

TECHNICAL BOARD

CEN/BT by correspondence

For information

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SUBJECT

Announcement of the CEN WS ‘Terminologies in crisis and disaster management’ (CEN WS TER-CDM)

BACKGROUND

CCMC received in January 2017 a draft Project Plan in view of establishing a new CEN Workshop on 'Terminologies in crisis and disaster management '. The draft Project Plan, submitted by DIN, is enclosed as Annex 1 to BT N 10633.

With regard to the procedure described in the “Guidance - Characteristics of the CEN/CENELEC Workshop Agreement and CEN/CENELEC Guide 29”, the Project Plan was in particular examined in relation to the existing standardization work on the subject matter. The proposers indicated that CEN/TC 391 ‘Societal and Citizen Security’ (in particular WG 3 on Crisis management) would support the proposed CEN Workshop on ‘Terminologies in crisis and disaster management’. The outcome of the self-assessment is included in Annex 2.

Three research projects (EPISECC, SECTOR and SecInCoRe) put together their efforts and knowledge to define terminologies to be used by crisis management and disaster management professionals in view of supporting the mutual understanding of civil protection authorities, local emergency management authorities (LEMA), fire brigades, police authorities, first responders using different standards (and various semantic structures for e.g. dictionaries, thesauri, taxonomies, ontologies) on daily work. Their work will be the basis of this WS.

The kick-off meeting will be held on 01 March 2017 - CCMC premises in Brussels (see [WS webpage](#)). The final deliverables is expected to be finalized and published by September 2017.



2016-12-15

**Project Plan for the CEN Workshop on Terminologies in Crisis and
Disaster Management**

Workshop

(to be approved during the Kick-off meeting on 2017-03-01)



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1 Status of the Project Plan

Draft Project Plan to be approved at the Kick-off meeting of the Workshop to be held in Brussels (CEN premises) on 01 March 2017.

2 Background to the Workshop

2.1 General

In crisis¹ and disaster² management expectations must be made clear and actions clearly and authoritatively directed. Four things contribute to successful management: a) having the appropriate resource available in an adequate time, b) with the highest relevance, c) at the right location and d) applying clear authority, communications and directives. Accurate information must be provided. In all cases, exchange of necessary information, communication with other responders and stakeholders as well as the coordinated availability of resources are the key factors in minimizing impact on humans, infrastructures and the environment. A key factor of successful information exchange is mutual understanding between the responders and stakeholders. During the management of large scale crisis and past disasters³, it turned out that not only language barriers, but also differences in understanding of the terms applied in crisis and disaster management (difference of applied definitions of same terms) as well as use of different terms for the same parameters hamper the success of effective information exchange. By providing a contextual⁴ enriched overview on terms and definitions provided by different type

¹ In this document “crisis management” is defined according to Crisis management – Guidance and Good Practice prEN11200:2014. “crisis management: development and application of the organizational capability to deal with crise.”

² In this document disaster is defined according to ISO 22300:2012: situation where widespread human, material, economic or environmental losses have occurred which exceeded the ability of the affected organization, community or society to respond and recover using its own resources.

³ see for instance Neubauer et al, “A methodology to analyse interoperability in crisis and disaster management”, IDIMT 2015.

⁴ Contextual means provision of information on the source of the data (e.g. ISO, UN, DIN,...), intended user group (e.g. first responders, CI operators) and area of application (e.g. natural disasters, large scale accidents,..).



of organizations such as a standardization organization or the United Nations, this initiative aimed at improving the current situation of crisis and disaster management.

2.2 Motivation for the CEN Workshop

Contribution to standardization activities has been specified as one of the means for dissemination of the results for the projects EPISECC (Establish Pan-European Information Space to Enhance Security of Citizens, focused on response phase) and DRIVER (Driving Innovation in Crisis Management for European Resilience) of the European Commission's Seventh framework programme, FP7, as well as the related projects of SECTOR, REDIRNET and SecInCoRe under the same framework.

