



# Guideline for Strategic Crisis Management Exercises



## Legal Information

### Guideline for Strategic Crisis Management Exercises

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# 1 Introduction

Due to changed threat situations in the whole world (climate change, natural catastrophes, international terrorism, pandemics, power cuts etc.), efficient preparation for crises has meanwhile become a must everywhere in the world. This applies, above all, to top management levels in the state administrations and in the boardrooms of enterprises. In his reference book for the practice of crisis management, Laurent F. CARREL underlines the necessity of systematic exercises at strategic level:

**„Education and training are central tools in order to be prepared for crises. The focus is on being mentally prepared for critical situations. By means of systematic further education, knowledge and experience of individuals, staff or bodies of a crisis concerning the behaviour in a crisis, are maintained and improved. During crises, such behaviour pays off in many ways, in particular when right from the start a smoothly running organisation, efficient management procedures and institutions are available.”<sup>1</sup>**

Since the turn of the century, the new threat situation has led to a rethinking in the sector of civil protection in Germany. The reorganisation of the existing civil protection system in the Federal Republic<sup>2</sup>, which was decided by the Conference of the Ministers of the Interior in June 2002, acts on the assumption of a joint responsibility of the Federal Government and the Länder (Federal States) for an integrated risk and crisis management. Taking into account the constitutionally protected distribution of responsibilities, the efficient protection of the population in extreme situations will be guaranteed by the close cooperation of the Federal Government and the Länder beyond federal borders.

Today civil protection belongs to the national security architecture. At federal level, the Federal Office of Civil Protection and Disaster Assistance (Bundesamt für Bevölkerungsschutz, BBK), which is directly responsible to the Federal Minister of the Interior, acts as a central office for civil protection together with the responsible Land (State) authorities. Additionally, relief organisations, organisations and enterprises of critical infrastructure are essential components of the security architecture. Those involved will be challenged when they try to connect all sectors in an interdisciplinary way, in order to establish an efficient protection system for the population and its livelihood. Such a procedure would help to create smoothly running civil security preventive measures. The conviction that new risks and dangers can only be met with national measures has increasingly taken hold. Therefore, civil protection as an element of cross-social preventive safety measures needs a coordinated comprehensive risk and crisis management.

As a component of national crisis prevention, exercises for top managers from administration and top management are extremely important. National crisis management exercises such as the exercise series LÜKEX “National Crisis Management Exercise” (“Länder Übergreifende Krisenmanagement-Übung/ EXercise“<sup>3</sup>), which, as a national event, takes place in the Federal Republic every two years, has stood the test as an important instrument of crisis prevention. The aim of the exercises is to raise the awareness of top management for issues of crisis management. Exercises at political-administrative level are particularly suitable for the examination of procedures concerning cooperation, for testing available crisis plans and for the further development of staff and coordina-

<sup>1</sup> CARREL, L. F. (2004) Leadership in Krisen. Ein Handbuch für die Praxis, Bern, p. 23

<sup>2</sup> Neue Strategie zum Schutz der Bevölkerung in Deutschland, IMK-decisions of 6 June and 6 December 2002

<sup>3</sup> Since 2004 four strategic crisis management-exercises concerning various scenarios (floods, power cut, “WM 2006”, pandemic, CBRN-crisis situation) have taken place. The 5th exercise (“LÜKEX 2011”) will deal with the exercise topic IT-safety.

tion structures. During an extreme crisis and disaster situation, it is especially the latter aspect which is an exceptional challenge to a federal system.<sup>4</sup> Besides offering training for cross-ministerial management and crisis staff at federal and Länder level, “LÜKEX” will stand for a critical and professional dialogue in the Federal Republic about the threat scenario in question. Furthermore, in the course of the “LÜKEX”-exercises, methods of further education for management staff and of *coaching* education for crisis staff could be tested and further developed with respect to the requirements of strategic crisis management.

With this guideline at hand, the specific experiences, which were made at the Academy for Crisis Management, Emergency Planning and Civil Protection (AKNZ)<sup>5</sup> in Ahrweiler during the past exercise cycles, will be passed on to a larger circle of people, who are responsible for the exercise and take an interest in them. The guideline wants to provide those in the ministries and authorities who are responsible for the exercise and crisis planning with help and orientation. It addresses representatives in enterprises and other organisations, who are involved in the planning and execution of strategic exercises (relief organisations, associations, universities, expert commissions

etc.). The authors are well aware of the fact that they break new ground when they formulate principles for strategic crisis management exercises. Conventional exercise descriptions and guidelines targeted at the exercise practice strongly focus on an operative and/or tactical approach. This applies, above all, to the structure of full live exercises. The present guideline, however, focuses on issues of strategic management, for example media work in crisis situations (risk and crisis communication, psycho-social aspects of crisis management).

Derived from the “model of LÜKEX“, the guideline presents first principles for the structure of a strategic exercise. The presentation follows the four various phases of planning, preparation, execution and evaluation of strategic exercises. The guideline wants to raise discussions. It does not claim to be exhaustive. The experiences gained in the exercises should be shared and repeated so that they can become good practice. Having said this, the guideline at hand also wants to encourage the increased execution of strategic crisis management exercises at top management levels in question – at Federal and Länder level as well as, e.g., at the level of the municipalities.

<sup>4</sup> Cf. Federal Ministry of the Interior, 2009, *Strategie für einen modernen Bevölkerungsschutz in Deutschland*, Berlin

<sup>5</sup> Training section IV.6 (Strategic crisis management-exercises, LÜKEX)



## 2 Term: Strategic Exercise

In the guideline at hand, strategic crisis management exercise (abbreviated as: strategic exercise) refers to comprehensive exercises at strategic level (e. g. cross-ministerial crisis staff, political-administrative staff, cross-sector and cross-division management staff, crisis management organisation of corporate

management), which aim at improving the integrated ability to react to crises in extreme threat and danger situations (crisis situations) and at developing a comprehensive coordination and decision-making culture in organisations of the public as well as in the private sector.

## 3 Exercise Approach

Against the background of the interdependence of living conditions in a global world, the increasing complexity of advanced information and knowledge societies and the growing vulnerability of state and economy, due to all kinds of crises, crisis manage-

ment strategies of state and economy must be closely coordinated. Hence it follows that enterprises and providers of security relevant industries, who are affected by the exercise scenario, are involved in the planning and execution of strategic exercises.

### 3.1 Cross-social Approach

In terms of an efficient crisis preparation, strategic exercises therefore follow a comprehensive and integrative approach. Thus, they are geared to the entire society. They try to diagnose across sectors threat potentials

in the society in order to create an efficient overall system of concentrated functional and combined crisis reaction capabilities.<sup>6</sup>

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<sup>6</sup> SCHMIDT, M., 2008, Nationales Krisenmanagement: Konzentration komplexer Fähigkeiten auf eine strategische Zielsetzung, in: Bundesamt für Bevölkerungsschutz und Katastrophenhilfe (ed.) Nationales Krisenmanagement im Bevölkerungsschutz, Bonn

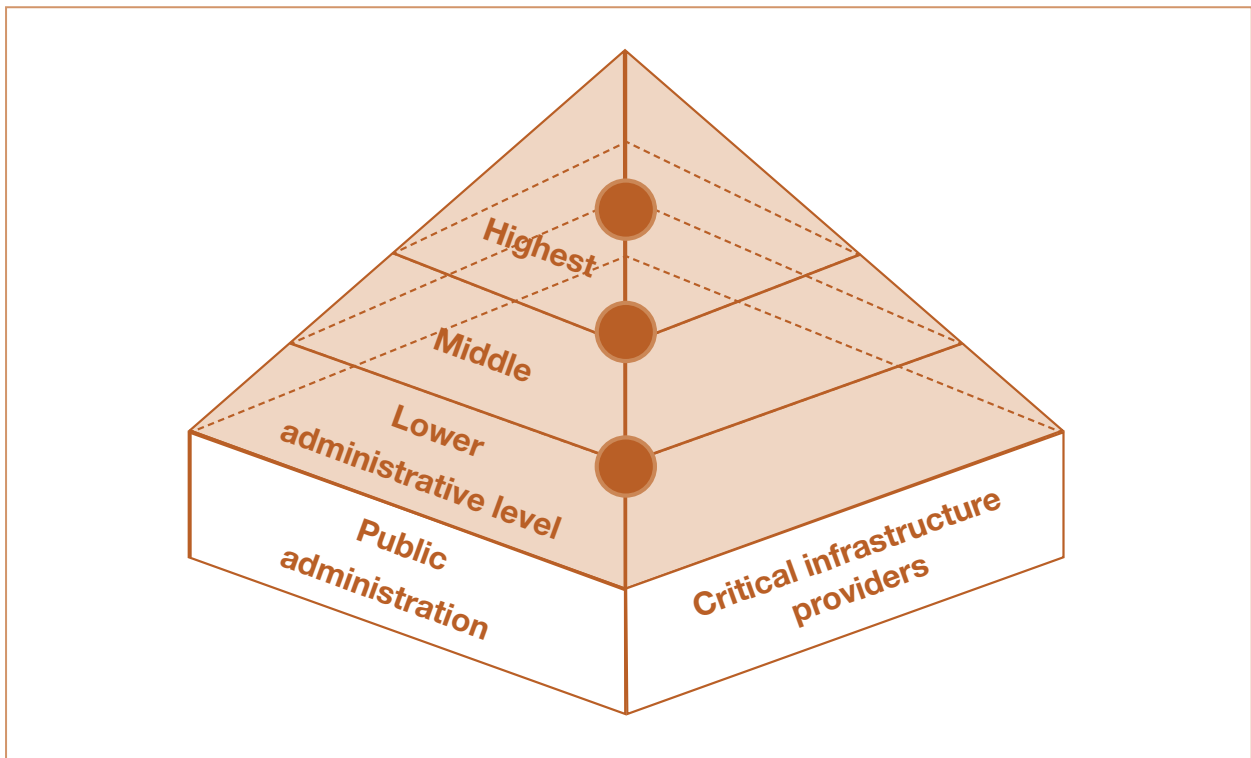


Illustration 1: Strategic crisis management exercises follow an integrated and integrative approach

The main aim of strategic crisis management exercises is to practice, beyond administrative and federal boundaries, the cooperation of various administrative units (e. g. municipalities, Länder, Federal Government), private providers of critical infrastructures and central organisations and associations (e. g. relief organisations, German Cities Council, German County Association, Union of the German Fire Departments) in order to ensure an even more efficient protection of the population during extreme national crisis situations. Therefore, strategic exercises concerning complex fictitious crisis situations also give the opportunity to practise the coordination of offices and activities affected by the exercise scenario and to involve a great number of exercise participants from all social sectors. To connect all sectors of civil

preventive safety measures across all disciplines to an efficient system of protection for the population and its livelihood is the particular challenge here. Therefore, **strategic exercises aim at the examination of cross-social prevention systems for the securing of the essential basic functions of modern service societies and thus for the protection of the population.** The efficient coordination of necessary measures in extraordinary situations and the interaction of national authorities with private providers, above all providers of critical infrastructures, are practised. To this end, the exercises are done as so-called staff framework exercises. That means that operation and execution organisations take part in the exercise as exercising staff.<sup>7</sup> This kind of exercise structure has also proved its worth against a benefit cost analysis.

<sup>7</sup> E.g. LÜKEX-exercise series since 2004; as so-called staff framework exercises, strategic exercises abstain from the actual implementation of the management decisions as practical mission training. Therefore, they considerably differ from primarily operative-tactical full exercises. The experiences have shown that the parallel execution of full exercises has not made sense due to the considerable additional increase in complexity and the different aims of the exercise types.



The positive side effect and by-product of this integrative exercise approach is the creation of networks between affected organisations, institutions and participants in the state, the economy and society. Thus, during a crisis, the coordination of the necessary preventive measures in the national and private sectors (above all, in the initial phase) is facilitated. Strategic exercises assume that, in principle, there are optimi-

sation potentials in the comprehensive cooperation of, for example, police staff and civil protection staff, in the civil-military cooperation, in the national cooperation, when this cooperation is compared with other threat prevention and emergency organisations<sup>8</sup> as well as the *Business Continuity Management* of enterprises.

### 3.2 Networking

Normally, the entire cycle of strategic exercises takes 16 – 18 months; it consists of four phases:

- Exercise planning (concept)
- Exercise preparation
- Exercise execution
- Exercise evaluation.

The planning phase is dedicated to the concept and preparation of the exercise. Above all, the development of an exercise scenario, the rough determination of the exercise participation, the ex-ante coordination of basic ideas about the exercise, including the most important exercise participants, and the draft of the exercise framework belong to this phase of the cycle. Additionally, for the duration of the entire exercise period, the work and project structures respectively are developed in this phase.

