖ-KKÖ 2011 was in progress, Japan suffered a series of serious incidents due to the February earthquake that triggered a tsunami. As a result of both these events the concrete enclosure around a nuclear facility was breached, which, among other things, resulted in the emission of radiation. The Swedish Radiation Safety Authority (SSM) created a Facebook page in connection with the events relating to the Japanese nuclear power plant, in order to address the public's questions regarding the events in Japan. The Communications Director at the SSM stated that SAMÖ-KKÖ had provided experiences of social media in emergency communications that had played an important role in the decision to create and use a Facebook page in the tense situation caused by the events in Japan. In addition to the role play involving social media, there were many other aspects of SAMÖ-KKÖ 2011 which meant that the SSM was better equipped for the nuclear accident in Fukushima than it would have been without this exercise. As the SSM was not an inspection authority during the events in Fukushima, this crisis provided a suitable opportunity to test this.

4.2.6 Benefits, risks and challenges in social media

Social media can be of great benefit in emergency communications between public organisations and the general public, although there are also some risks and challenges associated with the use of social media which it is important to be aware of.

One organisation pointed out that an organisation can disseminate, listen to, participate in, and provide information through the use of social media and that there are various obstacles to be overcome with regard to these activities. This was also reflected in interviews and surveys and during the telephone interviews it was primarily the benefit of disseminating information through social media that was stressed:

"It's about getting the information across and creating the interactivity and dialogue with individuals who now demand this to an ever-increasing degree."

The use of Twitter was mentioned by several participating organisations as one example of how an organisation can get across information through social media. *Listening*, i.e., strategic intelligence, was viewed by many organisations as a benefit that also requires significant resources, as the number of channels is great and the amount of information is vast. However, it is essential that public organisations can capture the public mood and then respond to the public's questions and viewpoints, i.e., participate. One organisation stated that social media provide the prerequisites for opening a dialogue between public organisations and the public, giving the victims and 'witnesses' the opportunity to be heard, to express their concerns and present their wishes. Another organisation held that participation in social media makes them a more open organisation, as there is an additional communication channel with the public. However, in other organisations, there were doubts about the benefit of a Facebook page of their own, and what this entails, both in terms of opening up to that kind of dialogue and the resources required to sustain such a forum.

A widespread perception among the organisations that are already active in social media is that they need to work in social media on a daily basis to establish themselves in the social media space (by creating followers), enhancing the expertise of their staff, creating procedures, shortening the startup time and avoiding pitfalls in an emergency situation:

"Key players in emergency management ought to be much more active in social media, so as to get more information more quickly to more people, to open a dialogue and provide insight and to lay the foundations for building the trust of the citizens."

Some of the organisations that are not currently active in social media held, however, that they do not have the resources to maintain their presence or continually go online and respond to public comments, even should the need arise:

"We do not know what a normal situation entails, because none of us have a basic knowledge of using Twitter on a daily basis."

An observer with experience of social media held that the argument that this would require major resources on the part of the organisation is merely a myth, and that it is the expertise that is the determining factor, and that this can be acquired only by engaging in social media.

During the interviews the respondents were asked to identify the challenges and risks that they saw in the use of social media in their own organisation, and these can be placed in the following categories:

- *False information and rumours.* Risk of the organisation having too poor a knowledge of the subject areas to see which information is false.
- *The number of questions and the duration of the dialogue.* There may be a major influx of questions through social media, e.g., a Facebook page. The organisation needs to review its internal organisation in order to handle this. There is also a risk of lengthy dialogues and threads being derailed.
- *Views presented.* There is a risk that an organisation gives the impression that it legitimises views that are unscientific, if such views are presented on its Facebook page. One challenge is, for example, the stand that organisations should take on controversial issues.
- *Time and resources.* There is a risk of the organisation expending too much effort on social media and missing other aspects, or not having the time to maintain the social media project that they have started.
- *Rapidity.* An important question is how organisations should keep track of all social media and which one they ought to adopt. Currently, Twitter and Facebook are the major channels in Sweden, but this could change rapidly and the organisation must adjust to this development.
- *A lack of knowledge.* The organisations do not have the same knowledge of social media as they do of other, traditional media. Consequently, there is a risk of a prolonged start-up and uncertainty, which can result in a wait-and-see attitude.
- *The public's interest.* There may be difficulties in capturing the public's interest in public organisations through social media,

which means that the organisations will not want to commit resources to them, with the risk of reaching too few people.

- *A further channel for emergency communications.* Emergency communications through social media does not mean that this will replace other ways of communicating. In a situation where there is no power supply, for example, other ways to distribute information will still need to be available.
- *Social media are run by commercial entities.* Facebook is a commercial actor, which organisations need to bear in mind, among other things with regard to the rights to the information.
- *The organisation's mandate and reputation play an important role.* How 'beset' organisations become in social media depends on "the brand the organisations have at any particular time". Some organisations may arouse stronger emotions than others, and this requires a different kind of caution.
- *Resources versus benefit.* It is difficult to find 'pearls of wisdom' in the vast amount of information available in social media. Strategic intelligence in social media therefore requires considerable resources, while results are often poor.

4.3 Summary

In planning SAMÖ-KKÖ 2011, a number of objectives for the social media exercise were set:

- To enhance the actors' ability to communicate effectively during a crisis.
- To raise the awareness of social media and how public organisations can work to handle them.
- To increase understanding and knowledge of how interaction and communication in social media work.
- To create opportunities for starting a strategic effort to communicate via social media within each participating organisation.

This report has shown that the overall aim of social media in SAMÖ-KKÖ 2011 has been met. This is confirmed by comments from the exercise participants showing that exercise tools linked to social media in the Exercise web helped to create realistic emergency communications. Most of the participating organisa-

tions also felt that the exercise provided many insights into how social media work and how they can be used to communicate with the public during a crisis. Several participating organisations also stated that the exercise was a wake up call for them, as they gained insight into the shortcomings in their work with social media. This has led to them acquiring a greater awareness of social media after the exercise, and an ability to plan and work with, and through, social media in a more strategic way than was previously the case.



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5. Advice and recommendations on training social media

SAMÖ-KKÖ 2011 was the first Swedish national crisis management exercise in which social media formed an integral part. It is important to make use of and build on the experiences acquired during this exercise by both the role-play management and the exercise participants in future crisis management exercises. This chapter gives a summary of the advice and recommendations that emerged during the work, and some examples of simple seminars.

5.1 What and how should we train?

The first phase in all exercises is to define what should be trained and to what extent. The availability of resources in terms of time and personnel and the needs of the participating organisation must be established at an early stage, while it is also important to motivate an organisation to work with social media in exercises. There are several aspects of social media that it is important to consider:

- Social media is about communication, not just information.
- Social media are not a demarcated part of reality.
- Participation in social media requires openness.

Training emergency communications and the use of social media can, exactly as in all other types of exercises, be carried out in several different ways and with varying degrees of ambition, ranging from seminar exercises to simulation exercises with media play equivalent to those held during SAMÖ-KKÖ 2011. First of all one must determine the purpose of the exercise on the basis of one's own operations and whether the exercise participants should be *trained* in social media and the handling of these or attempt to implement a strategy for social media, or whether their ability to communicate in an emergency via social media should be *measured*. When the purpose is clear, it will be easier to set *clear objectives* for the exercise, against which it can later be evaluated. Once this is done the exercise pre-conditions should be

clarified: which individuals should or can participate, how long may planning and implementation take, what financial resources are available, and so on. For further tips and advice relating to the exercise operations, please refer to the MSB publication “Training emergency management”³⁹.

