Project

Greece: Covid-19 Tourism Recovery Technical Assistance Cooperation Package – Facilitating Tourism Recovery in Aftermath of Covid-19

Activity

Development of a Tourism Crisis Management Plan

Deliverable

Tourism Crisis Management Plan

April 2022

Acknowledgement

All partners involved hope that this report will shed new light onto how the Ministry of Tourism can systematically respond to and address any crises that might surface deriving from or affecting the tourism ecosystem of Greece. The Tourism Crisis Management Plan presented in this report aims to guide the management of the Ministry of Tourism and the key tourism stakeholders in implementing swift and effective actions and policies in light of critical crises.

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Introduction

In our globalised world the actions and events that occur far from our borders can have a significant impact not only on our tourism industry in Greece but for our whole country, its people and economy.

As this document is being compiled, COVID-19 is still with us and we are living daily through its implications. In January 2020 only some regions in China appeared to be affected; by March Europe became the centre of the pandemic. The whole world was affected in a few months. Within Europe the loss to the service sector has been around 22% with the effects most felt in hotels and restaurants. Another ongoing example is how Greece has been at the forefront of mass displacement of refugees. This can be directly linked to crisis events such as war, political turmoil, and financial collapse within the countries refugees are coming from. This, in turn, has led to tourist destinations such as Lesvos, Kos and Samos being affected.

The UN assembly (2016) commented that 'Disaster impact is the total effect, including negative effects (e.g., economic loss) and positive effects (e.g. economic gain) of a hazardous event or a disaster'[1]. The term Crisis can be linked to include economic, human, and environmental impacts. Crisis management is the process of preparing for, managing, and limiting damage from unexpected negative events for any organisation. This practice includes anticipating threats, developing strategies to minimise harm, and implementing these strategies when a crisis occurs.

All crises will share certain attributes. The threat it poses will depend on numerous factors however the potential threat to the Ministry of Tourism of Greece (*MOT*) will include an element of surprise that requires action to change the course of events or limit the potential harm. To successfully manage a crisis event MOT will need to have

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[1] European Commission, 2020, "Science for disaster risk management 2020: acting today, protecting tomorrow"

plans in place that will facilitate professional and accurate decision making in a timely manner.

Incidents can occur suddenly when an event happens that is beyond the control of the *MOT,* such as a foreign tour operator collapse or natural disaster. Crisis can also develop over time and worsen especially if the responsible organisations do not see or fail to act on a warning.

Crisis can occur in the Greek and International tourism sector at any time and at all levels. Severity can be dictated by numerous factors that can be connected but also with no obvious link. Environmental, political, social, and natural crisis in the tourism industry have been well published and documented and their consequences can be felt in a destination for many years. Crisis can be anticipated but also sudden and unexpected.

There are many terms that are used during a crisis event. Incident, disaster, catastrophe, collapse; are all perceived as negative occurrences. However, a crisis does not have to be, or conclude as a totally negative experience. From adversity often comes improvement, change and progress. A country, region and resort can develop a resilience and collaborative approach to a crisis and improve its management of potential future incidents. One of the most important factors to consider from any crisis is the review process. Initial focus is centred on the developing and ongoing crisis, which is obviously a priority. However, the review will show if the planning, preparation, and performance of the various organisations involved was sufficient, well managed and effective. Lessons learnt are often the most important.

It is the aim of the MOT to demonstrate its commitment to crisis management within its participation in the overall Hellenic Government Crisis Management procedures. The emphasis of the MOT's role is on the effective management, support, and control of information in the Greek tourism sector. It is envisaged that the Tourism Crisis Management Plan (TCMP) will act as a solid foundation and template to minimise the

potential harm, disruption, business, and financial loss that any crisis has the potential to cause to the Greek Tourism industry.

We realise that every day brings the possibility of significant natural and man-made disaster and crises that could affect the safety of not only our customers, but partners, stakeholders, suppliers and local staff and people engaged to provide services to tourists.

A poorly managed crisis will affect the image of Greece and the various brands and companies central to or relying on the tourism sector. The MOT must continue to prepare for these situations; the way it reacts and communicates during an incident will not only ensure the safety and well-being of our customers and visitors but prevent potential loss of business and reputation.