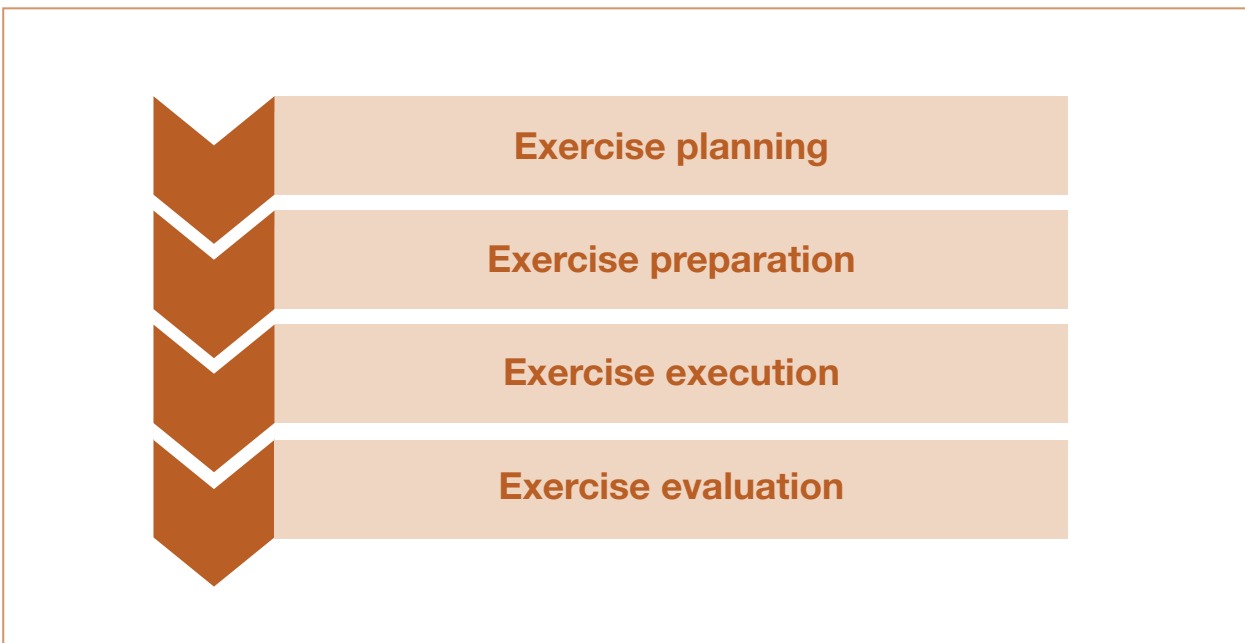


Illustration 2: The entire exercise cycle of strategic exercises

<sup>8</sup> Technisches Hilfswerk (Federal Agency for Technical Relief), Deutsches Rotes Kreuz (German Red Cross), Johanniter Unfallhilfe (First Aid), Malteser Hilfsdienst (Emergency Service), Arbeiter und Samariter Bund (Workers' Samaritan Federation Germany) etc.

For the achievement of the exercise aims, the preparatory phase is of utmost importance. As a rule, the phase lasts about 12 months; as to the achievement of the aims and the accompanying effects of the exercise (networking of the participants; initiation of expert discussions), it has a key role. In the course of the preparatory phase, important exercise documents (fictitious initial situation, scenario script with injects, communication plan etc.) are prepared. During the preparatory period, a function-specific introduction of the exercise participants to their role as exercising or steering members takes place. As strategic exercises are concerned, the preparation of the exercise should be made as transparent as possible to all exercise participants – i.e. to controlling as well as exercising members. Therefore, in an appropriate way, the exercising participants should be included in the exercise preparations in time (principle of exercise

transparency). However, by doing this, the exercising staff should not be conveyed in advance any details of the script or the planned contributions. Principally, the exercise preparation phase should allow all participants

- To examine structures and procedures in time and, if necessary, to remedy deficits, which had been recognised during the preparation of the exercise, before the day of the exercise
- To be able to develop, step by step, together with the responsible level of decision making, an approach to complex subjects
- To timely introduce the individual preparation of the involved executive managers.



Illustration 3: Cross-sector cooperation promotes the development of networks within strategic crisis management

Thanks to the inter-divisional cooperation and the manifold contacts of the various experts from theory and practice, the insight into the exercise should be promoted before the actual start of the exercise. Additionally, the development of scenario based networks between participating staff and affected

organisations should be supported. As it should be possible to rely on these organisations during a real incident, the networking should not only focus on the cooperation of people but primarily on the networking of organisations, in order to guarantee the efficiency of the networks irrespective of people.

## 4 Exercise Topic

The respective exercise topic for a strategic exercise (e. g. “floods”, “power cut”, “pandemic”) is based on a comprehensive situation and risk assessment which has to be adopted by the Directing Committee. The probability of the occurrence of a possible crisis and the expected extent of the damage are relevant for the decision.

The following aspects, e. g., could be helpful to come to a decision as to the choice of the exercise topic

- Risk analyses carried out by civil protection authorities
- Threat analyses / deficit analyses carried out by security authorities and / or technical authorities
- Threat reports from expert committees<sup>9</sup>
- Security concepts for security relevant events (e. g. future major events)
- Field reports from exercising participants
- Reviews dealing with real crisis situations
- References from foreign states and international organisations

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<sup>9</sup> In the framework of the LÜKEX-process, the involvement of the protection commission within the Federal Minister of the Interior has made sense, cf. § 19 of the law on civil protection and disaster assistance; [www.schutzkommission.de](http://www.schutzkommission.de)

# 5 Exercise Framework

The exercise framework is the central basic document of each strategic exercise. It contains essential key points and requirements for the entire exercise cycle. The central project group prepares the draft

of the exercise framework according to the requirements of the directing committee, coordinates it with the necessary exercise participants and submits it for approval to the directing committee.

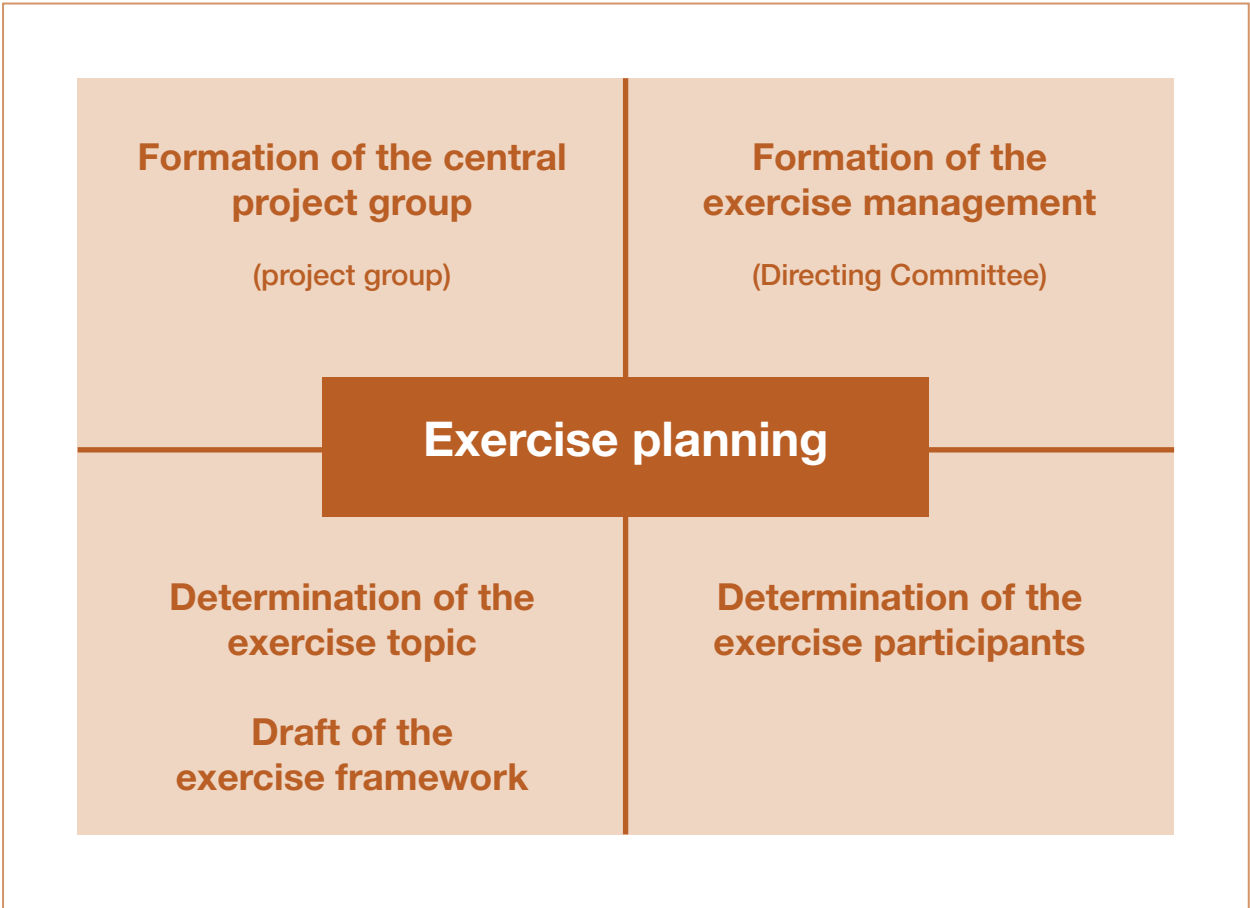


Illustration 4: In the exercise planning phase, the basic principles, marginal conditions and specifications of each strategic exercise are determined and noted down in the “exercise framework”.

As a rule, the exercise framework defines the following aspects:

- Exercise topic
- Directing committee
- Exercise participation
- Principles of the exercise organisation (project organisation and time planning)
- Exercise targets
- Principles of the exercise scenario (including the key points of the simulated initial situation)
- Start and end of the exercise execution (exercise duration)
- Principles of the media and PR simulation
- Principles of the exercise steering organisation (technology / infrastructure)
- Principles of the exercise evaluation
- Statements about real media and PR work
- Cost regulations

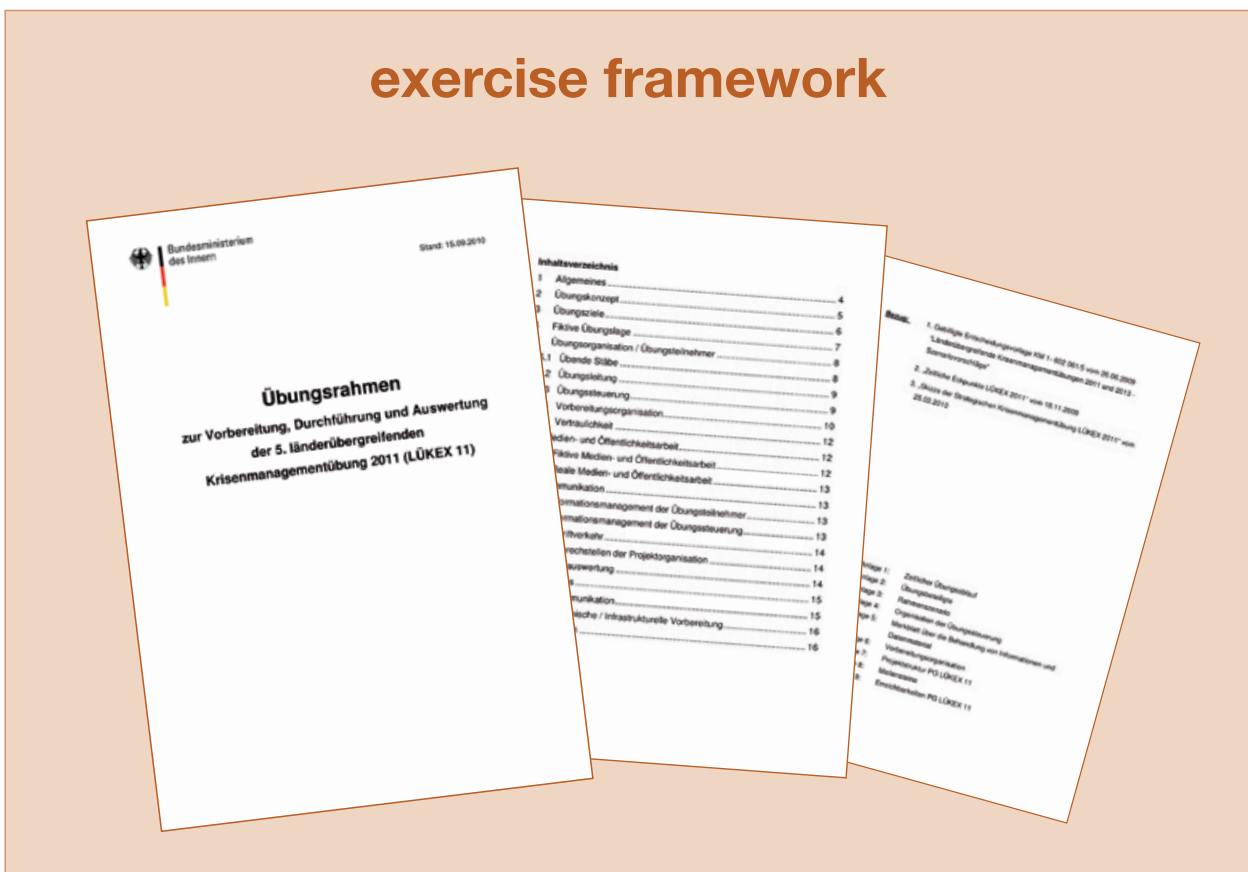


Illustration 5: The exercise framework is the central basic document of any strategic exercise – the illustration shows cover sheet and table of contents of the exercise framework for “LÜKEX 11”.

The exercise framework can contain more information, which is important for the understanding of the exercise, its preparation, execution and evaluation, e. g.

- Graphical surveys, e. g.
  - Presentation of work relations between exercise participants
  - Visualisation of comprehensive crisis management structures
- Bulletins, e. g.
  - Bulletin on the treatment of information and data
- Project documents, e. g.
  - Brief information on electronic exercise steering application
  - Organisation chart
  - Milestone plan
  - List of availabilities

## 6 Exercise Goals

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In the course of the planning of a strategic exercise, the exercise participants coordinate the exercise goals, derived from the exercise topic, at an early stage. Exercise goals must be realistic and achievable. Depending on the overall goal and the focus of the exercise as well as on the underlying exercise sce-

nario, differentiated additional exercise goals (special exercise goals), e. g. for various groups and levels of exercise participants, can be defined. The respective exercise goals are written down in the exercise framework, the basic document to the exercise.