5.1.1 Communication – not only information

Traditionally, public organisations’ information efforts focused on unilateral information dissemination, except for special occasions when the public may also ask questions. There is therefore a great risk that this approach is also used when the organisation creates pages on social media, which, however, to a very high extent entail interactivity and an opportunity for dialogue, which does not conform to a traditional view of communication as information dissemination.

To manage emergency communication via social media requires the organisations to be aware that there is a communication issue that cannot be the sole concern of the “information unit”. Efforts must be devoted to communication strategies at all levels of public organisations, and it is people in management positions who need to initiate and support an understanding of the importance of communication.

5.1.2 Social media cannot be demarcated

Working with social media requires organisations to realise that it is impossible to separate the new media from other aspects of the modern world. What was once open-air public meetings is now spread far and wide in the digital world, and it is not possible to draw sharp boundaries between editorial and social media, as traditional print media and TV and radio stations are also available online, and via websites and blogs, and maintain open lines of communication with their readers and listeners. If public sector organisations are to train the management of “media” and interaction with the “public”, this will now also include social media, which can be used as emergency communications tools and channels. In order to do this in any possible real crisis, it is vital that prior to such a crisis the organisations should possess an understanding and knowledge of what social media are about and how to work with them.

39. Myndigheten för samhällsskydd och beredskap (2009). Öva krishantering: Handbok i att planera, genomföra och återkoppla övningar (Order No. MSB 0063-09). Stockholm: Myndigheten för samhällsskydd och beredskap.

5.1.3 Participation requires openness

A Participation in social media requires a willingness on the part of public organisations to engage in open dialogue with the public. Communication through more traditional channels such as telephone calls or e-mail are more closed and permits a dialogue to be held solely between the participating parties. When the same communication takes place instead via a comments function or a page on a social network such as Facebook, is it open to being shared by a larger number of people, and it will be much more visible, transparent and traceable, which can be both positive and negative. Positive, because more people with the same question can obtain answers by following when others ask questions. Negative, because communication can be more inhibited when it is conducted openly, as opposed to an e-mail or a telephone call. These are questions that must be considered within the overall communications strategy of the organisation or public authority. Exercises can constitute a powerful tool for ensuring that the organisation as a whole is aware of and prepared to deal with open communication. In certain situations there may be a need to draw up specific strategies or policy documents relating to how organisations should respond to questions and comments and how they should express themselves.

5.2 Exercise the management of social media in crises

This section gives an example of how tabletop/seminar exercises can be used to exercise communication operations in social media. However, this is just one example of many possible ones⁴⁰.

- Stage 1 Determine the purpose and objectives of the exercise
- Stage 2 Based on the purpose and objectives, which individuals will participate in the exercise?
- Stage 3 Draw up a schedule for the exercise, for example, that it will last for two hours
- Stage 4 Develop a scenario with a course of events and injects
- Stage 5 Prepare questions for discussion
- Stage 6 Assign a seminar leader and a documentation manager

40. The structure for the exercise is from MSBs publication "Öva krishantering"

Generally, there are some stages that are important in planning all exercises:

Exercise schedule

There are several ways to manage time during a seminar exercise, and it could be important to have a realistic time span where the injects are in “real time”. The exercise management can also choose to have a faster tempo with a full day’s worth of events compressed into the hours allocated to the exercise. Another way is to pause the course of events and select part of the scenario to discuss the issues in relation to that particular moment. The choice of a time scale in the exercise will obviously depend on the purpose and objectives of the exercise; if management under pressure of time is to be trained, the exercise ought to be conducted in this way. If the purpose is to identify the problems with, and be aware of, strategies and policies in relation to social media, it may be appropriate to select a part of the scenario and a few injects and have a more in-depth discussion of these.

A sample scenario

Below there is an example of a scenario that can be developed and then used to train aspects associated with social media. Depending on the purpose, goals and exercise schedule that have been set, the scenario should be handled in different ways.

“There has been a serious traffic accident involving an articulated lorry and a bus on the 01 route at the eastern slip road to the E4. Emergency services and police are on the scene, and traffic has been blocked and re-routed via secondary roads. Three casualties have been taken to hospital and some ten bus passengers injured, who are still at the scene. One of the vehicles involved in the accident is a lorry carrying hazardous goods, which are now leaking. The media are monitoring the scene and the incident is being commented on actively in social media including Facebook and Twitter, where there have been warnings that hazardous chemicals are now leaking into the nearby watercourse, which empties out at a beach that is heavily frequented. Many worried people have contacted SOS Alarm, the County Council and the emergency services, among others, for information as to whether any relatives are involved.”

Example of an inject

15 min after the accident:	a Twitter Post states that the municipality chooses to withhold information about the type of chemical it is.
20 min after the accident:	a Facebook group is created in which participants believe that the bathing lake now is poisoned, and that at least one dog has become ill after ingesting the water.
25 min after the accident:	a journalist from a local TV station calls and asks local rule if it is dangerous to swim in the swimming lake or not.
And so on....	

5.2.1 Exercise strategic intelligence

One of the most common ways of using social media is for strategic intelligence, which can be systematised by identifying which sources are most relevant to monitor depending on the course of events. During SAMÖ-KKÖ 2011, there were a limited number of blogs and Xbook pages, but even then, many exercise participants felt that to follow everything was too much for them. However, it is often, it is possible to identify a number of pages where activity is particularly intense, or one notices that what is published there is widely disseminated in other media. By attempting to follow comment feeds and links in the Internet articles of editorial media, or by searching by the most discussed topics on Twitter, it is possible to see whether links to certain blogs or other sources are repeatedly posted by several different actors. One method may be to have one or preferably several people follow these selected pages or channels and regularly produce a compilation, according to a predetermined template containing issues and/or points of particular interest, which can then be used as a basis for communication strategies.

In order to exercise strategic intelligence in social media in the event of a crisis, it is vital, however, that staff have prior knowledge and experience of this field. One way to acquire this knowledge and experience is to practice it, for example in a seminar exercise. When the exercise participants are to train strategic intelligence, the scenario need not necessarily include detailed injects, and the focus can instead be on a more comprehensive discussion of selected issues.

Examples of questions/assignments for the exercise participants:

- What sources should you follow? Newspapers/TV /social media?
- How should the strategic intelligence be implemented: strategy, resource allocation, and by whom (identify responsible actors)?
- How should strategic intelligence be communicated within the organisation? Who is responsible for important information reaching the right decision-maker?

5.2.2 Exercise active participation

Active participation in social media can mean having one's own pages on social networks, using Twitter or commenting and replying to forums or other people's pages on the web, which can be done by answering questions from the public on one's own pages, correcting inaccurate information appearing on other people's pages (and one's own), and by disseminating information about one's own efforts. This type of activity can be trained in a variety of different ways, as SAMÖ-KKÖ 2011 demonstrated.

Active participation in social media can take many forms. One can be an active partner by both having one's own pages, blogs and twitter feeds and through participation in other people's channels. Being active in social media may require the organisation to already possess resources allocated to strategic intelligence. As in the case of an exercise in this field, it is advisable to consider the objective of such an exercise, i.e., whether it is to learn to express oneself in the correct manner on Twitter/Facebook, pick out threads and reply to comments, or how to manage social media on a more practical/technical level. An excellent starting point is a common scenario for discussions. In broad terms, such a scenario will resemble the above example in the case of strategic intelligence, but one difference is that it will be more important to included clear injects so as to make the scenario discussion more specific.

Examples of questions for the exercise participants

- How would you manage public information?
 - Are you going to respond to the Twitter post in the first inject?
 - What information (for example, toxicology tests, information on chemicals, etc.) will be published on the website and any Facebook page?