This report proposes the Tourism Crisis Management Plan for the MOT to ensure the effectiveness and synergetic work in crisis situations. This contains guidance that will apply across the Greek tourism ecosystem. All parties involved must work together to ensure that policies are carefully and diligently followed and that the established procedures deliver the best possible service to all stakeholders.

This TCMP is not a complete, step-by-step, "how-to-do it" manual since each incident is unique, with varying levels of threat and impact. However, the TCMP provides the 'master template' that guides MOT on how to respond to a crisis and it is designed so that it can be adaptable to the individual particularities of a potential crisis. In addition, the TCMP outlines the critical processes that need to be followed in order to ensure a timely and effective response. The Crisis Management Team (CMT) should use the TCMP to increase confidence in its ability to manage a crisis in an appropriate manner as and when necessary.

For this report and the TMCP developed, the Crisis Management is defined as the series of actions that are taken to identify threats, plan potential responses, and

minimise disruption or losses to the MOT and its stakeholders, customers and partners in the event of an actual event that might and is able to affect tourism.

The consequence of a crisis can affect more than one dimension that can pose threats to the tourism ecosystem and its development. Sometimes, the damage is so great that the country, region or tourist destination will suffer the consequences for many weeks, months and possibly years. Losses for the Greek tourism ecosystem can include the following:

- Physical/psychological injury to the public, tourists, employees, stakeholders
- Immediate loss of customers and business.
- Short and long-term booking confidence fails.
- Damage or destruction of assets such as hotels and tourist sites.
- Disruption to operations and lack of capacity.
- Loss of key essential tourism services to the area or destination.
- Higher costs. For example: sourcing materials, infrastructure rebuilds, increased wage structures, loan repayments etc
- Legal claims for damages.
- Negative environmental impact.
- Financial hardship/bankruptcy.
- Reduction in sales and profits.

The following chapters will present an overview of crisis examples that can affect Greek tourism, the principles of the crisis management and its functions that must be followed to address the crises, and the crisis management framework that will act as the main adaptable tool to follow as the MOT tailors the situation depending on the type of crisis that it faces. Lastly, international best practices are identified and a hypothetical Case Study is being introduced to showcase how these tools can be implemented in case of a crisis. Collectively, this report constitutes the Tourism Crisis Management Plan.

Crisis Management Principles

A successful crisis management strategy will have several key elements. These elements follow a defined cycle. **Plan, Do, Check, Act.**

- **PLAN:** Establish objectives and procedures necessary to deliver results in accordance with the Tourist Crisis Management Plan.
- **DO:** Implement the policy through commitment from senior leaders in the organisation and team members throughout the various offices.
- **CHECK:** Monitor and measure the protocols against the policy, including its commitments, objectives and operational controls
- **ACT:** Take actions to review and continually improve.

The Crisis Management Cycle

The below Figure 1 presents the Crisis Management Cycle illustrating the processes that need to be followed in case an incident poses a threat for the tourism ecosystem *Figure 1: The Crisis Management Cycle* of Greece. After the graph, each process is being described to establish a thorough understanding of each stage of the cycle.
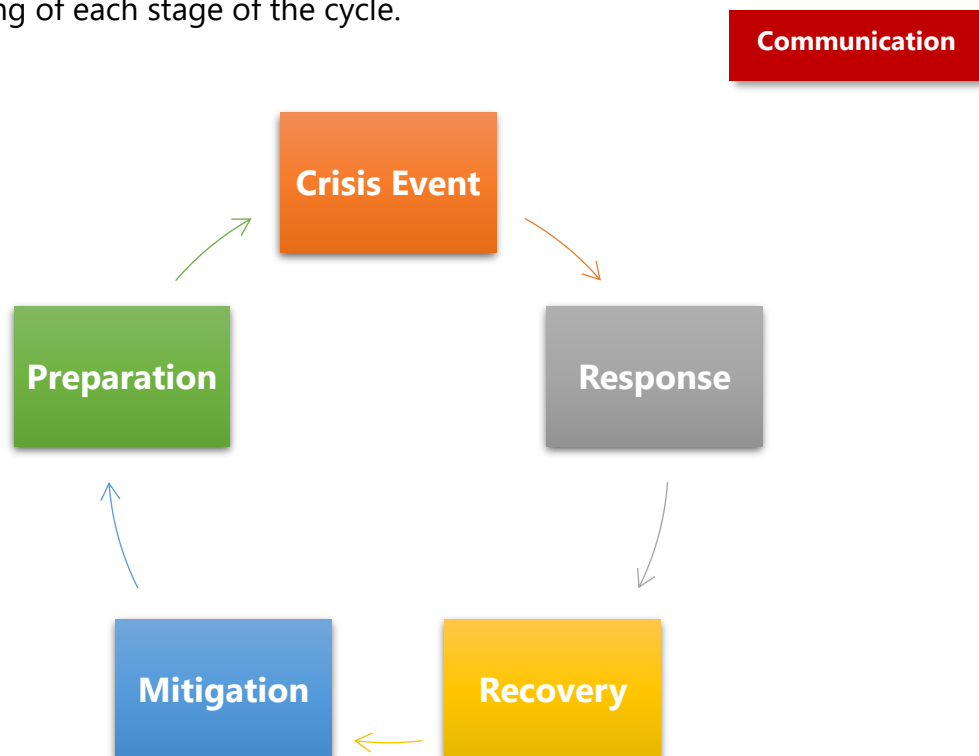
Response