### 6.1 General and special Exercise Goals

General exercise goals for strategic exercises are e. g.

- Assessment and optimisation of the comprehensive cooperation between affected offices (departments, sections, authorities, organisations)
- Improvement of the information management in affected information networks
- Training and optimisation of coordinated comprehensive media work (risk and crisis communication)
- Coordination of measures between affected public and private exercise participants, above all providers of critical infrastructures



Additionally, further special exercise goals can be agreed upon such as

- Arrangement of decisions of exercising staff (crisis staff, management staff) on the basis of comprehensive situation reports
- Coordination of measures for the handling of the given exercise scenario
- Examination and improvement of the
  - Management procedures in the exercising staff
  - Efficiency and reliability of available crisis management structures (organisation, management, communication etc.)
  - Instruments for the comprehensive and prognostic evaluation of the situation
  - Availability and quick assignment of critical personnel and material scarce resources on the basis of crisis and emergency plans, in particular concerning limited resources and data processed communication
  - Ability to provide necessary professional expertise for the handling of crises
  - Comprehensive media work and internal and external crisis communication under consideration of psychosocial aspects of crisis management
- Cooperation, in particular structured information exchange, between the police and other organisation for threat prevention both among one another and with third parties (e.g. technical authorities/offices, critical infrastructures)
- Civil-military cooperation (CIMIC)
- Identification of deficits
  - In structural and process-oriented organisations of crisis management
  - In management and operation concepts
  - In the cooperation of various organisations and assigned workforce
  - In media and PR work
  - In the consideration of psychosocial aspects of crisis management
- Involvement of enterprises and other organisations in the comprehensive crisis management
- Securing of the resilience in crisis management, above all during longer operations.

## 6.2 Exercise Focus

Irrespective of the exercise goals, as they are formulated in the exercise framework, various aspects of strategic crisis management are in the focus of the exercises at strategic level. As a rule, these exercise focal points are the following:

- Management, coordination and decision finding processes at strategic level (optimisation of comprehensive management, decision and coordination processes)
- Information management (securing of cross-level and cross-section reporting as well as preparation and evaluation of a strategic situation report with prognostic component)
- Media management (training of coordinated comprehensive media and PR work and consideration of psychosocial aspects)

In the context of a worldwide information and media society, the coordination of the media and PR work (ideal: “one voice policy”) is a core instrument of crisis management. Risk and crisis communication – internally and externally – can decisively influence character and development of crises.<sup>10</sup> Therefore, the challenge for the exercising staff is the active, comprehensive and coordinated media work which has the aim to inform first responders and the population according to the situation. Only when the population is quickly, convincingly and competently informed via the media, confidence in the crisis management of the national offices can develop. That is why strategic exercises need a media situation, which is as realistically simulated as possible. The simulated media situation must be able to actively apply “media pressure” on the decision makers in the exercising staff. Thus, media management has a very special and fundamental role in the context of strategic exercises.



Illustration 6: Exercise newspapers LÜKEX and LÜKEX TV as examples of the media simulation during strategic exercises

In the framework of the exercise preparation, it has proved of value to commission subject matter experts (SME) having a media background with the preparation of specific media contributions (e. g. products of printed materials, TV-programmes, radio-programmes or new social media) and to act out these media contributions during the exercise by taking the situation into consideration. During the exercise, the media contributions should be designed and controlled in such a way that the pressure exerted by the media becomes as realistic as possible. The simulation of the media landscape should be developed by paying special attention to actual communication situations and to the changed communication behaviour of the population.<sup>11</sup>

<sup>10</sup> Cf. Federal Ministry of the Interior (2008) Krisenkommunikation. Leitfaden für Behörden und Unternehmen, Berlin; [www.bmi.bund.de](http://www.bmi.bund.de)

<sup>11</sup> In the course of the LÜKEX-exercise series, the media landscape in Germany is regularly “mirrored” in such a way that TV-programmes are produced, a radio programme is simulated and national printed material (e. g. “LÜKEX im Bild”, “LÜKEX Allgemeine Zeitung”) is recreated.

According to experience, the exercising staff tends to accept the exercise more easily when the staff members are offered a comprehensive differentiated simulated media picture right from the initial starting position. To this end, it is recommendable to put together a clipping report containing representative reports. (Produced) TV-news programmes (“hot topic programmes”) can quickly and comprehensively introduce all exercise participants to the situation development and trigger staff work, as long as the available exercise means allow this. These means should also be applied after leaps in time. If possible, besides the “classic” information media, also the increasingly important new information and communication platforms (such as *blogs* or *twitter*) should always be included. When the simulated media products are created, it is important to pay attention to the copyright of third parties, which must not be violated, for example by the (illegal) use of real newspaper headers, logos and pictures.

Large-scale and eventful crisis situations exert high physical, psychological and professional demands on the operative personnel from those sectors which are responsible for media and press work within the exercising staff – especially when before and at the peak of a crisis, due to high media pressure, intensive advice, planning and coordination as well as the quick implementation of information measures become necessary. Furthermore, the extreme time pressure has to be taken into consideration. By means of workshops or special preparatory seminars, the operational personnel of the exercising staff in the sector of press/media should be made familiar with the specific requirements of strategic media and PR work.<sup>12</sup>

***Psychosocial aspects of crisis management become also increasingly important for the handling of crises at strategic decision level.*** At the level of the operative-tactical staff, psychosocial crisis management has meanwhile become an integral component of operational management. Therefore, against the background of more than 15 years of good practice in Germany, it can be regarded as established. As a rule, in the context of more complex comprehensive crisis situations, a multitude of ethnically and culturally diversified parts of the population are affected. Due to their possibly various reactions, they can considerably influence the entire development of the situation. Therefore, the complex reactions and needs of the citizens must necessarily also be included at the level of strategic crisis management. To this end, the population should also be involved as a well informed and potentially competent “partner” in the entire management of crises. Therefore, for exercises at *strategic* level, the possible reactions of the population or individual groups of the population as well as the behaviour of first responders are important parameters, which should be taken into consideration during the preparation, execution and evaluation of the exercise. As to the psychosocial aspects, the focus of the exercise is the clarification of the strategic importance of a psychosocial crisis management strategy for the handling of complex damage situations. Issues concerning situation specific reactions of the population, the consideration of psychological and sociological findings for an adequate risk and crisis communication as well as the planning and implementation of appropriate measures of the psychosocial emergency care become the centre of attention.

<sup>12</sup> In the framework of the preparation for LÜKEX-exercises a seminar for press officers (“Strategic press and PR work”) directly before the implementation of the exercise has been useful.

# 7 Exercise Organisation

## 7.1 Central and Decentralized Project Organisation

From the point of view of “organisation”, we differentiate between preparatory organisation and exercise steering organisation, when it comes to structure strategic exercises.

**For a targeted and structured planning, preparation, execution and evaluation of a strategic exercise, an appropriate project organisation is inevitable.**

The basis for the establishment of the project organisation is a basic document about the strategic exercise (exercise framework), which must be authorised by the political level (directing committee) and accepted by all exercise participants. Furthermore, it is recommendable to establish a central project group and decentralized sub-project groups. If possible, the central project group should be composed of interdisciplinary personnel from various authorities; it is responsible for the project management, the implementation of the exercise framework with regard to content, the presentation of the exercise process and the submission of the evaluation report.

In particular, some of the tasks could be e. g., the organisation of general and special workshops and seminars for all exercise participants for the preparation of the exercise, the *coaching* of the exercising personnel, the briefing of the control personnel, and the organisation of the and the involvement of external expertise.

The formation of a project group with members from various sectors is a necessary prerequisite for the achievement of a realistic comprehensive scenario which makes allowance for aspects of strategic crisis management. This is particularly true for participants who exercise intensively. Exercise participants who accompany the exercise process to a minor extent and who, during the preparatory phase, form so-called framework control groups, nominate central contact persons for the preparatory phase. They are regularly informed by the central project organisation about the development of the exercise preparations.

## 7.2 Directing Committee

The establishment of a directing committee for the planning and preparation phase has proved of value. The directing committee should consist of experienced executives and high-ranking managers from the strategic decision level and other relevant committee representatives. The directing committee accompanies the implementation of the exercise framework and accepts status reports submitted by the central project organisation. It functions as coor-

dination and decision committee as long as the preparation of the exercise lasts. The directing committee meets as necessary, as a rule several times during the exercise preparation. It is entitled to decide via written consent in lieu of a meeting. As a rule, due to the familiarity with the subject, the authority or organisation unit which is originally responsible for civil protection is incumbent on the management.

## 7.3 Team of Exercise Participants

During the preparatory phase, the exercise participants work in project groups. Their intense work is based on the exercise framework. The establishment of a comprehensive working group (WG) has stood the test as a working platform. Depending on the subject of the exercise and the exercise participation, the working group consists of representatives from the most important participating departments, authorities, enterprises and other organisations. The role of the WG is the coordination of the exercise preparation, in particular the safeguarding of a coherent authentic overall scenario, which allows for the aspects of strategic crisis management.

During the preparatory phase, the WG meets regu-

larly, as a rule on two-day sessions. The exercise participants deal with questions concerning the structure of the exercise and technical aspects of the exercise subject with the aim of developing an authentic scenario. The interdisciplinary coordination process aims at creating the exercise documents which are necessary for the execution of the exercise (e. g. script with contributions, simulated initial situation, exercise media, communication indices, evaluation documents), prepare the steering organisation and coordinate the local preparations, briefings and initiatives. Thus, beyond the sessions, a professional dialogue between the various exercise participants from government, economy and society is initiated.

## 7.4 IT-Support

Due to their complex exercise structure, strategic crisis management exercises can only be implemented in a computer-aided and web-based way.<sup>13</sup> Only then the decentrally organised exercise steering, e. g., is able to obtain the status quo about the exercise development in real time, to keep complete records about the exercise development and, if necessary,

to timely readjust the exercise according to the situation.<sup>14</sup> In the preparatory phase of the exercise, appropriate information technology should be already available; the users should be early enough introduced to the IT-applications and, if necessary trained in this technology. Here, valid IT-security standards should be adhered to.<sup>15</sup>

<sup>13</sup> At the moment, the following Web-applications are used for the exercise series LÜKEX: [www.luekex.de](http://www.luekex.de) as Internet page (public and password protected domain), <http://circa.bund.de> („CIRCA-Server“) as working platform for a web-based document folder system with various access and processing authorisations, [www.denis.bund.de](http://www.denis.bund.de) (deNIS I) for the presentation of a fictitious media landscape for exercising staff during the exercise in a separate password protected part; a web-based exercise steering software (ÜSA) for the local development of the script, the documentation of the exercise development and evaluation of the exercise.

<sup>14</sup> In the context of ongoing hardware and software development, IT-supported solutions for exercise control must be regularly adjusted. That means that increasing demands (e. g. implementation of a simulation technology) must be taken into consideration. The tactical-operative version of a simulation support, which was developed in the military sector, can be used as a basis for civil use in the context of exercises. The further development of this software for strategic exercises is promoted by the German security programme.

<sup>15</sup> Cf. Standards of the Federal Office for Security in information technology (BSI), [www.bsi.bund.de/gshb](http://www.bsi.bund.de/gshb)

## 7.5 Exercise Steering Organisation

By the first day of the exercise, the project organisation of the preparatory phase is converted to an exercise steering organisation.<sup>16</sup> During the execution of the exercise, the management and steering organisation consists of central steering organisation, (ZÜST/CSO), decentralized exercise steering organi-

sations (DÜST/DSO) or Framework Steering Groups (RLG/FSG), depending on the exercise participation and hierarchical structures. The overall coordination of the exercise development is in the remit of the (ZÜST). The structure of the steering organisation follows aspects of convenience.<sup>17</sup>

# 8 Exercise Scenario

As to the exercise scenario, strategic exercises need wide social involvement. Insofar as the exercises take place on a national scale, the interference of essential sectors of social life, the interruption of supply chains or the complete or partial breakdown of special sectors, due to the crisis situation, must be simulated.

During strategic exercises, staged large-scale damage incidents and breakdowns aim at creating a *cross-social* involvement and, from a geographical point

of view, at causing a national or at least a cross-Länder impact. During strategic crisis management exercises, extraordinary threat and damage situations are taken as a basis which require the coordination and, if necessary, the priority-based operation of all national (international) resources. The exercise scenario should be able to activate actions and procedures of comprehensive crisis management and to provoke an extraordinary (national or international) media interest.

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## 8.1 Scenario Development

When the scenario is developed, the exercise should not become too complex and overburdened by details. On the other hand, the exercising staff should be challenged enough at strategic level. **In any case, the scenario has to be extraordinary enough to make (political) decision-making and management procedures during the crisis necessary, which are linked in an**

**interdisciplinary way and inter-divisionally coordinated.** The exercise scenario can even be partly exaggerated as long as the exercise goals can be achieved (exercise artificiality). Strategic exercises at highest national management levels should realistically picture international dependencies and the involvement of relevant states, authorities and committees.

<sup>16</sup> Central exercise steering organisation (ZÜST/CSO) and decentralized exercise steering organisation (DÜST/DSO)

<sup>17</sup> See also below 9.3 Steering Personnel/ Steering Organisation



### 8.1.1 Methodology

The scenario development itself takes place in an iterative and discursive process. As their methodology is concerned, strategic exercises follow an interdisciplinary approach; that means that the scenario is gradually developed and specified by the exercise participants. In the phase of the exercise planning, first a rough scenario is developed, which is based on a basic idea for the exercise scenario and is geared to the exercise goals. Like the exercise goals, the rough scenario, which was coordinated in the planning phase, is also included in the basic planning document, the exercise framework, and is authorised by the essential exercise participants.<sup>18</sup> In the phase of the exercise preparation, then a good number of

workshops about scenario and script development take place, which are addressed to the exercise participants. In the course of the workshops, in which representatives from ministries, technical authorities, enterprises, science and affected areas of life and work take part, the exercise scenario is designed. It should be as authentic as possible and closely related to actual circumstances and real threat situations. As the exercise scenario aims at testing the necessary practical cooperation of all players involved in civil protection, against the background of a crisis situation, the assessment of technical and semantic interoperability of the various systems and procedures in the participating sectors is of particular importance.