- How will the information be updated? (If this responsibility has been allocated to a specific individual, will a rotating schedule for regular updates be drawn up?)
- Will you publish more information on your website?
- How can social media become a tangible, integral part of working on communication strategies?
- How will any rumour mongering or inaccuracies on Twitter/Facebook be addressed?

5.2.3 Exercise an integrated approach

Participation in social media makes it possible to co-ordinate information, both internally between one's own information and communication channels, and externally in collaboration with other public authorities and organisations. However, this may require there to be a pre-defined strategy as to how working with this type of co-ordination should be organised, or how a strategy for using the various communication channels should be applied.

Examples of issues to focus on during the exercise

- With which organisations/public authorities should we co-ordinate this information?
 - Should any response on Twitter Questions be co-ordinated and subsequently published through other organisations?
 - Should links to an organisation that undertakes water sampling of water be released, or should that information be issued only through its channels?
- What channels should we use for this purpose?
 - Should co-ordination be done through direct communication, such as telephone calls, or should co-ordination be indirect, through an individual assigned to follow the updates on such sites as Krisinformation.se, or through other concerned organisations?
- Should we have special strategies for certain target groups?
 - Should targeted information be issued to dog owners, through, for example, kennel clubs?
 - To parents through preschools/schools?

In exercise social media bear in mind the following:

- Demarcations and focus:
 - Have a clear objective for the exercise and social media.
 - Pick out the relevant issues and elaborate them.
- Expertise, prior knowledge and expectations
 - Exercise everyone in the organisation in social media and the existing guidelines.
 - Encourage and provide examples of active participation in social media in everyday life.
 - Inform the exercise participants about the tools and the opportunities in advance.
- Technology
 - Customise according to the needs and focus of the exercise.
 - In the seminar exercise – focus on specific injects and questions.
- Scenario work
 - Include the social media in your planning.
 - Make use of social media as a vehicle for generating injects and advancing the action.
- Resources (time and personnel)
 - Ensure there is time to develop any tools required and a scenario.
 - Ensure you allow time for evaluation and follow-up.
 - The right skills in the right place: obtain assistance from people within the organisation who have experience of social media or actual events/incidents where social media influenced developments.

5.3 Summary

The discussions during the evaluation of how social media were used during SAMÖ-KKÖ 2011 clearly showed that they are part of the media flows in modern society, and one that is highly integrated that a sense of realism is impossible if they are excluded

in the emergency communications of a public authority or an organisation. The exercise also showed the presence of the social media component made it much more realistic than if they had not been included. A brief summary of both positive experiences and challenges and requirements now follows:

- Give clear information:
 - When and how is it intended to use social media and other channels to set expectations at the right level and provide correct references? For example, you may want to be clear about how it is intended to update the information. It is possible to state on one’s homepage or Facebook page that questions will be answered between certain times. This is done by such bodies as the Swedish Radiation Protection Authority (SSM) on their page for questions relating to the accident in Fukushima.⁴¹
- The information must be fast, accurate and updated:
 - Issues relating to the duration and quality of information need to be given a much greater degree of attention. You can clearly announce that, for examples, values measured values are preliminary and may change when additional measurements are performed. Incorrect information can be disseminated quickly and even correct information can be used wrongly.
- Individual participation must be prepared:
 - Exactly as in the case of serious incidents, it is a challenge to provide effective emergency communications in social media if it has been not planned and prepared. It is difficult to find “pearls of wisdom” in the vast quantity of information that is available. Strategic intelligence in social media therefore requires extensive resources, and the desired results are not always achieved.
- Work systematically (combines the first three points).
- Apply innovative thinking!
 - By making use of the properties of social, one can get across information through active actively updating efforts.

41. Strålsäkerhetsmyndigheten (2011). Strålsäkerhetsmyndigheten följer händelserna i Japan [Facebook page].
Downloaded 2011-08-23 from <https://www.facebook.com/stralsakerhetsmyndighetenjapan>

To sum up, SAMÖ-KKÖ 2011 made it clear that if one completely disregards social media in exercises of this type, one ought to be aware that it can affect the sense of realism, given the fact that a now established communication channel to both media and public authorities/organisations is thus absent. Irrespective of whether there is time and resources to train social media, they comprise part of the new media landscape and will have an affect on a course of events, and this is whether or not such training takes place. The exercise example in the previous section shows that it is possible to train the management of social media in a simple and limited way, where one needs only to devote several hours to discussion and reflection. However, it is important to remember that communication in social media is not a task solely for the press spokesperson and communicator, but for the entire organisation.

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Additional report

**Experiences from
using social media
in a regional exercise**

Summary

This memorandum summarises experiences relating to the manner in which social media can be exercised, based on a regional co-operation exercise in Kronoberg County. The document aims to summarise and present experiences from the use of social media in a regional exercise, and the text is based on a workshop with exercise participants and managers, as well as on a survey of the activity on the MSB exercise web with regard to how exercise participants made use of social media and the website during the exercise.

Data were collected and the text compiled by Magdalena Granåsen, Susanna Nilsson and Jiri Trnka of the Swedish Defence Research Agency (FOI).

1. Introduction and background

In November 2011, a regional co-operation exercise was held in Kronoberg County. Besides the County Administrative Board, seven municipalities participated, together with the emergency services, the police authority and the County Council. In addition to the exercise participants, SOS Alarm, Smaland Airport, SR (Radio Sweden), and students from Linnaeus University also took part as actors in the media play. One important aspect of the exercise was information management in, and by means of, social media, while the exercise design resembled that used in the case of SAMÖ-KKÖ 2011, where two of the exercise managers had had been participants/observers in the regional exercise. In January 2012, a workshop was held (using the focus group technique) with seven participants from the exercise, and it formed part of the follow-up of the co-operation exercise in Kronoberg County. The focus group discussed primarily the exercise and the tool that formed part of the Exercise web, as well as more general issues relating to exercises and social media. Apart from the workshop, a compilation (numbers of published posts) was also made of the active use of MSB exercise web by the exercise participants.

This memorandum provides a summary of the results in accordance with two principal topics, both the exercise as a whole and the Exercise web and its technical aspects. For a detailed summary/partial transcript of the workshop, please refer to Appendix 1. For descriptive statistics (tables and figures) on the use of social media by the participants during the exercise, please refer to Appendix 2.

2. On the exercise as a whole

The MSB exercise web was used in the exercise and included social media such as Xbook and Kwitter (the third section comprising blogs were not used). In addition, each participating organisation had its own website where it could post information but which did not allow members of the public to ask questions or comment on posts.

During the exercise, there was great activity on the Exercise web on the part of the exercise participants, on both Xbook and on each organisation's own website. On Kwitter only the media play was able to publish information, for which reason this information has not been analysed using the exercise tool. The relationship between the use of the website and Xbook site varied among the participating organisations, but, overwhelmingly, as many or more posts were published on Xbook than appeared on the website. A number of organisations published the same information in both channels and responded to public concerns on Xbook by directly providing the requested information. Others relied more on their website and the response to questions from the public was almost exclusively to refer to that site. Two organisations which, according to the statistics (see Appendix 2) had been equally active on Xbook were able, in actual fact, to use their Xbook in completely different ways. The first post by the police authority on Xbook was to the effect that "The police authority is available via Xbook with regard to questions about the plane crash in Traryd" while several municipalities chose a different strategy during the exercise: "We are following the dialogue here but are working intensively with the current emergency. Up-to-date and quality-assured information is available on our website..." (Älmhult Municipality). Strategies could also change over time, where a local authority that initially responded to questions by referring simply to its website, eventually began providing direct information as well as answers on Xbook.