The immediate response in any crisis event is to protect people and property. The MOT may not be directly responsible or be involved in the actual immediate aftermath of a disaster, however it will have a major input. Emergency services and some other Government departments must focus their attention on addressing threats to people, property and business; however the MOT will be required to act quickly especially in relation to communication with all affected tourism partners, national and international. Tourists' safety and wellbeing largely depends on a country's or region's preparedness levels before a crisis strikes. The MOT's reputation, professionalism and skills will be tested and judged on its response.

Recovery

The recovery phase takes place after any crisis. The time it takes can vary from a few days to years. Early recovery can be where the tourist product carries on with minimal disruption and little change and crisis protocols have worked well. However, this can still influence the area/resort or business for many weeks/months. Medium to long term recovery will affect the tourism product on an ongoing basis for a significant amount of time. Controls and support will need to be available and ongoing. Input from the MOT will be crucial with the requirement for accurate information, planning and support.

Recovery will be monitored by the markets, tour operators and tourism services. Confidence in the Greek tourism product, infrastructure and service provision will also be tested.

Mitigation

Preventing future emergencies and crisis and taking steps to minimise their effects is one of the most difficult tasks to undertake. By its very nature, a crisis event can be sudden and unanticipated.

The mitigation phase, as with preparation, occurs before a crisis takes place and will be based primarily on lessons learnt from previous incidents. The MOT will need to

take steps to protect the Greek tourism sector as far as is reasonably practicable while also decreasing risks and consequences from any given crisis situation. The MOT's main goal is to reduce vulnerability to the Greek tourist industry while working closely with other Government departments, stakeholders, markets and partners.

Preparation

Taking positive actions ahead of time to be ready for an emergency shows a proactive approach and readiness. The preparedness phase should occur before a crisis takes place. It is important that the MOT understands how a disaster might affect the overall tourism sector and the potential outcomes.

Communication

As with all the stages, communication and information sharing is key. Training at all levels is also necessary so that members of the Ministry of Tourism and related stakeholders are aware of the plans and protocols but also if they have a role to play. Examples should include regular seminars and updates and if possible, linked to scenarios and testing of the Tourism Crisis Management Plan. The communication of what is actually happening - if the crisis had no negative effect or if the crisis has impacted the confidence of key source markets of Greek tourism - and what is being done to address the situation will be key for the tourism markets confidence retainment.