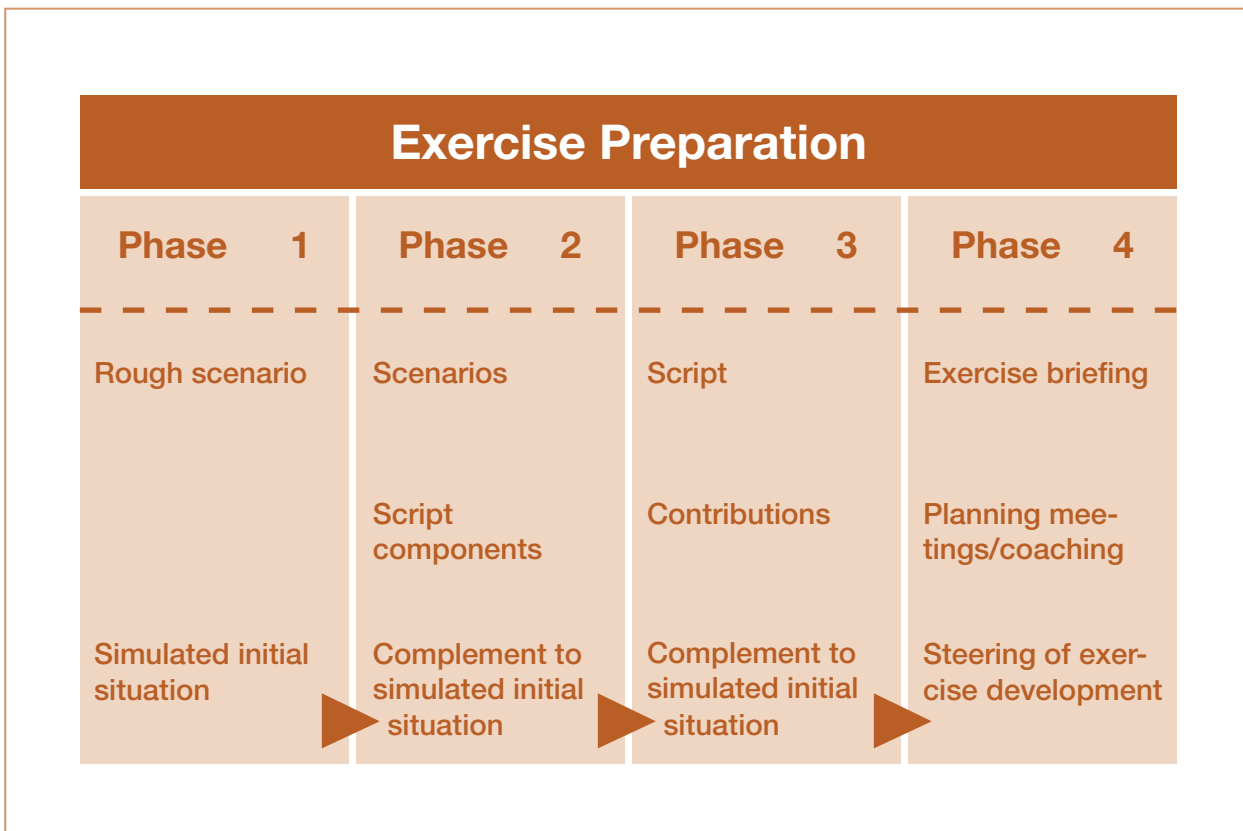


Illustration 7: Against the background of the overall achievement of the aims of strategic exercises, the preparatory phase has a key function.

<sup>18</sup> It is recommendable to precipitate in time the approval of the exercise framework as a binding basis for further conceptual content-related and organisational planning steps at strategic management level.

In the course of the exercise preparation, first the rough concepts should be created, which are then developed to final concepts after having been discussed and coordinated with the various exercise participants. An agreement in too much depth concerning individual questions should be avoided at an early stage (iterative approach). A fixed deadline or a phase model with defined milestones according to the principles of project management is indispensable. The status quo of the preparation should be regularly checked at meetings of the working groups. Furthermore, consequences and dependencies of possible delays in the exercise preparation should be early enough identified. During the execution phase, the personnel assigned to the project groups, in order to prepare the exercise, should be preferably employed in the exercise steering organisation.

The following steps have proved of value for a targeted exercise preparation on the basis of coordinated exercise framework:

- Development of a rough concept for the exercise scenario
- Development of a final concept for the exercise scenario (with sub-scenarios)
- Development of exercise documents (script with simulated initial situation and contributions, media contributions, TV-productions etc.)
- Development of an evaluation concept and preparation of assessment documents (e. g. questionnaires, nomination of exercise observers)
- Development of the communication indices of the exercising staff as well as of the exercise steering organisation
- Establishment of the Central and Decentralized Exercise steering (ZÜST/CSO, DÜST/DSO)
- Preparation of local tabletop exercises for exercising personnel
- Development of guidelines for steering personnel/briefing of steering personnel, exercise observers and experts

### 8.1.2 Core Elements of the Exercise Scenario

The exercise scenario should contain the following core elements in a nutshell:

- General background (political, economic and social framework conditions)
- Simulated initial situation, derived from the real situation (if possible, with links for further development and, if necessary, artificial exaggeration of the real security situation)
- Fictitious development of the situation (course

of the exercise, including rough chronological sequence of the essential exercise incidents)

- Essential exercise assumptions, fictitious particularities

During the exercise preparation, the viewing and exploration of planned incident localities and their picture or video documentation can provide the exercise planners with important planning aids. If necessary, the obtained material can also be used for the visual presentation of the situation to the exercising staff.

### 8.1.3 Simulated Initial Situation

For the exercise start, written simulated starting points are developed. As a rule, the same applies to the preparatory tabletop exercises and also to a restart after leaps in time. **The purpose of the simulated initial situation is to introduce the exercising staff as realistically as possible, into the situation at the beginning of the exercise and to create the prerequisite for exercise actions which do justice to the situation.** The simulated initial situation is derived from the real situation and contains such information which, like in a real crisis situation, would be ready at hand to the crisis and administrative staff respectively and which would be relevant for the assessment of the situation and decision making procedures.

The following core elements should be taken into consideration, when the simulated initial situation is developed:

- National and international threat situation
- Affected national, social and economic sectors
- Disruptions and damage incidents respectively which have occurred so far

- Kind of troublemaker behaviour
- Media situation
- Behaviour of the population and individual groups of the population
- Measures which were taken, before the start of the exercise, by the main participating authorities and organisations and their impact
- Size of the employed personnel both one's own staff and neighbouring staff
- Available resources and their limits respectively (so-called critical resources)

It is possible to add documents to the simulated initial situation, which contribute to the understanding of the situation, for example maps, pictures, fictitious media clipping reports, media, and radio or television reports. By doing this, only information should be provided which, at that time, would also be available to the exercising staff in reality.

## EXERCISE – EXERCISE – LÜKEX 09/10

**Situation of the Federal Republic of Germany  
on 27 January 2010, 9 o'clock,  
on which the exercise is based**

### Contents

#### **1 General real situation**

- 1.1 Security situation
- 1.2 Evaluation/prognosis

#### **2 Simulated exercise situation on 27 January 2010, 8 o'clock**

- 2.1 Security situation
- 2.2 Weather/environmental conditions in Germany
- 2.3 Psychological situation of the population
- 2.4 Situation of media and PR work
- 2.5 Evaluation/prognosis

Illustration 8: The simulated initial situation aims at introducing the exercising staff to the situation as realistically as possible right from the start of the exercise – the illustration shows an extract of the table of contents concerning the starting point of “LÜKEX 09/10”

## 8.1.4 “Remarks Concerning the Situation”

The “remarks concerning the situation” by the exercise steering are part of the simulated initial situation. They provide the exercising staff with information about the political-administrative framework conditions, exercise assumptions and exercise artificialities.

The “remarks concerning the situation” can contain fictitious information about the following aspects:

- Condition and the competence of participating organisations
- Resources situation
- Environmental influences such as the weather
- Behaviour of the civil population etc.

Insofar as during the simulated initial situation no statements are given concerning the individual com-

ponents, the *real-live* conditions should be taken as an initial situation (e. g. responsibilities, legal situation, weather etc.).

If time leaps are planned, for example in order to exercise the worsening of crises during larger spaces of time, the exercise steering updates changes to the situation. The measures (fictitiously) taken during the time leaps are presented as an inject and brought in the exercise. Each continuation of the exercise after a time leap must be based on a new simulated initial situation. Prior to that, the situation updates and the documents and information, available to the exercising staff, when the exercise is continued, must take the time leap into consideration. If the contents of the situation update depend on the measures which are taken in the first exercise phase, the work capacity, necessary for the development of the situation update between the exercise phases, has to be planned in.

## 8.1.5 Script

The script describes the envisaged chronological course of the exercise and the control measures according to time, kind and location. This information is brought in by means of injects.

During the preparatory phase, the script must be developed, step by step, based on the exercise scenario. As an intermediate step, script components can be developed, which describe individual parts with their impact and the expected measures of the exercise staff. As far as several project groups – including those which are spatially separated from each other – cooperate in the gradual development of the script, the assignment of script coordinators makes sense. They should meet regularly, in order to coordinate their work. By doing this, the overall connection of the contents can be ensured.

Status	Nr.	Name	Einigezeit	Abwesenungszeit	Dokumentationszeit	Dokumentation
aktiv	1174	Bürger...	28.08.2010 11:46	28.08.2010 11:49		
aktiv	1300	BEV Geden...	28.08.2010 11:45	28.08.2010 11:47		
aktiv	1219	BEV Riese...	28.08.2010 11:37	28.08.2010 11:39		
aktiv	1309	BEV WVR...	28.08.2010 11:05	28.08.2010 11:40		
Ersthandl.	796	Bürger...	28.08.2010 11:19			
aktiv	1204	BEV Ode...	28.08.2010 11:35	28.08.2010 11:14		
aktiv	1207	Wieder...	28.08.2010 11:09	28.08.2010 11:36		
aktiv	1306	T. Sach...	28.08.2010 10:05	28.08.2010 11:16		
aktiv	1306	BEV Bürger...	28.08.2010 10:54	28.08.2010 11:00		
Versorfen	854	Wieder...	28.08.2010 10:54			
Versorfen	853	Wieder...	28.08.2010 10:54			
Beendet	930	Ertücht...	28.08.2010 10:52	28.08.2010 10:00	28.08.2010 10:52	Nein weiteren Stimm...
Beendet	795	Ertücht...	28.08.2010 10:48	28.08.2010 10:50	28.08.2010 11:19	Abgabe des Pen...
Beendet	795	Ertücht...	28.08.2010 10:46	28.08.2010 10:50	28.08.2010 11:52	Die Fahnd...
Ersthandl.	1190	BEV Sach...	28.08.2010 10:45			
aktiv	1195	BEV Fähr...	28.08.2010 10:30	28.08.2010 10:35		
Versorfen	852	Wieder...	28.08.2010 10:24			
aktiv	851	Wieder...	28.08.2010 10:24	28.08.2010 10:11		
aktiv	473	Seminar...	28.08.2010 10:24	28.08.2010 11:29		
aktiv	1190	BEV Fahnd...	28.08.2010 10:20	28.08.2010 10:10		

Illustration 9: The script describes the sequence of action, and is the most important behaviour guideline for the steering personnel – the picture shows the computer-aided presentation of the script

Starting with the beginning of the execution of the exercise (STARTEX), the script is the basis for the control, observation and documentation of the course of the exercise. The impact and the expected measures of the exercising staff, assumed in the script, are presented in table form. Regularly, the simulated initial situation and clipping reports with simulated media coverage are the first injects of the script. As far as a fictitious TV-programme for the quick, concise supplement to the simulated initial situation was prepared, it is normally also brought in the start of the exercise.

In the script, at the planned time when the inject is brought in the exercise, the medium to do so (telephone, handing over in written form, email, fax, Internet, the playback of a CD/DVD) as well as the person responsible for bringing the inject in the exercise and the addressee (exercising staff or framework steering group) have to be defined. To this end, kind and contents of the inject as well as the way of trans-

mission should be aligned with reality as closely as possible. Comprehensive injects which are submitted in written or electronic form, as well as additional and background information (maps, plans, pictures), are described in individual documents (appendices). In the script, they are only presented in note form. As to the injects, “expected measures“are described. They represent reactions to the situation in question in a way which is regarded as sensible from the point of view of the exercise steering. Furthermore, they aim at facilitating the future evaluation by means of an actual-theoretical comparison.

For the success of strategic crisis management exercises, it is essential to define and formulate the contributions according to *strategic* aspects. That means that the contributions have to focus on the comprehensive components of the exercise; to this end, the number of individual contributions must be possibly limited in favour of qualitatively more sophisticated strategic contributions.

### 8.1.6 Involvement of Subject Matter Experts

In order to guarantee a realistic overall scenario and individual sub-scenarios, the involvement of professional subject matter experts (SME) and the realisation of separate working meetings with experts are indispensable. In the meetings of the working group and the separate working meetings, the planned considerations concerning the exercise scenario as well as the developed injects have to be assessed as to their link to reality. Furthermore, the impact of damage incidents has to be professionally reflected across authorities and sections, i. e. in an interdisciplinary way. From their point of view, SME of diverse origin

will critically assess and discuss the suitability and adequacy of measures for the mastering of the crisis and the protection of the population. The results of the meetings will be incorporated into the script, the simulated initial situation, injects and further exercise documents. During the exercise preparation, it is recommendable to specify the situation related reactions and demands of the population by means of thematic. This should be done by scientists from the sectors of psychology and sociology as well as experts.