The organizational structure of EPISECC, SecInCoRe and DRIVER reflects this request on standardization involvement and includes "Standardization" tasks where all activities related to standardization are bundled. Several research projects on the topic of crisis and disaster management have standardization activities in their project plan (e.g. EPISECC, SecInCoRe, SECTOR) and have developed documents or other repositories including relevant national and international standards and terminologies. The multitude of terms and definitions of these documents is overlapping, often confusing and in some cases partially contradicting. Such a situation enhances the possibility of misunderstanding between different organizations, in particular in case of cross-border cooperation.

The following provides a summary of the engaging research projects and other related activities.

- The FP7 projects **EPISECC** (Establish Pan-European Information Space to Enhance Security of Citizens, focused on response phase), **SecInCoRe** (Secure Dynamic Cloud for Information, Communication and Resource Interoperability based on Pan-European Disaster Inventory, focused on preparedness phase) and **SECTOR** (Secure European Common Information Space for the Interoperability of First Responders and Police Authorities) develop concepts of a **common information space** including **taxonomy** building to improve interoperability between European crisis managers and stakeholders – the common information spaces are platforms allowing information exchange of actors in all phases of crisis management on an international level, the developments for the taxonomies (e.g. in EPISECC, use of **SKOS** [Simple Knowledge Organisation System], apply Interface from Web Protégé) are a central element supporting the CEN Workshop Agreement (CWA) activities. Projects are requested to provide the outcome of its research to international standardization. Team members of EPISECC and SECTOR are actively



involved in **CEN/TC391 (Societal and Citizen Security)** and team members of SecInCoRe are engaged in **ISO 292 WG3 (Societal Security – working group on emergency management)**. All projects contribute to national standardization activities.

- Within the FP7 demonstration project **DRIVER** (Driving Innovation in Crisis Management for European Resilience) a document on **terminology** in crisis management has been developed project internally; this information should feed into the development of the CWA.
- Additional support is provided from the following related FP7 projects, dealing with interoperability:
 - **REDIRNET** (Emergency Responder Data Interoperability Network), provides a decentralized framework for interoperability targeted at first responders based on a public meta-data gateway controlled by the agencies themselves via a REDIRNET socio-professional web. Agencies are able to link up with partner agencies of their choice and operational need. They are also able to manage the scope of such an interoperability. To help set up these link-up arrangements, REDIRNET is enhanced with semantic web methods in accordance with the vocabulary and processes of the user community.
 - **COncORDE** aims at developing a system that provides operational ground visibility of the EMS response (envisioning that in the future, after proving the concept, the same principles can be extended to provide visibility of the response of the other agencies, e.g. police, fire, military, SAR etc.). The design will allow the coordination system to be used across different legislations, not only EU wide but also worldwide. The consortium has built its work on generic concepts of the emergency response, which were extracted during the first year of process analysis and requirements analysis performed by the consortium's domain experts. One of the ideas relevant to the CEN workshop agreement is that these process concepts cover the entire operational incident management and provide the “bed” for local customisation with terminologies for operational specifics. COncORDE wishes to contribute to the standardization work by providing the insights gained as to what should be standardised and what really matters from the point of view of the operational EMS responder.

Each of the projects listed above, deals with taxonomies/terminologies in crisis and/or disaster management; for instance, SECINCORE contributes to terminologies related to ELSI (Ethical,



Legal and Social Implications) in crisis and disaster management. In this context, EPISECC and SECTOR are co-operating on the development of the CWA on terminology for crisis and/or disaster management and are being supported by SECINCORE and REDIRNET.

Aims, Objectives & Benefits:

The aims and objectives of the proposed workshop are as follows:

- Support the mutual understanding of users/organizations using different standards (and various semantic structures for e.g. dictionaries, thesauri, taxonomies, ontologies) for mutual benefit and effectiveness.
- Support the use of the most commonly used terms and definitions arising from multiple sources for field operational uptake and effectiveness.

Enable support to be provided through the provision of a common database implemented in Protégé, that in future will enable users/organizations to compare and analyze terms and definitions applied in crisis and disaster management. Protégé is an open-source software for the creation and editing of the semantic structures through the use of RDFS and OWL languages. It is important to notice that Protégé is a supporting tool and is not a direct part of this CWA. Both desktop and web versions are developed by Stanford University and are available at the link <http://protege.stanford.edu/>. The database is operated by the University of Split, who are a project partner in the EPISECC project. EPISECC is due to end of September 2017, a business plan on the operation of the database after this date is due for development by June 2017.