The exercise structure with two parallel emergencies (a plane crash and a nonovirus gastroenteritis outbreak) meant that even

municipalities not directly affected by the primary incident in the exercise (a plane crash) utilised social media, and here the predominant topic was this outbreak instead. For further descriptive statistics on the use of Xbook and the website by the exercise participants and media play activity on the Exercise web, please refer to Appendix 2.

The workshop discussed the exercise, its content and use of social media and reflections from that discussion are summarised in the following paragraphs:

Participants:

- An engaging media play contributes to the feeling of realism in the exercise.
- Exactly the right number of incidents/injects in the scenario (with regard to social media) – realistic but pared back, in that not all modules were used, and also very few media in relation to real events.
- Not much preparation was needed in the Exercise web and this did not take so long either.
- Social media are an important part of emergency information efforts and need to be exercised and discussed.
- The exercise triggered processes for further efforts involving the organisation and issues of responsibility in relation to social media.
- The exercise as a whole meant that more people gained an understanding of social media.
- The exercise has not been followed up in terms of altered routines, although there is an ongoing discussion.

The media play:

- The media play was generally organised in the same manner as in SAMÖ KKÖ-2011.
- More support for a media play organisation is required, such as experience gained from SAMÖ-KKÖ 2011, in order to know how many people were needed and to obtain proposals on appropriate division of duties when working with social media in the exercise.

- Students as media play actors – there may be a need for a media play where more social groups, different ages, etc. are represented on Xbook and Kwitter, in order to mimic the issues and trends that would occur in reality to a greater extent.

3. The MSB Exercise web

The fact that the MSB has devised a web-based tool for exercise social media was viewed as very positive by the workshop participants, who generally felt that the Exercise web was easy to use by both the media play actors and the exercise participants. Its preparation (creating one's own website and Xbook profile etc.) was easy and quick, as was learning to use it. During the workshop it also emerged that it is important the Exercise web is scalable and adaptable to various types of exercises. This may mean, for example, that there are ready-made template exercises that one can start with, or exercises that have been held and are stored for use as a basis for discussions in seminar exercises.

Exercise participants:

- The Xbook feed/flow was seen as messy; the participants wanted the opportunity to divide it up so that there would be a clearer distinction between groups, public authorities, and private individuals.
- Kwitter would require adaptation in order to also allow its active use by the exercise participants, i.e., so that it becomes interactive and they can reply and re-send messages
- One positive aspect is that the exercise website was completely separated from the organisation's usual website, as this reduces the risk of confusing live and exercise information.

The media play:

- There is a need to be able to create several characters in Kwitter as well as several Xbook profiles in order to create more realistic characters and get into the right role/character more quickly by being able to see directly what he or she had previously posted.
- There is also a need to control how many times something should be re-posted (retweeted) in Kwitter so as to give the media play greater control over this activity.
- Sveriges Radio (Radio Sweden) experienced technical problems when adding sound and pictures in the exercise tool.

Factors that would facilitate the evaluation of exercises:

- A summary function in Xbook would facilitate a rapid overview of the number of posts/comments; however, this is not relevant to the analysis of the operation, as here it is more qualitative aspects that play a role.
- Time stamps on Xbook posts would provide additional information in the analysis with regard to, e.g., organisations' reaction times and changes to strategy.
- A log function is required that allows the exercise as a whole to be saved as a discussion document for further evaluation/enhancement of efforts relating to social media.

4. Conclusions and recommendations

There are many similarities with SAMÖ-KKÖ 2011 with respect to the comments about the Exercise web by the exercise participants and the media play actors, but in this exercise, active participation in social media by the participating organisations was higher than in the case of SAMÖ-KKÖ 2011, which can be interpreted in terms of their having achieved a higher level of maturity with regard to how they wish to use social media within their respective organisations. One lesson learned also during this exercise is that resources are required in order to manage social media and that one person is not sufficient for both gathering strategic intelligence and communicating via social media.

In an exercise of this kind in the form of an unexpected and rapidly unfolding emergency, there is no time to think about methods, and the exercise will be experience based. Methodology and policy need to be developed and exercises beforehand, in more formal forms. This kind of exercise then becomes an opportunity to validate methods, policies and training perspective, and the result in its turn can provide input for changes to working methods and organisation.

5. Appendix 1.

Notes from the workshop held on 26-01-2012

This appendix contains a simplified transcript of the discussion in the workshop from 26 January 2012 which ran for almost three hours and was attended by a total of seven people who had participated in the exercise. In addition to these individuals, an intern at the County Board of Kronoberg, who had not participated in the exercise, but had looked at the activity on the Exercise web, was also present, as well as a moderator and a document specialist from the Swedish Defence Research Agency (FOI).

Participants in the workshop:

- A - Public Relations Officer, Lessebo Municipality (exercise participant)
- B - Communications Officer, Västervik Municipality (exercise participant)
- C - Intern, County Administrative Board of Kronoberg
- D - Student, Linnaeus University (media play)
- E - Information and Communications Officer, County Administrative Board of Kronoberg (exercise participant)
- F - Head of Communications, Västervik Municipality (exercise participant)
- G - Public Relations Officer, County Administrative Board of Kronoberg (exercise participant)
- H - Crisis Communication Officer, County Administrative Board of Kronoberg (exercise leader)

Moderator, Swedish Defence Research Agency (FOI)

Reporter, Swedish Defence Research Agency (FOI)

Question 1 – Preparations prior to the exercise

What preparations did you make prior to the exercise? Did you create sites on the Exercise web in advance? Did you have some form of drill or training with the tool? How long did the preparations take (to get the Exercise web ready)?

Speaker B: Preparation, virtually none, had a short briefing about what would be involved. More learning by doing. Speaker F created sites on the Exercise web in advance, feels like it took five minutes with the left hand, and it was simple. It was easy to understand. I thought it was simple and clear.

Speaker F: It's true there were no special preparations. It took maybe half an hour to create, we have an EPI server, so it was easy to create images and the site in advance. Very smooth.

Speaker G: I wasn't involved in any of the preparations. Have nothing to say about this, but I understood the sites, I suppose, but maybe had more problems with where my information went. I interacted using Xbook and suchlike, but I wasn't involved in setting it up beforehand. Ended up there more by chance.

Speaker E: Speaker G came in when another colleague dropped out. And that's how it is in reality.

Speaker E: It was speaker H who was responsible for posting existing sites?

Speaker H: MSB did the groundwork and the preliminaries. Others set things up themselves. MSB laid the foundations, then the municipalities had to go in and do the editing themselves. We were supposed to keep it on the Exercise web.

Speaker E: I had seen the web before when I was there as an observer and then I had a training course beforehand for the MSB where we went through admin stuff. But I tried to prepare myself as little as possible so it would come as a shock.

Speaker B: I didn't see it at all, not until the situation went live.

Speaker C: The tool looked very simple. There were no problems.

Speaker D (the media play): We were really only here the day before and went through the features and tried to upload sites and log

on posts and get login details. It was pretty easy as long as you understood the interface.

Speaker H: I have a notification from SR (Radio Sweden); they had to make a few more preparations to test the audio clips and pictures. They were having problems uploading the audio and radio so they think this aspect needs to be worked on. With hindsight and with a little more perspective, it might have been a good idea to run a test beforehand so that we could have seen that everything worked. But we didn't have any such preliminary trials.

Moderator: A great many personal pages were created; was this planned or a case of misunderstood instructions, etc.? Was it a strategy?

Speaker H: In the media play we assumed that there were groups and private individuals. The groups were to show that groupings can form, and the individuals, to exert pressure. But the preparations, they didn't take such a huge amount of time if you compress them.

Moderator: If you compare with the effort you put into other systems?