## 8.2 Thematic Workshops

The realisation of so-called “thematic workshops” during the preparatory phase of the exercise, in addition to the meetings of the exercise participants’ work group, which primarily aim at the development of the scenario in the exercise cycle in question, has been useful. Thematic workshops help to impart knowledge and to basically deal with selected aspects of the exercise scenario in question (e. g.: CBRN-threats, risk and crisis communication, psychosocial crisis management, IT-threats). They are an additional measure and an accompanying process in order to impart basic and/or important special knowledge and to trigger professional discussions about principle themes, which go beyond the actual topic of the exercise.

Conclusions resulting from the thematic workshops, which do not only address exercise participants, will be integrated into the further exercise preparation and execution and provide the participants with general impulses for the further development of the thematic fields. SME who, during the preparatory phase, were involved in the exercise preparation (e. g. in the framework of thematic workshops or as consultants for expert services) should also participate in the execution of the exercise, if possible. An involvement of experts in the central or decentralised exercise steering organisation makes sense, for example as expert advisors to the exercising staff.

# 9 Exercise Participants

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Depending on their function, the following exercise participants are differentiated during strategic exercises:

- Directing Committee
- Exercising participants/exercising staff
- Steering personnel/steering organisation, including framework steering groups.

## 9.1 Directing Committee

**The Directing Committee is the responsible arbitration, which controls the strategic exercise during the whole exercise cycle.** The Directing Committee decides about principle issues in connection with the structure and execution of the exercise. The Central Exercise Steering Organisation is subordinated to the Directing Committee; it implements the decision by coordinating it with the Decentralised Exercise Steering Organisations and the Framework Steering Groups.

Among other things, the Directing Committee decides about

- Authorisation of the exercise framework
- Start and end of the exercise cycle (STARTEX , ENDEX)
- Interruption or break off of the exercise due to a special occasion (NODUFF)
- Kind and scope of real media and PR work
- Principle changes to the course of the exercise during the execution of the exercise.
- Determination of the exercise topic



## 9.2 Exercising Participants/Exercising Staff

The exercising participants/exercising staff are in the centre of the exercise. **All planning and preparatory measures of the control organisation have to be aligned**

**to the achievement of the set goals by the exercising staff and to the optimisation of their work.**

### 9.2.1 Principle of Impact

All public players and private bodies who are affected by the exercise topic and each concrete exercise scenario are, as a rule, entitled to take part in the exercise as exercising participants (principle of impact). An exercising participant is somebody who plays a part in the established crisis or management staff of the exercise participants (exercising staff).<sup>19</sup> In the public sector, first of all the representatives and members of the crisis staff at strategic decision level belong to this group. Then, technical authorities of the subordinate division as well as further organisations and institutions, which carry out the tasks in civil protection – for example in voluntary organisational form – (fire brigades, relief organisations, selected bodies of public law) also belong to the group. In the private sector, parts of this group are the special emergency and crisis management organisations (*Corporate Crisis Management*) of affected enterprises, which must be included, as they are providers of critical infrastructures. An international involvement can be envisaged when cross-border exercises and bilateral or multilateral standards for the planning and execution of strategic crisis management exercises (e. g. EU, UN) will be further developed and tested. It is necessary to document the exercise participation in the exercise framework, as soon as it is as good as certain who will take part.



Illustration 10: BBK – The Joint Information and Situation Centre of the Federation and the Länder (GMLZ) during the “LÜKEX 07” exercise

As far as special comprehensive coordination committees are envisaged for the scenario related crisis, they are addressed and take part in the exercise.<sup>20</sup> It is necessary to include in time competences, resources and possibilities of organisations with special order in the planning and preparation of the strategic exercise.<sup>21</sup>

<sup>19</sup> The following exercising staff during strategic crisis management exercises come into consideration: For example crisis and administration staff of the responsible federal and Land departments, staff and special structural organisations of subordinate administrative levels and authorities, crisis staff or comparable management bodies of relief organisations, associations and private enterprises.

<sup>20</sup> E. g.: Interministerial coordination group of the Federation and the Länder

<sup>21</sup> E. g. German Armed Forces in the context of civil-military cooperation; network organisations which include several authorities, such as the Central Support Office for nuclear specific threat prevention (ZUB)

## 9.2.2 Content and Scope of the Exercise Participation

Content and scope of the exercise participation depend on the topic of the exercise, the agreed upon exercise goals and the underlying exercise scenario. Depending on the planned resource management of the exercising participants, various degrees of participation intensity are differentiated:

- Participants who exercise intensely
- Participants who exercise less intensely
- Framework Steering Groups in their function as exercising participants.

The composition of the exercising staff during the exercise should be identical to the real management and staff structures, as they are planned for the case of crisis. As far as it is not otherwise ruled by the Directing Committee, the exercise should be based on valid laws, regulations and procedures. Exceptions are possible, when alternative staff structures and procedures are tested. If possible, the exercising staff should use the same communication systems and infrastructures, as they are envisaged for a real incident.<sup>22</sup>

## 9.2.3 Tabletop Exercises

Directly before the arranged start of the exercise, local tabletop exercises of the exercising staff should take place, in order to introduce the exercising staff to the exercise scenario. The tabletop exercises should take place on site in the normal work environment of the exercising staff. The instrument of the planning meeting has turned out to be a tried and tested means, in order to ultimately test the participating crisis management organisations before the execution of the exercise. Furthermore, the planning meeting can be used to reveal weak points and to remove discovered deficits, preferably before the beginning of the exer-

cise, which normally lasts two days. The objective of this phase is to allow participants to enter the execution phase by having optimised structures at hand. Furthermore, planning meetings have the positive effect that the members of the comprehensive crisis staff, who in everyday life hardly come together in such a way, can practise their role before the day of the exercise. Another advantage is that the exercising staff is sensitised; big surprises and “friction losses” during the internal cooperation of the exercise execution can thus be avoided.

<sup>22</sup> In the interest of an efficient crisis management for all departments, the Federal Ministry of the Interior has developed structures of crisis management for special national situations. At federal level, the crisis staff is established by the responsible department according to the valid organisation regulation of the Federal Government in the context of strategic crisis management exercises depending on the responsibilities and the topic of the exercise (principle of department / responsibility of the department). Thus, e. g., the other departments are integrated into these organisations by connecting elements. The crisis staff makes the necessary decisions concerning the federal level, e. g about the assignment of federal resources and the coordination of the Federation with the Länder. It coordinates the crisis communication at federal level – focus is on media and PR work – and introduces their coordination with the exercise participants. As a rule, the staff is managed by a Secretary of State. In case of serious threat and damage situations caused by criminal acts with radioactive substances, the Federal Ministry of the Interior and the Federal Ministry of the Environment as well as in case of a pandemic and of bio terrorism, the Federal Ministry of the Interior and the Federal Ministry of Health agreed upon the creation of a joint crisis staff, which is based on the model of the crisis staff of the Federal Ministry of the Interior.

As to the contents, it has made sense to confront the exercising personnel, in the context of the planning meeting, with some aspects of the exercise scenario in the run-up to a crisis and to give advice about possible preventive measures of the crisis staff in question. To this end, a starting point is taken as a basis in the exercise scenario, which describes the situation briefly before the day of the exercise. That means at a time, when the development of the crisis is already

clearly visible, though (major) damage incidents have not yet occurred. Results and decisions, which were made in the various local tabletop exercises, are discussed in a final joint meeting of the project groups, with enough notice before the start of the exercise (ca. 2 to 3 weeks). They are considered in the final version of the exercise scenario and the final version of the simulated initial situation.

## 9.3 Steering Personnel/Steering Organisation

Steering personnel, according to the structure of a strategic exercise, are the representatives of the individual exercise participants. They are responsible for planning, preparation and execution. The exercise steering organisation develops from the plan-

ning and project groups which, as a rule, staff the local exercise steering during the execution phase. The exercise observers who were assigned during the exercise execution phase belong to this group.

### 9.3.1 Structure and Tasks of the Steering Organisation

As a rule, the exercise steering organisations consist of the following functional sectors:

- Central Exercise Steering Organisation (ZÜST/CSO) with exercise observers and experts
- Decentralized Exercise Steering Organisation (DÜST/DSO) with exercise observers and experts
- Framework Steering Groups

As a rule, each exercising staff should be assigned its own exercise steering. Framework Steering Groups have a double role. They are integrated into the steering staff or subordinated to them by belonging to the exercising staff.

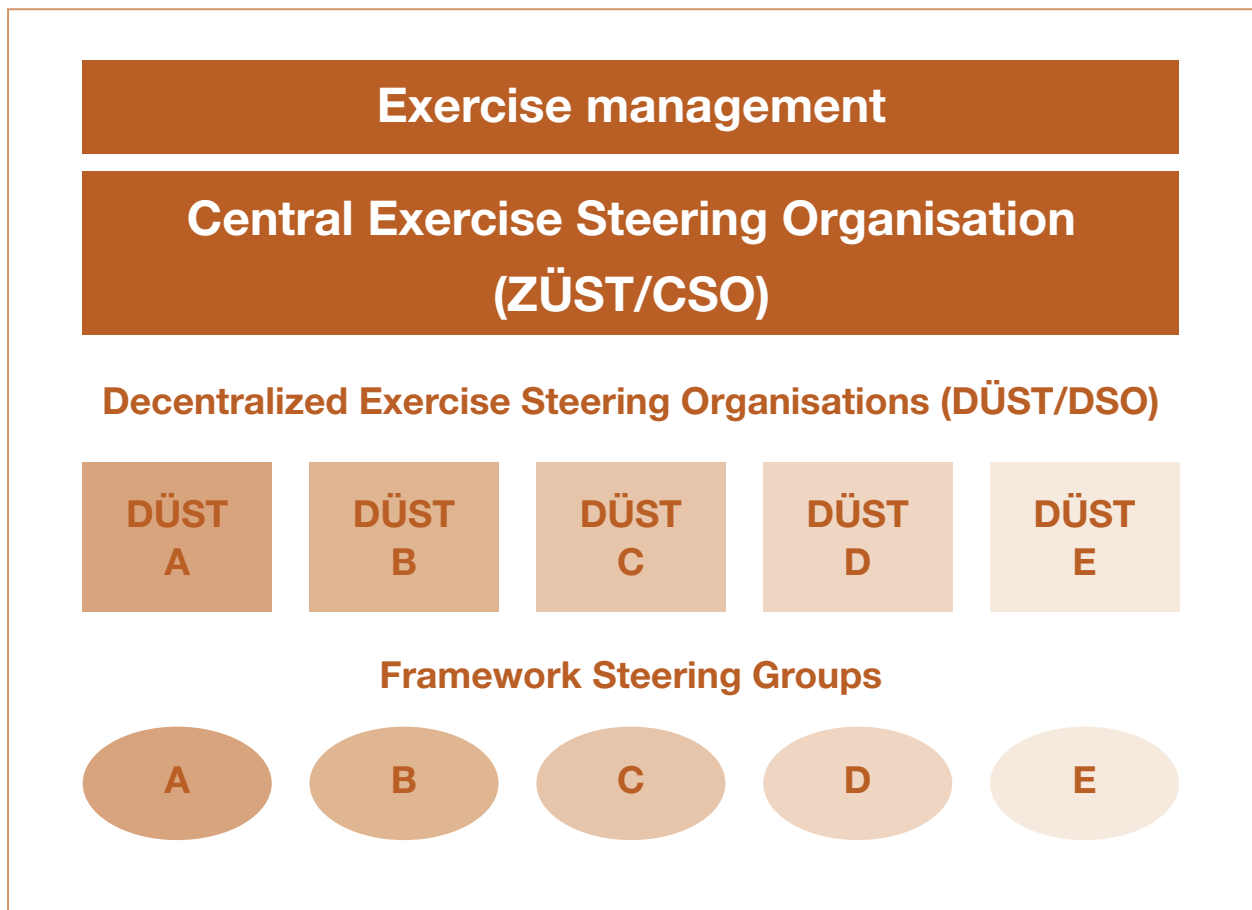


Illustration 11: Basic structure of the exercise steering of strategic exercises

As a rule, the established organisation has the following tasks:

- Steering and coordination of the exercise development according to the expected measures (so-called virtual development).
- Documentation of the development and decisions of the exercising staff
- Observation and evaluation of the decisions and measures of the exercising staff for the control of the exercise development and the evaluation (above all by exercise observers among the exercising staff)
- Bringing in of prepared additional contributions to ensure the free development of the exercise, including contributions which are adequate to the situation
- Presentation of all institutions which do not take part in the exercise
- Depending on the demand, expert counselling of the exercising staff
- Evaluation of the exercise in cooperation with the exercise participants



Illustration 12: The Central Exercise Steering Organisation coordinates and steers the development of the entire exercise

The Central Exercise Steering Organisation (ZÜST/CSO) coordinates and controls the development of the entire exercise on behalf and in accordance with the Directing Committee. Its essential tasks are:

- Implementation of important fundamental decisions of the Directing Committee, such as, e. g., start and end of the exercise, exercise interruptions
- Information of the Directing Committee
- Coordination of their steering measures with other exercise steering measures
- Coordination of the cooperation of the Decentralized Exercise Steering Organisation (DÜST/DSO)
- Bringing in of additional injects (so-called readjustment of exercise injects)
- Approval of suggestions for the exchange of the script with cross-departmental impact in coordination with the Directing Committee
- Ongoing presentation of the exercise situation and the exercise development
- Assessment of the further predictable exercise development
- Documentation of essential exercise findings.