It is important to notice that the CWA will include terminologies and taxonomies, but will not address ontologies.

2.3 Market environment

The following stakeholders are considered to be the primary target group for the use of the terminologies in both crisis and disaster management:

- Civil protection authorities.
- Local Emergency Management Authorities (LEMA).



- Fire brigades.
- Police authorities.
- First responders (e.g. Red Cross, Johanniter).
- Cross-border operations.
- Military forces involved in crisis and disaster management.
- Critical infrastructure operating forces.
- Companies involved in disaster management and civil protection.
- R&D community.
- Governmental organizations.
- Policy makers.

2.4 Existing standards and standard related activities and documents

A screening of existing standards and standardization activities has been undertaken during the projects mentioned above. An overview of the identified documents that are relevant for this CEN Workshop can be located in Annex B of this document.

2.5 Legal environment

There are multiple directives on civil protection and emergency support within the European Union, some of the most relevant directives are listed below: ⁵

- Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism.
- Council Regulation (EU) 2016/369 on the provision of emergency support within the Union.
- Regulation No 375/2014 of the European Parliament and the Council on establishing the European Voluntary Humanitarian Aid Corps ('EU Aid Volunteers initiative').
- Regulation (EC) No 1257/96 concerning humanitarian aid.

In order to ensure seamless information exchanges a mutual understanding of involved actors involved in crisis and disaster management needs to be ensured. This activity is supporting the

⁵ Humanitarian aid and civil protection – Legal Framework, Weblink: <http://ec.europa.eu/echo/node/404>, accessed 24.05.2016



mutual understanding by providing multiple terminologies applied in crisis and disaster management.

2.6 Work already delivered

Multiple tasks were already performed in the frame of the above-mentioned projects:

- EPISECC: Development of a taxonomy for the response phase of disasters (“response to critical events”), provision of a database.
- SecInCoRe: start of the taxonomy development on ELSI for disaster management.
- DRIVER: Development of a crisis management terminology for originally project internal use.
- SECTOR: Development of a taxonomy for border crossing crisis and disaster management.

The following table illustrates the approach: the term disaster and its definition is taken from 3 documents (ISO 22300, UNISDR Terminology and Disaster Category Classification and peril Terminology for Operational Purposes - Working paper 264). It can be seen that the definitions are varying between the 3 documents. Factors (context) relevant for the application of specific standards are the categories intended users and domain. The variability between the different definitions reflects at least partially the difference in understanding of terms of users coming from different domains. None of the definitions is better or worse, they reflect aspects such as the different domains, different background and differences of duties of organizations.



Table 1 Different definitions for the term disaster

Domain	Term	Definition	Standard/document	Intended Users
Societal security	disaster	situation where widespread human, material, economic or environmental losses have occurred which exceeded the ability of the affected organization, community or society to respond and recover using its own resources	ISO 22300 (2012)	not specified
not specified	disaster	A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.	UNISDR Terminology (2009)	authorities, practitioners and the public
Natural disasters	disaster	no definition given	Disaster Category Classification and peril Terminology for Operational Purposes - Working paper 264 (2009)	user of EM-DAT and other databases
Natural disasters	climatological disaster	Events caused by long-lived/meso to macro scale processes (in the spectrum from intraseasonal to multidecadal climate variability)	Disaster Category Classification and peril Terminology for Operational Purposes - Working paper 264 (2009)	user of EM-DAT and other databases



3 Workshop proposers and Workshop participants

The proposer of the Workshop is AIT Austrian Institute of Technology GmbH. in its role as coordinator of the EPISSECC project.

Several members in the EPISSECC and SECTOR projects will take part in the development of this Workshop and contribute to the preparation of the CWA

Participation in the Workshop is open to anyone, and the opportunity to participate is widely advertised prior to the kick-off meeting by its proposers and by CEN and their member bodies.