Speaker H: That's very difficult because we use WIS (Web based Information System) live.

Speaker F: The idea is that we are going to have a start-up function in WIS too but that's not the case today. The Exercise web worked very well. Doing it in WIS would never have worked.

Speaker E: My understanding is that WIS is much harder to grasp than the Exercise web. The Exercise web's a publishing tool and WIS's something completely different. This is easier to pick up.

Speaker F: Yeah, that's it, isn't it, you shouldn't make preparations, it should just happen. It's good that it was nice and easy to set up a site and just go.

Speaker H: We did try to prepare for it by talking about it for months before that it was to be used in the exercise.

Question 2 – Perception of the exercise

What did exercising social media feel like? Do you have any previous experience of training traditional media? Is it comparable or different? How active was the media play during the exercise? How did you feel about the complexity of the exercise (was it too simple a representation of reality, or was it too exaggerated)?

Speaker B: I thought it felt really realistic, but then I found it insanely stressful. In this situation, it was the whole thing both input and output. I was in charge of both, but otherwise there are usually two people, one to handle the internal and the other the external. This will surely need to be addressed. So it felt realistic? We have no official social media for the entire municipality. I think it had a realistic flow. It was complex in that way.

Speaker G: I've never before taken part in an exercise, but I can only say that it was a good activity, but I got like stressed and irritable when I was sitting there as I was sat like waiting for information to forward to the staff unit. As I haven't worked with this before, I can only compare it with the real Facebook. It wasn't hard, I expected to get more live information, and that even more things would happen.

Moderator: What was the hardest thing about the assignment?

Speaker K: I had trouble knowing where my information ended up later on; I wasn't familiar with the procedure, so it was this that took time for me, deciding what information was relevant, in what way it would be sifted later on and where it was going. Didn't even know how co-operation staff unit was organised.

Speaker E: What was good about it was that inexperienced information officers (from outside) would be getting into such a situation.

Speaker E: I think it's wicked, it's great that the MSB has developed this. It's massively important. Because you suddenly have a real-time communication that's happening organically: this is an ongoing discussion, it's not just communication but also organisation. Then you have like something different. For example, groups can be organised through Facebook to come and help out. I perceived it as realistic. What I might miss, social media, was good and realistic, but I think there would've been more pressure from traditional media in a real incident. It was fab as there were

those weird rumours like Zlatan Ibrahimović [translator's note: the famous football player who plays for AC Milan and is also a member of the Swedish national team] being involved and stuff.

Moderator: Any comparisons with SAMÖ-KKÖ?

Speaker E: What's spontaneous is the blogs had greater force in SAMÖ. And this was probably right; the blogs are, after all, a more reflective thing, it takes longer. More ground was covered there.

Speaker H: But if you think about it; there wasn't that much more pressure here during SAMÖ. The difference there was that if you think about in terms of exercise technology, you could call the staff unit directly and it shouldn't be like that. In November they went through the switchboard, the official channel, so maybe not as much got through. What happened was that you called the home staff units more.

Speaker F: Yeah, like, getting social media on board, was, naturally, an important experience. More people came to realise it's important to have this, and the resources required to handle them. The mainstream media you always keep tabs on you are in contact with them and keep them under control. But the nutcases out there who make up stories like Zlatan being involved; they have maybe always been there but now it is spread and it's obvious now how much rubbish is out there that gets space. It's vital that resources can be increased. We needed four times as much as in a regular exercise just because we were including social media. You have to scale up. I thought it was frustrating that the media play started before us, before we got the hang of the methodology. It was ludicrously active in the beginning; we were caught on the hop. You are new, all the others are new, so it was unfair.

Speaker H: The Exercise web was open all the time. That was deliberate. But with hindsight it was maybe a bit too much, but that was the idea.

Speaker F: Usually, you know that something has happened and what has happened; here we were completely at a loss. And then the question also came up whether we even had a co-operation plan for this kind of accident. It was a matter of resources too – with hindsight, we should have allocated more resources to information. Yes it was unfair but it was fun.

Moderator: You had a plan or a strategy?

Speaker F: There are principles for how we work with emergency communications and information in the event of a crisis. We

didn't even make a start on them before it was over and done with.
Speaker B: But this is interesting, what do you do when you have no specific or accurate information but are under pressure to release information. That was important.

Speaker B: For my part, this educational aspect for the other staff members cannot be emphasised now. Now they actually understood how it works and I have to praise the media play for creating such a lot of Xbook sites, and it was important for the other staff members to see how fast things move.

Speaker E: Was it obvious that there're different factions within social media, that there're different groups?

Speaker B: I have a great example of this: a demonstration was being organised. Some people would go there to protest and some would have a memorial service, and we had to intervene there. We devoted a lot to looking at the reasons for having a presence on social media so as to respond to certain things, but perhaps mainly to refer to accurate information, and to getting the staff unit bosses to make decisions and actually send people out and take care of people who were distressed and upset and saying a few words at the memorial service, and that. I think it was possible to train this and you realise that it takes quite a lot, maybe reorganisation and maybe more people too.

Moderator: Speakers E and H, there was a priority as to what was to be used at different stages, how did you devise the entire overall strategy for social media, what parameters did you take into account?

Speaker E: We started with the timeline, which formed the basis of the framework, there were things like suspicions of terrorism and stuff. The idea of it emerging on Xbook gradually evolved.

Speaker H: There was an ulterior motive that much of this would be linked to Kvitter, and the person who claimed responsibility for the terrorist attack had the same source all the time, but it spread all the time.

Speaker E: There are patterns, especially if you look at Twitter and Utöya and Japan. There are themes, there are those who believe in it and tin foil hats and those who are against it. There's a very wide range of nuances.

Speaker H: We had to work hard to put a brake on the conspiracy theories so it wouldn't be too unrealistic. We had a pack of cards,

we had eight stages on the timeline (the accident, pollution, suspected terrorism...) so we made cards – either you could copy the text straight off up to and including being inspired by it. Like, from simple things to bigger more important incidents. We wanted to make sure that there were opportunities for improvisation so the media play actors could play with each other.

Moderator: Did you look at Sweden or Norwegian society, when you studied the flow in reality?

Speaker H: It was mostly on the whole just the entirety of the event. With Norway, it was more that things happened so fast on Twitter.

Speaker E: It was like a mix of reactions, some become active and try to help and fix the contents, and others write only RIP; some are good at retweeting and others are good at Googling and “look, it was a plane like this one”. And then we were aware that there is a serious emergency organisation, CrisisCommons (<http://crisiscommons.org/>) that is a serious organisations that does things for real, it’s not just talk.

Moderator: Did you look at anything on Xbook from SAMÖ?

Speaker H: No, just looked at pictures and some highlights that were still there, but no serious study.

Moderator: Do you know how the media play organisation at SAMÖ was made up?

Speaker H: No, not directly.

Moderator: Did you find it useful?

Speaker H: Definitely. In retrospect. We should have checked out how many people were parts of it at SAMÖ-KKÖ. In retrospect, the media play could have managed with fewer people.

Moderator: Practical media play efforts?

Speaker D (media play, reading the public relations officer program): It was good to have some guidance, such as swamping a municipality’ switchboard with calls or damping down the conspiracy theories. It was good to have someone giving us feedback. It was difficult to know if we were exaggerating or if it was realistic.

Moderator: This flexibility thing? You had a free hand. What was in your mind when you wrote the posts?

Speaker D: Half were inspired by these cards and half was spontaneously whatever came to mind.

Speaker H: What we had was some alleged super-sceptics, etc., and we allocated roles.

so that everybody wouldn't have to do everything.

Speaker E: Kalmar I think handed out profiles at random. I had some idea that the flow should have been streamed for the exercise management to see what was happening.