Basically, the Decentralized Exercise Steering Organisation (DÜST/DSO) fulfil the same tasks as the ZÜST/CSO. However, they are technically and regionally restricted to the area of responsibility of the assigned exercising staff. The personnel of the DÜST/DSO should have been involved in the exercise preparations and have complete knowledge about control measures.

The essential tasks of a DÜST/CSO are:

- Follow-up of the exercise injects and, if necessary, readjustment
- Coordination of the activities of all subordinate

exercise steering groups and Framework Steering Groups

- Coordination of the bringing in of contributions, if necessary, readjustment of exercise injects
- Reports to the ZÜST/CSO
- Documentation of essential exercise findings and their transmission to the ZÜST/DSO according to the defined procedures during and after the end of the exercise

### 9.3.2 Exercise Observers

Exercise observers belong to the exercise steering organisation. They track, evaluate and document the development of the management and staff work within the exercising staff and report to the responsible exercise steering organisations. Thanks to the anticipatory evaluation of the exercise development, they allow them to react to foreseeable decisions of the exercising staff in an appropriate and timely way. This can, e. g., be done by the preparation and readjustment of changed or additional exercise injects, if necessary by the interruption of injects. The exercise observers must have experience in crisis management. According to their education and experience they should be able to assess the leadership behaviour and the work within the staff. They should also be familiar with problems with regard to contents and topic of the exercise. To this end, they should

have wide knowledge and experiences with the responsibility sector of the observed staff. Face to face with the observed staff, they should preferably have an independent position.

The exercise observers must have access to the meetings of the exercising staff and obtain the documents which are important for the evaluation of the sequence of work. If possible, they should be accommodated in close proximity to the exercising staff. They should have access to the documentation systems of the observed staff. If possible, in order to be prepared for their role, the exercise observers should take part in the tabletop exercises of the exercising staff and be involved in the exercise preparations. They should also be briefed.



### 9.3.3 Framework Steering Groups

From an organisational point of view, Framework Steering Groups belong to the steering organisation and have “management knowledge”. However, they represent a hybrid between exercising and steering personnel (hybrid status). Thus, they represent a special functional group within the exercise participants. According to their role, they behave towards the exercising staff like exercising participants. To this end, they only use the knowledge which is available to the exercising staff at the time in question. In their steering function, the Framework Steering Groups take over a key role within the exercise steering: They play most of the injects of the script with the exercising staff or with other Framework Steering Groups. Furthermore, thanks to their expert knowledge, they advise members of the exercise steering and contribute to the development of new injects. Because of their double function, the Framework Steering Groups are in constant touch both with the exercising staff and the assigned exercise steering. **To a large extent, the success of an exercise depends on the active “creative” behaviour of the Framework Steering Groups.**

As members of the steering organisation, they have knowledge about the structure of the exercise and the prepared script for the exercise (steering knowledge), at the same time, however, as exercising staff, they sometimes represent the exercise environment for the exercising staff. Thus, for some exercise participants, the Framework Steering Groups offer the option to take part in the exercise by sending only limited personnel resources. As to the structure of the exercise, Framework Steering Groups offer the possibility to mirror reality even more authentically via the close circle of those participants who take part in the exercise in an intense way.

Especially, in the course of the exercise execution, the double function of the Framework Steering Groups takes effect: As exercising participants, they represent authorities, organisations, enterprises or persons which/who are not involved in the exercise, whose contribution is, however, indispensable for the realistic development of the exercise. Among other things, they can represent the behaviour of the affected population. During the exercise, thus the detailed assessment of the impact of decisions on its practicability is possible. As steering staff, they also have the complete control knowledge available and bring in the prepared contributions in a realistic way and depending on situation and time so that the exercising staff is able to understand them. As a rule, this is done by a reaction to the behaviour of the staff, which is as realistic as possible. Parallel to reality, they implement instructions and directives of the superior exercising staff as realistically as possible for their area of responsibility. Framework Steering Groups ensure that a sufficient “back-up” is available in authorities, enterprises and organisations which they represent as exercising participants. By doing this, they are able to realistically answer expert questions and to introduce them to the exercise.

Framework Steering Groups can be deployed locally and independently of each other or be concentrated on one site. In the latter case, a clear differentiation of tasks of the individual Framework Steering Groups should be guaranteed. The activities of authorities, organisations and enterprises which would closely cooperate in the context of the real management of a crisis situation can possibly be concentrated in one Framework Steering Group, in order to achieve the ideal coordination of the contributions<sup>23</sup>.

<sup>23</sup> E. g.: “Framework Steering Group airport” with the elements airport operators, airlines, Federal Police, customs and German Railways AG.

### 9.3.4 Instruction of Steering Staff

Members of the exercise steering, (including exercise observers, Framework Steering Groups, SME) are thoroughly introduced to the envisaged course of the exercise and their tasks in the context of the exercise execution. The exercise goals must be explained. In final timely exercise briefings the principles of the cooperation in the context of bringing in or readjusting contributions, the adherence to reporting commitments as well as kind and scope of the

documentation about the exercise evaluation have to be explained. It makes sense when the briefings are carried out in two stages: First, the members of the exercise steering are made familiar with the entire course of the exercise. In a second step, they are concretely prepared for their respective specific tasks at their workplace and made familiar with the work equipment (e. g. exercise software, script, IT-technology).

## 10 Exercise Execution

The exercise execution is peak and at the same time “acid test” for the success of up to 18 months of intensive work. With the aims of the exercise framework in mind, the entire exercise planning and preparation has to be aligned to the ideal course of the exercise during the exercise execution phase. Responsible

project and sub-project heads as well as exercise delegates should ensure that misunderstandings in the final phase of the exercise preparation are avoided by the careful coordination of the necessary exercise preparatory measures.

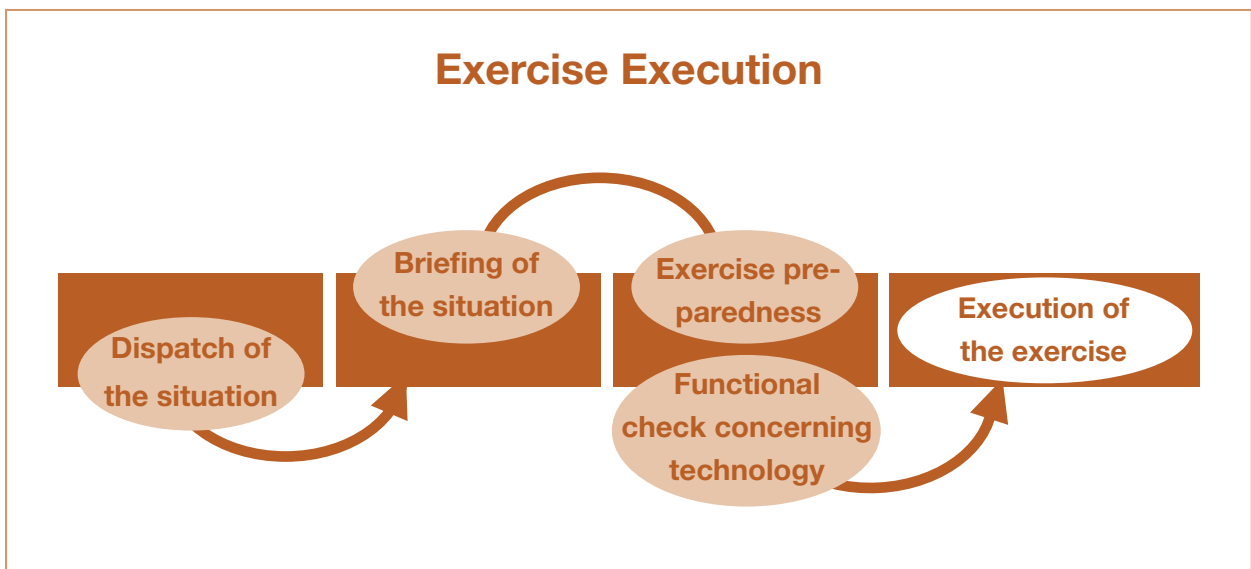


Illustration 13: The execution of the exercise is the peak of any strategic exercise – the planning and execution of the exercise must be aligned to its ideal development

## 10.1 Principle of the Free Exercise

Principally, strategic crisis management exercises are “free exercises”. That is why, as a matter of principle, the Exercise Steering organisations’ corrections of decisions made by the exercising staff does not take place as long as the underlying exercise scenario and the feigned situation are adhered to (principle of free exercise). As “free” strategic exercises leave room for alternative management decisions, the exercise normally continues on the basis of the measures taken by the exercising staff, even when they differ from the envisaged development, i. e. from the expected measures. If the difference to the envisaged development is considerable, additional contributions have to be brought in. This fact can possibly be considered during the preparation by explaining (in the “remarks concerning the situation”) how to proceed, if there is a difference to the envisaged development (so-called prepared readjustment).

If the planning exercise development and/or individual injects have to be adjusted during the exercise, the following principles are effective:

Principally, the exercise development is steered on the basis of the script. If injects which have not been prepared (*ad hoc*-injects) are brought in or if other changes to the planned exercise development are carried out, the exercise steering or Framework Steering Groups coordinate their fur-

ther procedure. Important decisions concerning the development of the exercise are made by the Central Exercise Steering Organisation (ZÜST/CSO).

Decisions which lead to fundamental changes to the exercise development are within the responsibility of the strategic decision level which is represented by the superior Directing Committee. In the decision making process, it is advised by the ZÜST/CSO. Here heed should be paid to the fact that the exercising staff can only make decisions on the basis of the information which it received in the framework of the exercise. If the exercising staff is given additional information, in order to accelerate the further development of the exercise, this has to be clearly documented.

Any other important deviations during the course of the exercise, which could hinder the achievement of the exercise aims, are managed by “readjusted” *ad hoc*-injects of the exercise steering and Framework Steering Groups depending on each area of responsibility.

In order to allow a targeted readjustment of the exercise development and its evaluation, the exercise steering organisations must gain detailed insight into the work processes of the exercising staff, e. g. by direct observation or with the help of telephone and video conferences.

## 10.2 Principle of the separate Communication Networks

The separation of the communication networks for exercising staff and exercise steering organisation is the basis and necessary starting point condition for a successful exercise communication: While the exercising staff uses, as a rule, its real means of commu-

nication, exercise related temporary communication network is created for the exercise steering activities. The communications connections have to be established and tested with enough notice before the start of the exercise.

## 10.3 Communication Index

The necessary information<sup>24</sup> concerning the availability of all exercise participants (exercising personnel, steering organisation, exercise observers, experts) is summarised in a communication index. The communication index is an important tool for the execution of the exercise. It contains availabilities which are important for the development of the exercise, i.e. of the exercising staff, the steering organisation and of the framework steering groups. The telephone and fax numbers and email addresses have to be specified.

It has proved useful to enter only one central contact point into the index of each exercising staff to be specified by the exercise participants. As a rule, this

central point should also be the point which, in reality, serves as a point of contact to the world outside. The forwarding of the exercise relevant information to the exercising staff should then be prompted by this central point. By doing this, the actual communication indices can be assessed during the exercise execution. Thus, the strict separation of fictitious exercise situation and real situation is guaranteed. Documents (contributions, situation reports etc.) which are relevant to the exercise should be marked in such a way that the blurring of fictitious exercise world and real world is excluded. The labelling of the exercise documents with the signature “exercise, exercise, exercise” has proved of value.

## 10.4 Structure of the Exercise Steering Organisation

In the phase of the transition from the project organisation to the exercise steering organisation the following aspects should be assured:

- Completion of the organisational, technical and infrastructural preparation of the central and decentralized exercise steering organisations
- Setting up and testing of the communication connections to allow the remedy of possible deficiencies by one day before the start of the exercise at the latest; if necessary, freshen-up courses in the sector of IT-applications
- Introduction of the personnel to the exercise with special consideration of the exercise core area and of the expected measures in the respective area of responsibility
- Introduction at the place of work, establishment of the readiness for work

- Contacting of the most important contact persons, final briefing of essential exercise activities which were already prepared

- Preparation of the inclusion of script injects

During the execution of the exercise, the exercising staff should, as a matter of principle, be managed by responsible authorised managers, in analogy to procedures in reality.<sup>25</sup> In order to guarantee a successful execution of the exercise and evaluation, the exercising staff should provide the managing personnel with all necessary information. In analogy to real life, important decisions and measures should be documented to be communicated to the exercise steering group. Exercise observers should be granted access to the meetings of the exercising staff. Members of the exercise steering should principally be given access to telephone and video conferences.

<sup>24</sup> Access data for password protected communication are separately administered by the central project group.

<sup>25</sup> In this spirit, the crisis staff which is established with the Federal Ministry of the Interior and which was established in some Länder because of cabinet decisions has been managed by political civil servants and managers.

## 10.5 Establishment of Steering Groups

Within the ZÜST/CSO steering groups are established. They are aligned to the exercise goals and take the exercise participation into consideration.

As the steering group “Media and PR work” (SIMCELL media) is concerned, the following procedure has made sense:

- The group should consist of experienced media experts and journalists respectively.
- The group continuously reacts to the development of the situation according to the script and the decisions and measures of the exercising staff by contributing coordinated fictitious media injects “in real time”. On the other hand, the exercising staff is asked to assess and evaluate the media situation as well as to make decisions about the information strategy and the development of information concepts and their implementation in press releases, press conferences, interviews, statements and other measures (such as Internet-websites and citizens’ help lines).
- The group monitors the interplay between the participating crisis staff and media representatives and specifically influences the media simulation by means of the amount of injects, reactions and questions addressed to the exercising staff.
- During the execution of the exercise, media injects should be centrally brought in by the group “Media and PR work”. A complimentary consideration of media injects by DÜST/DSO or Framework Steering Groups is possible, when it is coordinated with the central placement.
- During the exercise, it has made sense to provide all exercising staff with simulated news and media products via a web page, which is regularly updated.
- During the execution of the exercise, the close coordination of the steering group “Media and PR work” with the steering group “Population” has proved convenient.