NOTE: After the Kick-off meeting: Registered participants having approved the current Project Plan (preferably through linking to an Annex)

4 Workshop scope and objectives

Scope:

This CEN Workshop Agreement defines and analyses terms used in crisis and disaster management. Terms and definitions from different sources are compiled and compared regarding their context and envisaged audience. The focus is set in responses to large scale critical events. Small scale incidents managed by daily routine processes of stakeholders might be covered but completeness is not ensured for these contexts.

The Workshop will deliver one CWA on terminologies and taxonomies, but it will definitely not address ontologies.⁶

Limitations:

It will not be possible to analyse all existing terms and definitions applied in national as well as international crisis management. Contributing projects will select different domains of crisis management, e.g. ELSI in case of SecInCoRe or the response phase of crisis management on strategic and tactical level in case of EPISSECC in order to demonstrate the applicability of this approach. In particular, the following cornerstones are framing the activities of this CWA:

⁶ According to the terminology applied in EPISSECC, a response to a critical event is “a complex dynamic set of actions taken in a certain spatial, technical, organisational, and legal environment during a disaster, including one or more situations which straightforwardly lead to a disaster, as well as handing over to a recovery phase”



- A focus on the response phase in crisis and disasters.
- A focus on large-scale catastrophes.
- No special focus on critical infrastructure protection, resilience, CBRNe and emergency management.
- No focus on security aspects such as cyber security, border control, as well as physical security.

Recommendations for future terminology standardization:

This CWA will support the development of future updates of ISO 22300 focusing on the below given activities:

- Provision of an overview of existing terminologies and definitions applied in multiple domains of crisis and disaster management.
- Overview on synonyms with the same or similar definitions.
- Overview on different definitions for the same term.

5 Workshop programme

The CWA will be drafted and published in English.

The estimated duration of this workshop is 7-8 months, no later than September 2017. During the Workshop lifetime, several meetings are foreseen depending on the project evolution.

Work plan

Anyone can comment on this Project Plan of the envisaged CWA. All comments received will be considered by the chairperson preliminary to the kick-off meeting of participants of the Workshop. At the workshop, each comment received shall be presented, discussed and resolved. Any meeting except for the Kick-off and the final meeting can be organized as virtual meetings. The time schedule for the Workshop is being influenced by the runtime of the projects EPISECC, SECTOR and SecInCoRe.

Table 2 provides an overview of the planned work schedule. After elaborating and advancing the draft CWA, an internal enquiry will be conducted to receive and process any further comments from Workshop participants and related technical committees (e. g. CEN/TC 391 and if possible also ISO/TC 292).



Table 2 Tentative Work plan

activity \ time	2017							
	Jan	Feb	Mar	Apr	May	Jun	July	Aug
Public availability of project plan								
Kick-Off Meeting								
Elaboration of Draft CWA								
Enquiry phase								
Finalization Publication of CWA								

6 Workshop structure

This Workshop shall be led by a chairperson and in case of absence or unavailability, by a vice-chair. The Workshop secretariat shall be responsible for the management of the Workshop.

6.1 CEN Workshop Chairperson

A proposal for the chairperson will be made by the Workshop proposers; he/she or any other candidate nominated during the period of publication of this Project Plan or at the Kick-off will be approved at the Kick-off meeting by the parties present. His / her responsibilities include:

- Chairing the CEN Workshop meetings,
- Representing the CEN Workshop in outside meetings in cooperation with CCMC and with the Workshop secretariat,
- Monitoring the progress of the CWA,
- Interface with CCMC regarding strategic directions, problems arising, external relationships, etc.

6.2 CEN Workshop Vice-Chair

The Workshop vice-chair shall be appointed in the Kick-off meeting. The vice-chair shall support and assist in all responsibilities outlined for the chairperson. In the absence of the chairperson,



the vice-chair will represent the CEN Workshop at outside meetings in cooperation with CCMC and will interface with CCMC regarding strategic directions, problems arising, external relationships, etc.