Speaker H: That would require more resources but it would be interesting to see how they work with it. Setting it up might be resource heavy?

Moderator: There are resources for this at Revinge school ...

Moderator: How many people were there in total?

Speaker D: In all, there were twenty-five of us and half were role-playing as journalists and members of the public and half as social media so we switched. When we were roll-playing as members of the public, say 3-4 people were active at the same time. Social media was a bit more fuzzy, as there you didn't play a person but only wrote messages on Twitter and that.

Speaker C: I checked out the exercise and then saw that people write more or less everywhere about anything at all. I got to see the exercise yesterday.

Speaker B asks a question about the media play: Did you have any idle time?

Speaker C: Yeah, not exactly, when we were playing as members of the public maybe we waited a bit when we had phoned through all the cases, then we waited for the follow-up.

Speaker B: It's good when there are many people so that it's fast and confusing, as maybe it should happen extra fast. Lots of people, so it's stressful.

Moderator: Division of work with regard to social media and media, was the exercise good at testing the organisation?

Speaker B: In our case, it was a coincidence; the organisation was right because we happened to have extra people. We put one person in charge of monitoring and had one as a communications officer, one on the Web and that. I thought that was good. We were able to have a person keep an eye out for how the course of events was moving and so on. We got so much information there so now it feels like such a function is necessary and the one that services the staff unit boss needs to do this better.

Speaker E: It reveals a whole lot of things, and it needs someone to monitor this. We had a slow emergency with a wolf in the county; we had to follow this and search to see how we should reply and so on. Then the other thing is also the expertise, the person who sits gathering strategic intelligence and passes it on; this isn't just about the technology but also an understanding of media culture, sensing things and being perceptive. In this way, the Exercise web is very revealing it shows what your needs are. For me it was hard not to sit gathering strategic intelligence myself but having to sit and manage people.

Speaker B: I thought about how politicians get information from several sources and get the wrong information from the wrong source and so on ...

Speaker H: That's just it you have to see the need to sift ...

Speaker E: It could be that the county governor dashes in having his own view of what is important according to his strategic intelligence.

Speaker H: You have to put together your own information.

Speaker E: It's hard to decide, everything happens quickly and organically.

Question 3 – The content of the exercise and the tool

The exercise included two major events (the nonovirus gastroenteritis outbreak and the plane crash); did this influence the strategies and course of events in relation to emergency communications? Did you consider how you would handle the various events in the different channels (website and Xbook site)? Did you plan your emergency communications in relation to the website and the Xbook site?

Speaker B: This thing with the stomach bug was not really relevant in our municipality other than at the end when we helped out with information when the county council became overloaded. With this we didn't feel that this was required of us and heard nothing back from the media play to this effect. We didn't need to take care of it actually. We didn't have to handle it that way. The air disaster was more important. We haven't talked about the various channels in this way really. The Web is more about facts, here is Växjö Municipality with its reliable website. The faster it is the more communicative you can be and then refer to the web congestion. This is standard procedure somehow. We were able to respond to things on Xbook because we couldn't on Kwitter. We felt that we would have wanted to respond on that site too.

Speaker H: In the survey immediately afterward, someone replied that they used social media in order to find out more about which people to respond to, to adapt the information slightly. This is somewhat how it was used.

Speaker F: I agree with speaker B. Early on in the exercise, the staff unit boss (in his everyday job the boss of the home health care service) decided that they would deal with the outbreak of nonovirus gastroenteritis. We never handled that part. These decisions were taken at a fairly early stage, it was only the air disaster we had to address. We only forwarded the questions, but we were probably pretty bad at following up. We maybe posted only what we knew, that things were running normally as long as there were adults in the school (speaker B said). Next time round we will need more resources. It was useful. We didn't plan beforehand but afterwards it will have implications for how we plan our operations.

Speaker G: I wasn't to answer anything on Xbook and Kwitter but just stick to the facts and gather information. I don't know how they took care of the information at the staff unit. We had someone from the county council on site so she could answer that.

Speaker H: When you are one of the staff, who is then the source? In the Kronoberg co-operation exercise, we have a Facebook page but it isn't usually used as a communication channel. This led to relevant questions as to the identity of the source, you might want to go online and respond, but this raised the question of the identity of the source.

Speaker F: I speak only in my role as Head of Communications Director at Växjö Municipality, and not in any other roles, even if I have one. Co-operation became synonymous with the county administrative board and we need to change this. Moderator: It gets interesting when you look at the delegation; several public authorities sharing the same channel.

Moderator: Nonovirus gastroenteritis was a control mechanism to increase the load?

Speaker H: It was also to clarify two forms of media co-operation: the plane crash turns into a massive media circus and makes great demands on information co-ordination, publicising the same number of fatalities and so on, while this illness was about providing information instead; you can't just remain silent, you might have to announce that all schools are open. Perhaps the differences in the Exercise web weren't so big after all. When it came to the plane crash though, they were keener to refer to other sites but in the case of the illness they responded more directly, it was more a direct contact, that you make direct contact more and talk and communicate. The major accident is more co-ordination and referring to other sites perhaps to cover yourself a little. What we perhaps should have done was to achieve a better balance, as there are some differences between the various municipalities. Someone described it as "what is big becomes small and what is small becomes big"; it was difficult to view the situation and see what is important here.

Moderator: You often work on an incident that has disruptive elements. If the illness outbreak had been scaled so that some

functions would be inoperative and the accident took place simultaneously – did you discuss this at all – would you split things up, with thematic sites on Xbook etc.? One staff unit per incident.

Speaker H: We haven't thought about it much. We haven't taken it that far.

Speaker B: We have an official website, Facebook, Twitter and so on. And one of them was supposed to have started before the other, they would have continued in Växjö Municipality, as the flow never gets so fast there.

Speaker H: Is it possible to run two tracks on the site?

Speaker B: Yes, though it's still the same basic site.

Moderator: Incident pace, splitting the time scale, that was interesting as in management terms you should have separated it. That's why we asked the question.

The Moderator put the question to *Speaker C:* It was mainly the air crash I was thinking about, when I checked on the web. The illness outbreak was mostly press items.

Speaker D: We had divided things up so that certain people took care of the outbreak and that. Overall, there was more emphasis on the plane crash. But maybe it was because we got more answers about the gastroenteritis outbreak and then we were satisfied. With the plane crash, we didn't get responses directly so we had to keep on at them about it.

Speaker H: Tingsryd Municipality were super quick at responding to the outbreak. But they already had plans drawn up, it was close to hand. They answered all the time in social media so there wasn't so much anxiety there.

Speaker B: Speaking of being quick off the mark at the beginning and what information you post where, there were some who couldn't bear not to be releasing figures, so they did this straight off before they had been confirmed. But what would have happened if they had been incorrect? They got such good feedback and encouragement. It would have been interesting if it had been the wrong information and what would have happened then. Just like Lotte Knutson in a way [translator's note: the public relations officer at Fritidsresor travel agency in Sweden, who received a royal medal in 2008 for her valuable work during the

Asian tsunami disaster in 2004]. We also happened to have one person from the county council in the home staff unit, which was really good. The home staff unit could do with being mixed, maybe some public relations officers. The unit too had planned to co-operate with the county council. Having a mixed bunch was very positive.

Speaker E: That is exactly the function the co-operation staff unit should perform here. The question about the number of fatalities should go directly to them and then they should be able to answer these questions quickly.

Moderator: Do you usually inform the co-operating partners before putting out a press release etc ...?

Speaker E: No it's the other way round. We wait for information from the other staff units. The co-operation staff unit has no control over them. We can hold press conferences together but not send information beforehand.