Potential Crisis Types
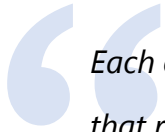
Each crisis event is different. And different types of crisis event provide unique challenges that require special responses. The most effective way to help travellers and mitigate the negative effects of a crisis is to understand these differences and build a strategic response into crisis communications plan. First you need to recognise the different types of crises. (UNWTO Toolbox Crisis Communication in Tourism, 2011)

Figure 2: Crisis Types

Environmental Events

Geological

- Earthquake
- Volcano
- Tsunami

Extreme Weather

- Flood
- Hurricane
- Wildfire
- Tornado

Environmental Human Induced Events

- Ecological pollution/ damage
- Oil spills

Societal /Political Events

- Crime
- Political riots
- Coups
- Terrorism
- War
- **Mass Migration**

Technological Events

- Transportation accident
- **Systems Failure**
- **Cyberattack**

Health Related Events

- H1N1/H5N1
- Foot and Mouth Disease
- SARS
- Salmonella
- Cholera
- Malaria
- **COVID-19**

Economic Events

- Financial/fiscal crisis
- Exchange rate collapses
- **Airline/TO failure**

Environmental Events

Earthquake

Within the Greek region there are partly large earthquakes with strengths of more than 7.0, which cause damage within a radius of over 100 kilometres. Due to the special tectonic situation of the country, there are more earthquakes than average. Since 1950 more than 990 people have been killed by direct consequences of earthquakes 23 earthquakes also caused a subsequent tsunami, which claimed further lives and damages. [2]

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of life/serious injury to tourists and general population
- Displacement of affected people
- Travel disruption, large and small scale. Land/Air/Sea
- Catastrophic and minor damage to structure including accommodation, tourism sites, venues etc.
- Damage to essential services including power supply, water supply. Waste and sewage management.
- Limitation of medical assistance and emergency services
- Environmental impacts; fire, flood, landslides, surface rupture etc.

Floods

The Pindos mountains play a significant role in the rainfall runoff regimes in Greece. Annual rainfall exceeds 1800mm in the mountains and western areas of Greece whereas the Eastern regions may be below 300m. However, there is no major difference in flooding between East and West. [3]

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[2] https://Volcanodiscovery.com/earthquakes/greece.html
[3] https://www.climatechangepost.com/greece/river-floods

Deforestation and urbanisation are a recognised cause of increased flooding in Greece. The area around Greater Athens has suffered most flood damage in the country with 179 casualties in the last 100 years. The floods of October 1994 were specifically serious with the loss of 11 lives[4].

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of life/serious injury to tourists and general population
- Travel disruption, large and small scale. Land/Air/Sea
- Catastrophic and minor damage to structure including accommodation, tourism sites, venues etc.
- Contamination of current water supply
- Damage to essential services including power supply, water supply. Waste and sewage management.
- Limitation of medical assistance and emergency services
- Destruction of natural habitat/wildlife

Fire

The 2021 Greece wildfires saw multiple wildfires burning in Greece since early August 2021, which occurred in loss of lifes, injuries, burned dozens of homes. The wildfires were a result of a historic heatwave for the country with the highest temperatures, reaching 47.1°C, highlighting the danger posed by the climate emergency and the rising temperature levels.

Example: The largest wildfires were in Attica, Olympia, Messenia, and the most destructive in northern Euboea. Ferries evacuated over 2000 people. 125,000 hectares of forest and arable land was destroyed (the worst fire season since 2007). The World

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[4] www.climatechangepost.com

Meteorological Organization connected the fires with the regional heatwave and wildfire season made worse by climate change. [5]

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of life/serious injury to tourists and general population

- Evacuation of Tourists & population

- Travel disruption, large and small scale. Land/Air/Sea

- Catastrophic and minor damage to structure including accommodation, tourism sites, venues etc.

- Damage to essential services including power supply, water supply.

- Limitation of medical assistance and emergency services

- Destruction of natural habitat/wildlife

Volcanic Activity

Most of the volcanoes in Greece and the Greek islands are extinct, however, there are some still active. The most important active volcanoes in Greece are situated on Santorini Island, Nisyros Island, Methana, and Milos Island, receiving thousands of visitors every year. Volcanic hiking tours have developed for people with a special interest in volcanoes. [6]

The last recorded eruption was Santorini Caldera which is mostly submerged and located in the southern Aegean Sea, 120 kilometres north of Crete. The current Volcanic risk category is 'High'[7]. This is based on the position of the current active sites not on the propensity to erupt.

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[5] https://greekreporter.com/2022/01/04/2021-fires-greece-burned-double-nyc
[6] https://www.greeka.com/about-greece/nature/volcanoes/
[7] based on the NASA Earth Observatory site

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Travel disruption (Ash cloud)

- Injury to tourists and general population

- Potential damage to structure including accommodation, tourism sites, etc.