6.3 CEN Workshop Secretariat

The CEN Workshop Secretariat is providing the formal link to the CEN system. The following main activities will be carried out by the Workshop Secretariat:

- Organizing CEN Workshop plenary meetings,
- Producing CEN Workshop minutes and action lists,
- Forming the administrative contact point for CWA project,
- Managing CEN Workshop attendance lists,
- Managing CEN Workshop document registers,
- Following-up action lists,
- Assisting Chairperson in monitoring and following-up of electronic discussions – in case the CEN Workshop is mainly working by electronic means,
- Administrating the liaison with relevant CEN/TCs, if applicable.

DIN will provide the Workshop secretariat subject to formal approval of the Project plan at the kick-off meeting.⁷

7 Resource requirements

7.1 Costs of the CEN Workshop Secretariat

The administrative costs of CEN Workshop Secretariat will be covered by resources from the FP7 projects involved in the CWA⁸. The copyright of the CWA shall be with CEN.

7.2 Participation and Registration Fee

The registration and participation at this CEN Workshop is free of charge; each participant shall bear his/her own cost for travel and subsistence.

Participation to this workshop is open to all interested parties. All physical meetings will be located in Europe. Use of electronic meetings will be encouraged as much as possible.

⁷ To be formally confirmed before the initiation of the CEN Workshop; thus before the kick-off meeting.

⁸ EPISECC, SecInCoRe and SECTOR will finance the CEN Workshop Secretariat



8 Related activities, liaisons, etc.

The envisaged CWA is proposed through the European research project EPISECC, SECTOR and SeInCoRe⁹, which also have an established liaison with *CEN/TC 391 Societal and Citizen Security*.

The WG3 *Crisis management/civil protection* of the *CEN/TC 391 Societal and Citizen Security* agreed with the initiation of the CWA. The topic for the envisaged CWA was presented at CEN/TC 391 WG3 meeting in Paris on April 18th 2016 and received positive feedback. It is expected that the experts from the Working Group will actively contribute to the initiative and will be involved in the CWA development.

The Workshop shall report to *CEN/TC 391* in accordance with the needs, either in person or by correspondence, highlighting the most important issues and any possible conflicts that arise (see also internal enquiry phase within the CWA work plan).

On publication, the CWA shall be submitted to *CEN/TC 391* for consideration and with a view to its possible adaption into a European Standard or other CEN/CENELEC deliverable. In addition, within the CWA development it is envisaged to liaise with *ISO/TC 292*, with the Community of Users of DG Home as well as other ongoing relevant research projects such as CONCORDE¹⁰ as well as RESISTAND¹¹.

⁹ Within the DRIVER and EPISECC project the initial work for the project plan was conducted.

¹⁰ <http://www.concorde-project.eu/index.php/why-concorde>

¹¹ <http://www.geowise.fi/geowise-coordinates-the-eu-h2020-resistand-project/>



9 Contact points

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¹² To be formally confirmed before the initiation of the CEN Workshop; thus before the kick-off meeting.



Annexes

Annex A: List of Workshop proposers and participants

This Workshop has been proposed by members of FP7 EPISECC, FP7 SECTOR, FP7 SecInCoRe and FP7 REDIRNET and will result in a CEN Workshop Agreement (CWA).

Other interested stakeholders are welcomed to register for membership in accordance with the CEN Rules for CEN Workshops. New participants could join the WS in accordance with point 4.3.2 of CEN/CLC Guide 29 on CEN/CLC Workshop agreements expressing their interest by writing to the chairperson and workshop secretariat.

Table 1 List of Workshop proposers

	Company	Name
1	AIT Austrian Institute of Technology GmbH	Georg Neubauer Alexander Preinerstorfer
2	Intelligence for Environment & Security – IES Solutions	Uberto Delprato
3	University of Split	Martina Baucic Snjezana Knezic
4	Saadian Technologies Limited. TFC Research and Innovation Limited.	Tom Flynn
5	Lancaster University	Monika Buscher
6	Paderborn University	Jens Pottebaum



Annex B: Relevant Standards and Standards Committees

Table 2 List of relevant Committees

Standards Committee	Title
CEN/TC 391	Societal and Citizen Security
ISO/TC 292	Security and resilience