Speaker E: We were housed in two different premises now and we discovered that the two roles have to be arranged like this. That meeting between those responsible for information status never took place. The co-operation staff unit must speak with one voice. We can't have parallel tracks, as the whole idea of co-operation collapses then.

Speaker B: It might even be the case with the progress reports that you have a heading with the latest news you've picked up. This is what we see happening around us.

Speaker B: You sat and hoped that those who did their own thing would have been rapped over the knuckles when they released the wrong data but it never happened. It was a shame.

Question 4 – The Exercise web

Did you feel that the tool's design as such was an obstacle to your work during the exercise? Did the tool (Exercise web) create limitations for how you chose to work with emergency communications? Do you see any advantages or disadvantages in using the facility in Exercise web for creating a simulated public authority website? Is any functionality missing with regard to the exercise perspective?

Speaker C: I haven't really used the functionality, but could you respond to tweets? No this was the major frustration. From outside it looked good.

Speaker D: The actual news site and the public authority site worked great there was everything you needed. Xbook could get a little messy. That flow, when I logged in as a private individual and wrote, it looked like it had been written by Växjö Municipality. The ReTweet function on Kwitter made it difficult to create new trends in the afternoon. Would have been nice to be able to control it yourself. Xbook was a bit messy, there were so many sites, so it could be organized according to groups, individuals, public authorities and so on.

The Moderator asks about more specific functionality.

Speaker H: The best thing would have been if you could have had one profile per person so you could follow up more, but the tool simulated reality so it captured this.

Speaker H: On Kwitter the dream scenario is that you might be able to post five to ten profiles and can add a small biography where you can easily create fictitious people who have more of a presence, which gives things an extra dimension. I can imagine how you go in and create different profiles and then choose the one you want to be, then you create a tweet and then how many times it should be retweeted. And always being able to pick who you are when you reply. In any case, it would have been good to be a function, such as Växjö Municipality. Those who are on Twitter could surely do so much more. Then this thing about Xbook, the chronological order, it was a bit difficult to follow. On real Facebook it's much easier to find things. Maybe just add different tabs for private individuals, public authorities and groups.

Structuring it more so no pages disappear. Then I've received a comment that people missed sub-pages on their websites. But I don't know if that's necessary, because personally, I imagine you only use the basic site.

The Moderator talks about reflecting the real site on the net.

Speaker H: I think it is probably better to develop sites in the Exercise web within a closed system than have this on the net.

Speaker E: Yes, the Exercise web provides a really great function, really great site. As much as possible that can be kept outside normal channels is good. Just look at the switchboard. You must allocate resources to keep it outside normal operations.

Speaker G: Yeah, I have no other wishes than those speaker H has expressed. I didn't write on it, so I didn't experience the problems, but if we are going to do it it's good if it works.

Speaker B: I agree here too. I think tweets are good. Could you develop this so you had at least two or three. So that you got the feeling that you must monitor various searches would give a little more. We had a technical problem where we had to post twice, the site needed updating or something. We came up with something and deleted a lot, but the order was scrambled sometimes. But in this case it's like a supplement, maybe for just two or three, so you have to switch and try to keep up in more places.

Speaker E: There isn't much more to add. I think it's good to keep it away from the regular tools. You can't keep it with the usual tools.

Speaker B: The option of having a strategic intelligence tool.

Speaker H: Yes, there is, but *Speaker E:* It can't be used on the Exercise web.

Speaker H: What we have is in a tangle because of Google Alerts and Yahoo Pipes. It was a little test.

Speaker E: At the same time it's really just a matter of searching with a regular search engine. They just visualise things in a different way.

Speaker B: Yes, systematise in some way, because now it just rolls on by and in an emergency it might be good to have bars on it later so as you can see.

Question 5 – Follow-up and evaluation

Have you done any follow-up on how you used and worked with the tool? Have you done any follow-up on how you worked on emergency communications during the exercise? Do you have any follow-up, or changes to procedures or policies that are a result of the exercise?

Speaker B: We have not made an assessment back at base, other than a general discussion. But now it was so convenient that it turned out that we could work with the right number of people and stuff. So from our point of view it is...

Speaker E: Not made any changes in practice yet but we do have ideas for some and we will probably get there. We have strategies for how we use social media in everyday life and we need to improve things there if we are to use them as emergency communications channels. But Facebook is supposed to be for everyday communication. We are there as individuals. You're not supposed to get so involved there. For many people several years may pass without them having any contact with the municipality so it is a matter of catching people once they have made contact.

Speaker B: That's the thing, working more with social media in everyday life.

Moderator: Would you like to have feedback or statistics on the number of posts made and that?

Speaker H: The MSB have said they are working on saving it in some form of log, so it is stored.

Speaker E: For me statistics don't feel relevant, it's the feeling you want to get at. The feeling we had that "oops, we do need to be four of us instead of two", that's what you want to get at.

Speaker H: It's more a compilation to have some idea of what you wrote.

Speaker C: You get an insight into what it could look like.

Speaker H: It is important to be able to go back and look at how it was done. It can be used as a training tool. To go back and discuss what was done.

Speaker E: Yes as something qualitative rather than something quantitative.

Speaker D: Hard to say. We probably haven't thought about it much afterwards.

Speaker H: What we learned from you was to see which people were very active, you got a good picture of which municipalities were very active and which ones were good at social media/ answering the phone and so on.

Speaker B: As a municipality it would have been good to have had that feedback.

Moderator: Did you intend having some feedback, have some more representative social group for example those born in the 1940s and so on.

Speaker H: We hadn't thought of that but that's interesting.

Speaker H: What we have done as major follow-ups we have done: The strategies we've had we are keeping, but then maybe they didn't really work in practice. We are going to have follow-up, we're not dropping it. Follow-up is done throughout the network. And we will try to continue working on it in the training sessions.

6. Appendix 2.

Statistics on the use of the website and Xbook

This appendix contains descriptive statistics on how the participating organisations used their website and Xbook, as well their activity on Xbook and that of the media play.

Website, total number of post	The total number of posts/updates that a participating organisation published on its own website
Website, plane crash	Number of posts/updates referring to the plane crash that a participating organisation published on its website
Website, illness outbreak	Number of posts referring to the nonovirus gastroenteritis outbreak that a participating organisation published on its website
Xbook org posts + comments	The total number of posts and comments that a participating organisation published on its own Xbook site
Xbook org posts, plane crash	Number of posts referring to the plane crash that a participating organisation published on its Xbook site
Xbook org posts, illness	Number of posts referring to the nonovirus gastroenteritis outbreak that a participating organisation published on its Xbook site
Xbook org comments, plane crash	Number of comments/responses referring to the plane crash that a participating organisation published on its Xbook site
Xbook org comments, illness	Number of comments/responses referring to the nonovirus gastroenteritis outbreak that a participating organisation published on its Xbook site
Xbook media play posts + comments, plane crash	Number of posts and comments referring to the plane crash that media play actors published on the organisation's Xbook site
Xbook media play posts + comments, illness	Number of posts and comments referring to nonovirus gastroenteritis outbreak that media play actors published on the organisation's Xbook site
Other Xbook posts/ comments	Number of Xbook posts (by the participating organisation or the media play) on topics other than the plane crash or the nonovirus gastroenteritis outbreak.

Table 1.

Explanation of the items in the tables and figures.

NB: Only the organisation that owned the website could publish information on it, i.e., it was not possible for others to directly influence the content of the website, for example, by commenting on the published information. On Xbook, however, it was possible for anyone to publish and comment on posts on all Xbook sites.