- Damage to essential services including power supply, water supply.

- Limitation of medical assistance and emergency services

- Destruction of natural habitat/wildlife

Tsunami

The Greek tsunami hazard is classified as medium according to the information that is currently available[8]. This means that there is more than a 10% chance of a potentially damaging tsunami occurring in the next 50 years. This is also the case for potential coastal flooding.

The areas at risk of tsunami will increase as global mean sea level rises. According to the IPCC (2013), global mean sea level rise depends on a variety of factors and estimates for 2100 range from ~20cm to nearly 1m. However, regional changes in sea level are difficult to predict. Projects in low-lying coastal areas such as deltas, or in island destinations of Greece should be designed to be robust to projected increases in global sea level.

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Travel disruption (Sea/Land)

- Fatality/injury to tourists and general population

- Severe damage to structure including accommodation, tourism sites, facilities etc.

- Damage to essential services including power supply, water supply.

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[8] https://thinkhazard.org/en/report/97-greece/VA-TS

- Limitation of medical assistance and emergency services

Hurricane/Tornadoes

Mediterranean tropical-like cyclones, often referred to as 'medicanes' but sometimes also as Mediterranean cyclones or as Mediterranean hurricanes, are meteorological phenomena occasionally observed over the Mediterranean Sea.

On a few rare occasions, some storms have been observed reaching the strength of a Category 1 hurricane. The main societal hazard posed by medicanes is not usually from destructive winds, but through life-threatening torrential rains and flash floods.[9]

The majority of tornadoes have occurred in the western parts and north central Greece, while waterspouts have occurred in both the Ionian and Aegean Sea (Sioutas, 2002) (Keul, 2003). Therefore, Greece averages about six tornadoes yearly.[10]

Example: Storm Ballos was a notable extra tropical cyclone that caused devastating floods across Greece during mid-October 2021. Ballos caused heavy destruction in Greece, shortly after Storm Athina struck the country. Heavy rainfall caused many disruptions in transportation, along with the storm-spawned flash floods.

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of life/serious injury to tourists and general population
- Travel disruption, large and small scale. Land/Air/Sea
- Catastrophic and minor damage to structure including accommodation, tourism sites, venues etc.
- Damage to essential services including power supply, water supply.
- Limitation of medical assistance and emergency services
- Destruction of natural habitat/wildlife

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[9] https://www.severe-weather.eu/tag/cyclone
[10] https://www.sciencedirect.com/science/article/pii/S0169809503000784

Ecological/Pollution Event

In accordance with the World Health Organisation's guidelines, the air quality in Greece is considered moderately unsafe. The most recent data indicates the country's annual mean concentration of PM2.5 is 16μg/m3 which exceeds the recommended maximum of 10 μg/m3. Contributors to poor air quality in Greece include food processing, and the tourism, textile, mining, and oil and gas industries. Available data indicates that Athens, Elefsina, Piraeus, Likovrisi, and Aliartos experience high levels of air pollution.[11]

Unfortunately, Athens has been classed as one of the most polluted cities in Europe, more so in the summer when humidity and the intense Mediterranean sun heat up industrial and vehicular pollutants lingering in the atmosphere.[12]

Example: Uncontrolled use of pesticides and fertilisers together with the proliferation of chemicals industries have significantly contaminated many Greek rivers (e.g., the Kifissos, the Axios, the Aliakmonas, the Pinios, the Strymonas, the Sperchios, the Nestos and the Acheloos). The European Hydro-Energy Conference considered the river Pinios to be the most polluted in Greece.[13]

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of biological diversity
- Destruction of natural habitat/wildlife
- Damage to natural sites and buildings
- Ill health effects to tourist and population
- Contamination of current water supply
- Reputational harm

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[11] https://www.iamat.org/country/greece/risk/air-pollution#
[12] https://earthdata.nasa.gov/learn/sensing-our-planet/smoke-over-athens
[13] https://www.europarl.europa.eu/doceo/document/E-6-2005-1340_EN.html?redirect

- Travel disruptions may occur. For example: Air travel if air pollution levels restrict visibility, Ferry transfer and boat excursions if sea pollution gas occurred, Restrictions on road traffic if air pollution is high in city areas

Oil Spill

Oil spills occur annually in the Mediterranean on a regular basis. Most of these spills are small, for example when oil spills while refuelling a ship. These spills can still cause damage. Large oil spills are major, dangerous disasters. These tend to happen when pipelines break, ships and oil tankers are damaged or sink, or drilling operations go wrong. Consequences to ecosystems and economies can be felt for decades following a large oil spill.