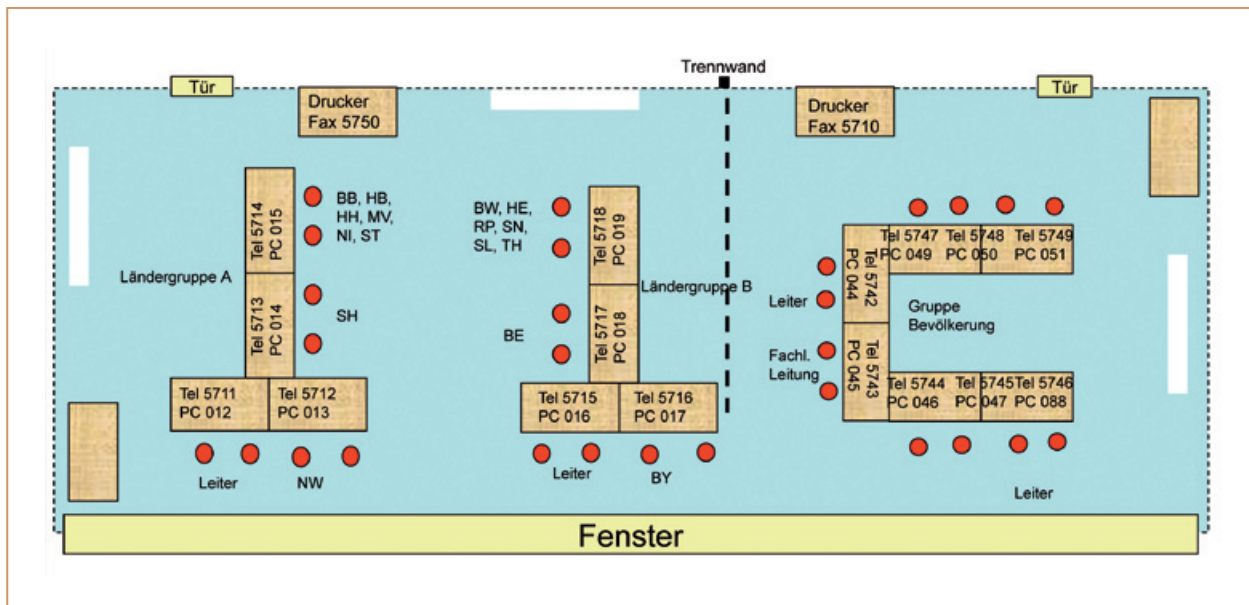


Illustration 14: Organisational, technical and infrastructural preparations are important prerequisites for the ideal working conditions of the staff – the illustration shows an example of the room layout of the Central Exercise Steering Organisation (ZÜST/DSO) during “LÜKEX 09/10”.





Illustration 15: Experienced media people and journalists work in the steering group “Media and PR work”, as it was the case during “LÜKEX 09/10”

As the steering group “Population” is concerned, the following is recommendable:

- In the run-up to the exercise, the exercising personnel should be provided with recent findings and structural recommendations on psychosocial crisis management (e. g. so-called expert advisors <sup>26</sup>) in concise, understandable and action relevant form (e. g. in the framework of tabletop exercises or meetings of the work group)
- During the exercise, the central development and consideration of reactions by the population is recommendable. This should be done by a steering group (steering group “Population”) within the ZÜST/CSO, as the population’s reactions are not static and vary, e. g., depending on the development of the situation or the media coverage.
- In order to guarantee quality standards and authenticity, the manning of the steering group “Population” with experts is recommendable, who are supported by experienced scientists from psychology, sociology and theology, in order to be thoroughly prepared for the task.
- Citizens’ reactions can be introduced in different ways: (1) as written inject, (2) by presentations of citizens and experts in media interviews as well as (3) by the presentation of citizens in exercise hotlines for defined timeslots.
- During the exercise, the interactive procedure of the group “Population” requires an ongoing feedback about the implemented measures of the exercising staff as well as the close connection with the group “Media and PR work” that both considerably influence the development.
- As to the assignment of the staff, it is advisable to organise the work of the group “Population” by taking a clear distribution of tasks as a basis (e.g. observation of the situation, regular situation meetings, summary of the media situation, development of *ad hoc*-injects).

<sup>26</sup> Psychosocial emergency care

## 10.6 Documentation of the Exercise Development

The Central Exercise Steering Organisation must be informed about the development of the exercise by Decentralised Exercise Steering Organisations, exercise observers and Framework Steering Groups at defined time intervals or on special occasions. The reports should be complemented by documents put together by the exercising staff (e. g. situation maps, orders), which are particularly important for the course of the exercise.

The exercise development during the exercise execution phase is evaluated at regular exercise steering group meetings, which are based on the observations of the exercising staff, the incoming reports and the electronically processed documentation (exercise development meetings).

At the regular meetings about the course of the exercise the following points should be discussed:

- Course of the exercise so far

- Current summarising evaluation
- Further procedure, in particular necessary situation updates, new contributions
- Information concerning the evaluation of the exercise

To this end and for the sake of evaluation (cf. par. 11.2), the decisions made in the course of the exercise and the measures of the exercising personnel have to be documented by the exercise steering in detail, i.e. in the context of the corresponding contributions; the exercise evaluation in particular is done by the exercise observers. To this end, documents, put together by the exercising staff (communications, reports, decisions, situation maps etc.), should be added, if possible. The aim should be to provide an appropriate technical interface between the IT documentation applications of exercising and steering staff.

## 11 Exercise Evaluation

After the completion of the exercise, on the basis of the findings, a joint evaluation report is put together which is provided to all those offices which took part in the exercise. **At the same time, it is the starting point for further optimisation of crisis management structures and the development and further development of efficient strategies of crisis management.** The exercise evaluation serves the appropriate follow-up

by the exercising staff and the participants in the exercise steering organisation. As a matter of principle, the exercise evaluation is in line with the exercise goals. Here, the editorial work of the evaluation report is only done after a coordination process between all exercise participants which aims at a consensus.

## 11.1 Principles of the Exercise Evaluation

Prior to the exercise, all exercise participants have to be made familiar with the concrete contents of the evaluation and the evaluation criteria derived from it. In the run-up to the exercise, the methodology of the evaluation should be coordinated with the exercise participants. To this end, acknowledged standards for crisis management should play a special role.

The following principles have made sense:

- In order to get the most comprehensive picture as possible, various evaluation methods should be used, such as contents analysis, survey and observation.
- If possible, the steering organisation group should put together a comprehensive, electronically processed documentation of the course of the exercise. In particular, this task can also be done by the exercise observers who are assigned to the exercising staff. To this end, exercise observers should use questionnaires/checklists and/or a corresponding tool of the electronic exercise steering application, which had been prepared for the evaluation.
- An important prerequisite for an evaluation is the documentation of decisions and measures of the exercising staff. The exercise observers should be given access to all meetings. Furthermore, the exercise steering in question should be provided with written decision documents.
- Exercise steering organisations should have the possibility to take part in video and telephone conferences.
- Early enough, i. e. during the exercise, results should be collected and noted down for later exercise evaluation, as the impressions gained from the exercise are still fresh.
- Against the background of existing experiences, a first spontaneous evaluation of the exercise by the exercising staff, immediately after the completion of the exercise (hot wash), has proved of value.
- The exercise participants who are most involved develop field reports about the findings in their area of responsibility and send them to the central project group. For the field reports, binding structures should be set in order to facilitate evaluation and to allow a structured presentation in the evaluation report.

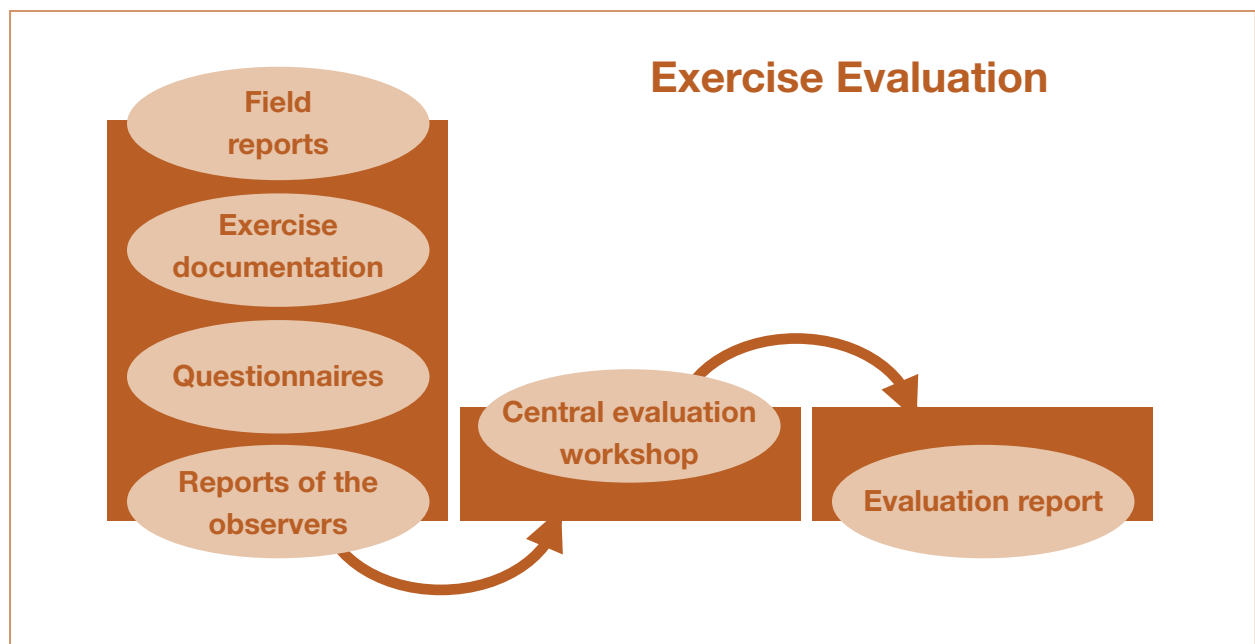


Illustration 16: Process of the exercise evaluation



## 11.2 Documentation of the Exercise Development by the exercising staff and steering Personnel

During the exercise, the exercising personnel documents decisions and measures according to the internally envisaged decisions and measures – here too, electronic and significant systems are recommended for the documentation. During the course of the exercise, the documents which are created by doing this are made available to the exercise observers and respectively forwarded to the exercise steering after the exercise (e. g. electronically processed operation diary, minutes of staff meetings, written orders).

The steering personnel, including the exercise observers, document the course of the exercise as comprehensively and detailed as possible. This should already be done during the exercise. The documentation is based on the decisions and measures of the exercising staff under consideration of the expected measures described in the script. Above all, reactions and measures of the Framework Steering Groups in their function as exercising personnel should be documented by their members.

## 11.3 First Finding concerning the Exercise Development

Immediately after the completion of the exercise execution, the exercising staff and exercise steering organisations should be given the opportunity to a first (self-) critical statement and evaluation. Besides this first self-assessment by the exercising personnel, the steering groups, members of the exercise steering organisation and exercise observers note down their first impressions in an immediate report. The self-

assessment of the exercising staff and the immediate reports of the steering organisation are submitted to the Central Exercise Steering Organisation. On the basis of the reports and self-assessments of the exercise development, this group puts together a report about first findings concerning the course of the exercise, which it immediately submits to the exercise management for information.

## 11.4 Written Questionnaire

By means of a written, if possible electronically processed and prompt survey, data material is generated which, besides the evaluation of the contents, also allows a visualisation of the exercise results in form of graphics, diagrams etc.. As a matter of principle, different questionnaires are developed for steering (exercise observers) and exercising personnel. The questionnaires

should, on the one hand, serve the purpose of self-assessment; on the other hand, they should be structured in such a way that they provide results and references both for the optimisation of the exercise concept and of the crisis management. If applicable, the filled out questionnaires will be automatically made available by a set date and can be used both for decentralized and central evaluation.

## 11.5 Follow-up of the Exercise by the Exercising Participants

The results of the documentation and the written survey as well as other impressions relevant to the exercise are critically discussed in a first exchange of experiences between the exercising staff and the

exercise steering. The discussion results aim at helping the decision makers to identify an approach to fine-tuning their areas of responsibility in question, which goes beyond the written results.

## 11.6 Central Evaluation Workshop

For the preparation of the final evaluation report, in a central evaluation workshop, all aspects of the exercise planning and the exercise development are discussed and evaluated with all participants, by including several divisions and levels. The sub-reports by the exercise participants,

which are already available, are critically reflected. Results, recommendations and references concerning the need for action should be discussed and coordinated, in order to guarantee a standardised approach to the optimisation of crisis management and its structures.

## 11.7 Evaluation Report

After the completion of the exercise execution phase, the involved Decentralized Exercise Steering Organizations develop a field report for the area of responsibility in question and transmit it to the / central project group. The evaluation should focus on national and inter-divisional strategic crisis management. The exercise participants should feel free to put together further reports on technical problems for internal use. The overall exercise evaluation is based on available field reports of the exercise participants, the evaluation of the documentation and the questionnaires (exercising and steering personnel) as well as personal impressions gained by insights into the exercise development (e. g. thanks to the participation in crisis staff meetings, video and telephone conferences). The results of the central evaluation workshop are another important source of information. It could well be that essential findings for an optimisation of the crisis management and an approach to the removal of deficits are already available as a result of the preparatory phase. If that is the case, the identified need for action and the envisaged approach should be included in the evaluation report. As a matter of principle, the results gained in the preparatory phase are part of the evaluation report.