Table 3 List of related documents for the CWA, the listed documents do not intend to be complete and are of illustrative character

Number of document	Title of document
ISO 22300: 2012	Societal security -Terminology
ISO 22320: 2011	Societal security - Emergency management -Requirements for incident response
ISO 25964	Thesauri and interoperability with other vocabularies Part 1: Thesauri for information retrieval Part 2: Interoperability with other vocabularies
ISO/PAS 22399: 2007	Societal security - Guideline for incident preparedness and operational continuity management
ISO 22315:2014	Societal security - Mass evacuation -- Guidelines for planning
ISO/CD 22316	Societal security - Organizational resilience -- Principles and guidelines
ISO 22322:2015	Societal security - Emergency management -- Guidelines for public warning
ISO guide 73: 2009	Risk management - Vocabulary
ISO 31000: 2009	Risk management - Principles and guidelines
UNISDR 2009	UNISDR Terminology on Disaster Risk Reduction
X.cee.2	CEE dictionary and event taxonomy (CDET)

Template for the self-assessment

Title of the proposed CWA: Terminologies in Crisis and Disaster Management

1. Does the proposed CWA conflict with an EN or an HD for CENELEC?

NO

YES → **WARNING:** Work on the proposed CWA shall not be initiated.

2. Does the proposed CWA intend to define requirements related to safety aspects?

NO

YES Is the proposed CWA within the scope of

CEN? → The CWA proposal shall be submitted to CEN/BT for decision.

CENELEC? → **WARNING:** Work on the proposed CWA shall not be initiated.

3. Is the scope of the proposed CWA within the scope of an existing CEN/CENELEC technical body?

NO

YES → The relevant CEN/CENELEC technical body shall be consulted on the CWA proposal:

- If this technical body responds positively and sees no harm in the CWA being developed, the CWA proposal may be processed.
- If the technical body is opposed to a CWA being launched, the CWA proposal shall be submitted to the CEN/CENELEC BT(s) for decision.

→ Envisaged CWA was presented at a CEN/TC 391 WG3 meeting. They supported the approach and some WG experts expressed their interest to actively contribute in the development process.

4. Does the proposed CWA intend to define requirements related to management system aspects?

NO

YES → The CWA proposal shall be submitted to the CEN/CENELEC BT(s) for decision.

5. Does the proposed CWA intend to define requirements related to conformity assessment aspects?

NO

YES → CEN/CENELEC Internal Regulations - Part 3, 6.7 applies.

If all these questions are answered NO, the CWA proposal may be processed. If not, special conditions apply as given above.

2016-11-15

Analysis of the degree of interest in the subject in different European countries and amongst different stakeholders

Title of the proposed CWA: Terminologies in Crisis and Disaster Management

Terminology was and is one of the main issues that occur during the implementation of research projects and especially within the topic of security. Within the research projects EPISECC, SECINCORE, SECTOR and DRIVER of the seventh framework programme of the EU related activities with regard to the collection and development of terminologies and taxonomies have been taken place. These activities result that relevant stakeholders in the field of security are still struggling with definitions and usages of existing and new terms relevant for crisis management.

The topic also has been addressed within the relevant technical committees, especially within CEN/TC 391 „Societal and Citizen Security“, and by other stakeholders, such as the European Commission, UNISDR or other research projects.

The development of the CWA is supported by CEN/TC 391 WG3 Crisis management/civil protection and might support with its content the revision of existing terminology standards (e.g. ISO 22300 Societal security –Terminology).

The commitment of several organizations from different European research projects and of members of the CEN/TC 391 WG3 to actively contribute to the development of the CWA is showing the high interest on this topic. Especially taxonomy is of special benefit and a field that enhances the current approaches to list and define terminologies.

The workshop proposers are coming from different types of organizations, such as research institutes, universities, SME and consulting, as well as from different European countries, such as Austria, Ireland, Italy, Croatia, England and Germany.

Due to the openness of the CEN workshop it will be expected that several other organizations might contribute within the development process. Nevertheless, the current list of involved organizations builds already the basis for a successful development of the CWA.