Organisation	Website, Total no. of posts	Website, Plane crash	Website, illness
Kronoberg County Council	2	1	1
Lessebo Municipality	11	9	2
Ljungby Municipality	12	12	0
Markaryd Municipality	2	2	0
Police authorities in the counties of Kronoberg and Kalmar	5	5	0
Tingsryd Municipality	20	12	8
Uppvidinge Municipality	19	15	4
Värend emergency service	5	5	0
Växjö Municipality	7	7	0
Älmhult Municipality	10	9	1
County Administrative Board of Kronoberg/ Crisis Co-operation	2	2	0

Table 2.
Number of posts on the websites of participating organisations.

Organisation	Own posts, plane crash	Own comments, plane crash	Own posts, illness	Own comments, illness	Media play, posts and comments, plane crash	Media play, posts and comments, illness	Other posts and comments
Kronoberg County Council	0	0	0	0	0	0	0
Lessebo Municipality	4	0	0	0	8	12	3
Ljungby Municipality	9	13	0	1	18	12	2
Markaryd Municipality	2	1	1	0	4	0	3
Police authorities in the counties of Kronoberg and Kalmar	16	18	0	0	30	0	0
Tingsryd Municipality	12	20	10	37	25	58	2
Uppvidinge Municipality	12	7	3	3	23	32	1
Värend emergency services	8	10	0	0	20	0	0
Växjö Municipality	11	18	0	3	105	10	13
Älmhult Municipality	11	4	0	2	25	6	2
County Administrative Board of Kronoberg/ Crisis Co-operation	0	1	0	0	7	0	0

Table 3.
Activity by participating organisations and the media play (number of posts and comments) on the participating organisations' Xbook.

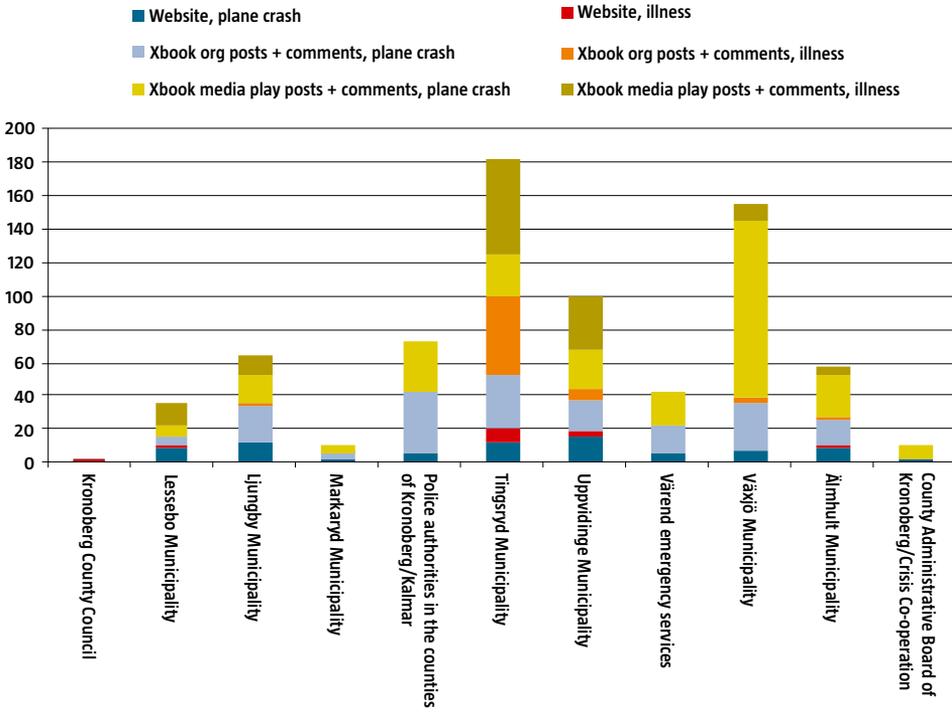


Figure 1. Posts and comments by the participating organisations and the media play referring to the plane crash and the nonovirus gastroenteritis outbreak on organisations' websites and Xbook.

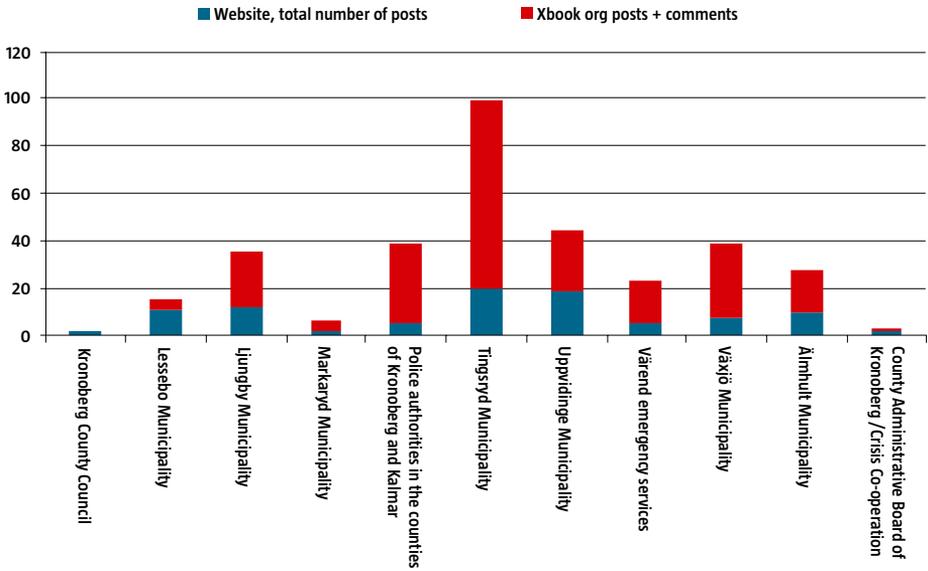


Figure 2. Posts and comments by participating organisations on their own website and Xbook.

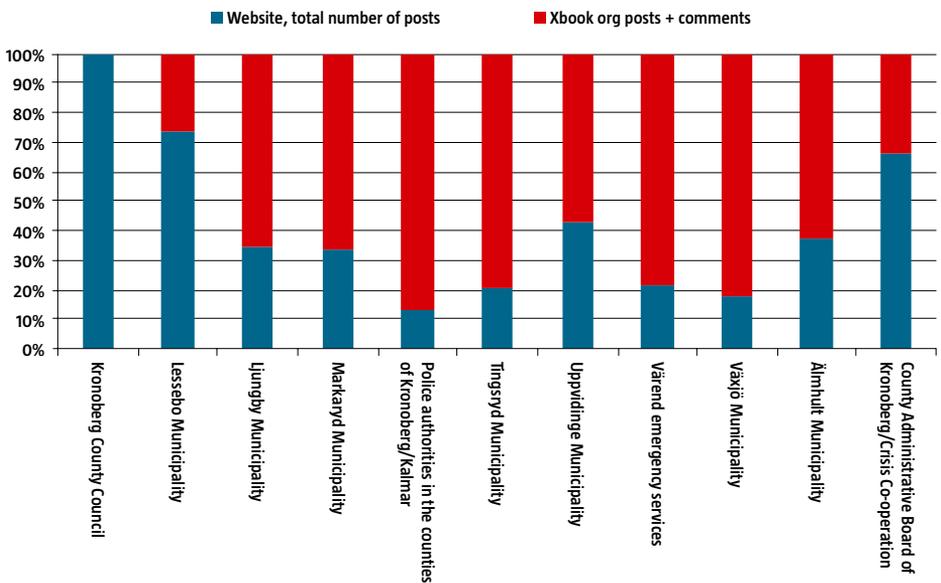


Figure 3. The participating organisations use of the website compared with Xbook.