The following aspects are essential for the final evaluation report:

- Exercise concept, planning, preparation and execution of the exercise
- Evaluation of the strategic crisis management implemented by the exercise participants
- Evaluation of the crisis communication
- Evaluation of the consideration of psychosocial aspects of the crisis management
- Evaluation of existing regulations, procedures and preventive plans (legal rules, emergency plans, risk analyses), in line with the course of the exercise
- Best practice for the improvement of the strategic crisis management

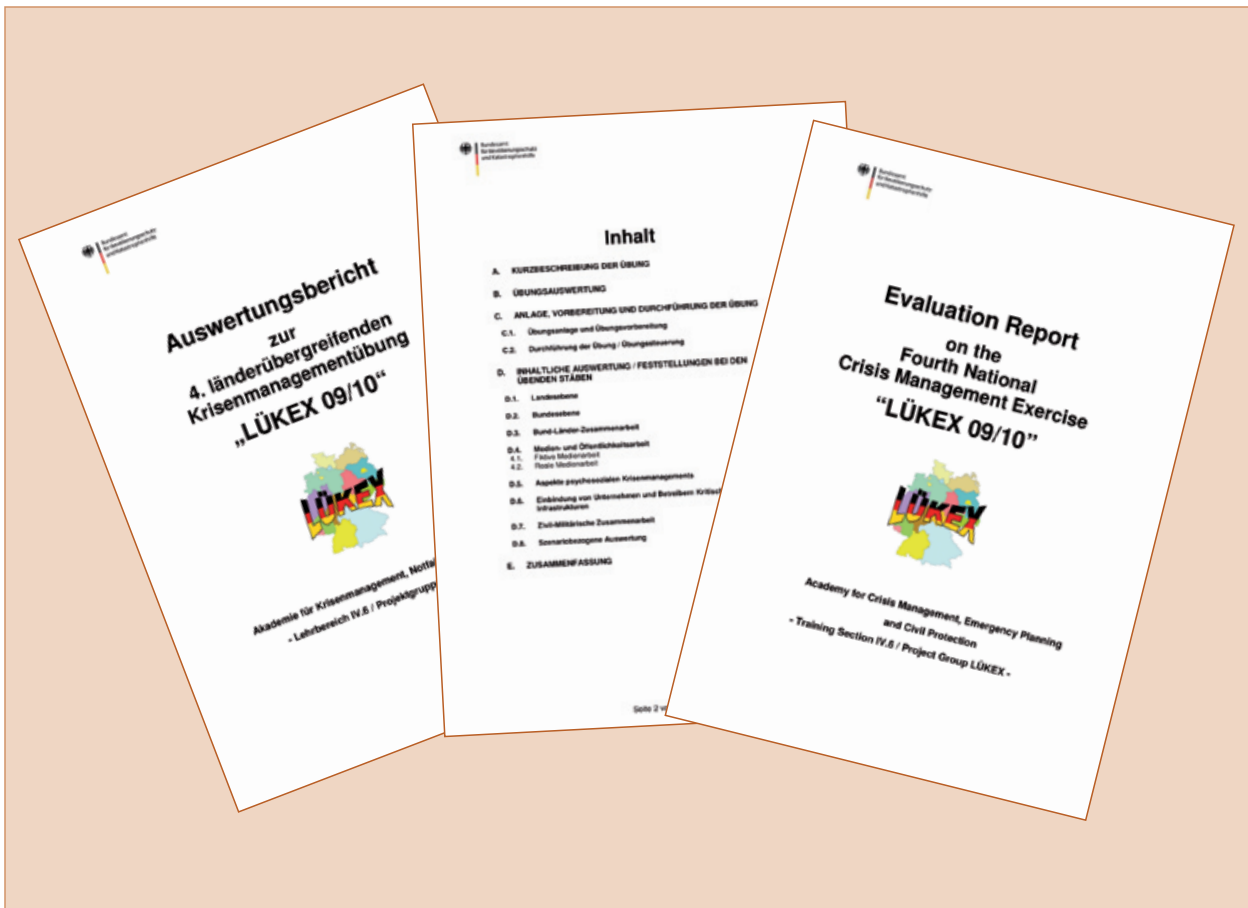


Illustration 17: The evaluation report is the starting point for the further improvement of crisis management structures and procedures within civil protection and for the training in crisis management

The final evaluation report has to be forwarded to all offices, which participate in the exercise. The preparation of an abridged management version is recommended. According to the sensitivity of the contents, the classification of the evaluation report has to be defined. **The evaluation report is the starting point for further optimisation of crisis management structures**

**and procedures in civil protection and the education in crisis management.** The responsibility for the implementation of the recognised optimisation potential and the best practice is within the remit of the authorities, organisations and enterprises which took part in the strategic exercise by assigning exercising staff or Framework Steering Groups.

# 12 Accompanying Aspects of Strategic Exercises

## 12.1 Real Media and PR Work

Because of the multitude of exercise participants, strategic exercises are, as rule, a high-publicity and media event; as a matter of principle, crisis management exercises cannot be executed “in a hidden manner”. This is particularly true for exercises which contain sensitive scenarios. Irrespective of the exercise press situation, therefore, early enough, arrangements for real media work have to be made. Real media and PR work remains within the responsibility of offices which deal with it full-time. However, strategic crisis management exercises also offer the opportunity for risk communication: **Via real media work, the citizens can be given an insight into the cooperation of the offices which are responsible for crisis management in civil protection.** This applies both to the federal and the private sectors. Via the media as multipliers, the people obtain valuable information about the status quo of the arrangements aiming at the protection of the population in case of a crisis. Thus, confidence in crisis prevention can be enhanced. The Directing Committee has to decide whether and if so to what extent and how real media work should prepare and accompany an exercise.

If the decision is in favour of active media work, there are various degrees of emphasis:

1. The long-term PR work before the exercise:  
Here, it is possible to involve the media in the design process of the exercise. The responsible people are free to inform the media about the structure of the exercise and also about its execution.
2. The medium- and short-term possibility would be to start with the information of the media (briefly) before the exercise and to keep up this procedure during the whole course of the exercise.
3. The third possibility is the coverage of the exercise after the event.

As the three degrees mentioned here are concerned, various instruments are available to PR work:

- Background talks
- Interviews
- Contributions in print media (specialised and daily press)
- To take stock
- Media cooperation/documentations
- Information platform on the Internet
- Newsletter
- Question-answer catalogue (FAQ)

These instruments can be used for all degrees. Background talks can, e.g., be used both in the run-up to the exercise planning and after the exercise for the assessment of the results. In any case, a framework concept should be drafted early enough which contains kind and scope of the activities of real media work to be applied. For background talks with media representatives, the following lends itself to this end:

- Experts from the field of the exercise structure/ exercise steering
- Experts from the chosen exercise scenarios (i.e., in case of chemical incidents, chemists etc.)
- Agency heads/company heads
- Politically responsible persons



Illustration 18: Via the real media, the citizens gain insight into crisis management within civil protection

The assigned persons should be carefully chosen and prepared for their task. As real media and PR work lies in the responsibility area of the competent press offices of the exercise participants, it has made sense to coordinate the principles of cooperation with enough notice. During the exercise, if personnel and organisation allow this, real media work should be strictly separated from fictitious media and PR work.

As a rule, real media work requires from the exercise participants expert support from the press offices which are responsible for real media work. This support could include:

- Advice/support from an exercise related point of view
- Participation in press release(s) and questions and answers catalogues, invitations of journalists
- Contributions to information material (press kit, speaking notes, pictures)
- Support with the assistance of the media during the exercise on site, e.g. by means of presentations and interview/discussion partners
- Support of press conferences at the beginning and/or at the end of the exercises.

All information documents should convey important core messages in a comprehensive language which adapts itself to the target group. This information contains, above all, importance and necessity of strategic crisis management exercises (e. g. principles of strategic crisis management exercises, exercise goals, exercise scenario, exercise participants).

If the exercise is not meant for the public (or if sub

elements of an exercise are concerned), the responsible press offices should be carefully informed about the exercise and, above all, about the reasons why it is not open to the public, in order to be in a position to answer the expected critical journalist questions. To this end, coordinated terminology regulations and advice concerning questions should be provided. It should be avoided to jeopardise confidence which cannot be mended without efforts.

## 12.2 Programme for Visitors

Experience has shown that the interest of visitors in crisis management exercises is high. On the one hand, visitors mean an additional use of resources when the programme is planned and implemented; on the other hand, many useful effects (e.g. networking, exchange of experiences between experts) can be achieved by well-planned and well-implemented programmes for visitors. Generally it can be said that programmes for visitors should be structured in such a way that the exercise is as little affected as possible. Principally, visits of selected staff and exercise steering groups are possible. However, in most cases, it is sensible to focus on the latter. As a rule, interests, prerequisites and professional background of the visitors differ; therefore it is necessary to structure the programme for visitors according to the target groups.

Normally, the course of the standard programme for visitors contains the following elements:

- Welcome, introduction to the programme
- Introductory speech about aims and key points of the strategic exercise
- Visit of selected steering groups of the ZÜST in small groups (4-6 people), including the expert explanation of the work
- Final discussion with answers to questions
- Distribution and, if applicable, explanation of visitor kits
- Farewell

Depending on the aim of the visitors' concept, the following aspects should also be considered, when it comes to the planning and structuring of a visitors' programme:

- Possibly a special VIP support, e. g. by management personnel
- Perhaps existing access limitations to the premises of the organisation
- Limitation of picture and audio recording: The visited work rooms might contain visible ("Restricted") information which should be protected and kept confidential
- Necessary additional room capacities
- Language barriers of international visitors
- Pre-planning of hotel capacities for visitors who stay several days
- Car service (pick-up service from the airport and station, hotel)
- Evening events for guests who stay several days
- Distribution of exercise documents (perhaps in several languages)
- Financing of the visitors support



Business entertainment (which need not be extensive) supports a good atmosphere offered to visitors and helps to fulfil the role of host.

Normally, the input for expert visitors is higher. Often their journey to the venue is long. Furthermore, they have a high interest in expert exchange of ideas and information. For such groups, expert lectures, work-

shops and discussion rounds can be organised. The visit of the exercise as well as regular information concerning the status quo is then only one aspect of the entire programme. Therefore, expert visitors should be looked after by experienced personnel, who should preferably belong to the exercise steering group.

## 13 The Future of strategic Exercises

Thanks to the exercise series “LÜKEX”, it has been possible to make a considerable contribution to the further development of the national civil exercise culture in the Federal Republic of Germany. This basis should be further developed. The inclusion of the exercise series into the civil protection and disaster management law in 2009 notably underlined the importance of crisis staff exercises and the training of management personnel at strategic level. The present first edition of the “Guideline for Strategic Crisis Management Exercises” is a first attempt to summarise experiences and findings which have been gained thanks to the previous exercise cycles of “LÜKEX”. The guideline aims at helping to make these specific

experiences available to a larger circle of people responsible for the exercise and those who are interested in this topic. Ideas and suggestions which could help to further develop the concept of this first edition of the guideline are therefore always welcome.

Now the motto should be “exercise, exercise, exercise!” Beyond the further development of the national exercise culture, the development of international standards<sup>27</sup> has gained in importance. Within a globalised world, the question concerning the methodology of multinational crisis management at strategic level has become increasingly important. This also and particularly applies to the European context.<sup>28</sup>

<sup>27</sup> Cf. the current efforts under the aegis of the International Standardisation Organisation (ISO) to develop an exercise guideline – ISO TC 223/WG 1 Social Security – Guidelines for exercises and testing

<sup>28</sup> Since 2009, an international exchange of experiences between the offices responsible for strategic exercises in the various states has taken place on the level of the European framework. Thus, on behalf of the Federal Republic of Germany, the Federal Office of Civil Protection and Disaster Assistance took part in the *2<sup>nd</sup> International Workshop in Strategic Exercises in Civil Protection* in Stockholm/Sweden in October 2010.

Dear readers,

As it is our aim to further optimise the “Guideline for Strategic Crisis Management Exercises”, the exchange of experiences and suggestions would be very much appreciated. The BBK authors from the training section IV.6 – Strategic Crisis Management Exercises – are always available and would be pleased to answer your questions and to exchange experiences.

You can reach us via the following address:

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# List of Abbreviations

<b>AG</b>	Working group
<b>AKNZ</b>	Academy for Crisis Management, Emergency Planning and Civil Protection
<b>BBK</b>	Federal Office of Civil Protection and Disaster Assistance
<b>CIRCA</b>	Communication and Information Resource Centre Administrator
<b>deNIS</b>	German Emergency Information System
<b>DÜST/DSO</b>	Decentralized Exercise Steering organisation
<b>FAQ</b>	Frequently Asked Questions
<b>Hilfsorganisationen (HiOrg)</b>	Relief organisations
<b>KRITIS</b>	Critical infrastructure(s)
<b>LÜKEX</b>	Cross-Länder Crisis Management Exercise (Exercise)
<b>PSNV</b>	Psychosocial Emergency Care
<b>RLG/FSG</b>	Framework Steering Group (FSG)
<b>SME</b>	Subject Matter Experts
<b>ÜSA</b>	Exercise steering Application
<b>VIP</b>	Very Important Person
<b>ZMZ</b>	Civil-military Cooperation (CIMIC)
<b>ZÜST/CSO</b>	Central Exercise Steering Organisation

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