Example: According to the BBC World News, the Geri Chernomorya (1992) spilled 8,000 tonnes of crude oil in the Aegean Sea following a collision. Most of the oil dispersed naturally but parts of Mykonos were affected.

Example: The Agia Zoni II was a Greek tanker that sank which caused an oil spill on the Attic coast of Greece. The oil spill from the leaked crude oil and fuel initially contaminated the beaches of Salamina Island. The leak was sealed by divers, but a few days later an oil slick arrived on the coast of Piraeus.

Potential Challenge to Tourism Ecosystem
Local/Regional/National:

- Loss of marine life
- Destruction of natural habitat/wildlife/biodiversity
- Closure of tourist amenities
- Damage to beaches
- Damage to fishing/leisure activities
- Reputational harm
- Financial impact of clear up.

Societal/Political

Crime

Most visits to Greece are trouble-free. Personal attacks, including sexual assault and rape, are generally rare in Greece. There have been incidents in some holiday resorts frequented by large numbers of youth tourists. In many cases excessive drinking by either the victim or the offender preceded the incident. There have been some racially motivated attacks, mostly but not restricted to inner-city areas.[14]

General theft, pickpocketing etc can be centralised to some tourist destinations such as Athens and key tourist sites, markets etc. The 'Touristiki Astynomia' (tourist police) work in cooperation with the Hellenic Police and are found in cities and popular tourist destinations. Hotels, restaurants, travel agencies, tourist shops, tourist guides, waiters, taxi drivers and bus drivers all come under the jurisdiction of the tourist police.

The Hellenic Police and other prosecution authorities report a steady increase in the number of drug related offences (DLOs) and drug law offenders since 2012[15]. The majority of the DLOs in 2020 were principally linked to the use or possession of illicit substances, and on a secondary level to the illegal drug trafficking[16]. Approximately two thirds of the offences were related to cannabis, with opioid-related offences the next most common.

There is little evidence to suggest that drug related crime is targeted at tourists or that the presence of illegal substances is centred to tourist destinations. Over recent years, the reputation of some resorts has significantly improved with local control of youth resorts.

Potential Challenge to Tourism Ecosystem

- Reputation of resort or area suffers
- Reduction of tourist to high crime destinations

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[14] https://www.gov.uk/foreign-travel-advice/greece/safety-and-security
[15] www.emcdda.europa.eu/system/files/publications/11300/greece-cdr-2018-with-numbers.pd
[16] http://www.astynomia.gr/images/stories/2021/prokirikseis21/09072021ekthesi.pdf

- Perception of law enforcement and ability to deal with incidents
- Loss of business and revenue to the area and tourism services suppliers

Political Unrest

Greece has experienced in the past mass protest, rioting and political crisis, as the result of the combination of economic crisis, political instability, and socioeconomical hardships. During the unrest incidents, private property has been severely damaged.[17]

Example: Past anti-austerity events had led to various unrest incidents and even deaths due to the situation on the ground following demonstrations on the streets.[18] Other instances could refer to laws and regulations, such as the proposed bill to allow police presence on the university campuses, where mass protests had occurred.[19]

- Potential Challenge to Tourism Ecosystem
- Perceptions of hostility to potential visitors
- Reduced access to tourist areas
- Disruption to internal travel
- Direct impact on local tourism service suppliers
- Loss of foreign investment
- Reduced cash flow due to unpaid invoices from tour operators and suppliers, ongoing expenses, taxes, insurances etc.
- Unstable demand, negative image and reputation

Terrorism

The impact of terrorist events on the travel and tourism industry of any country or destination can be catastrophic. It can lead to unemployment, homelessness, deflation, and many other social and economic problems. The repercussions are left in many

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[17] P Sotiris - Riot, Unrest and Protest on the Global Stage, 2014
[18] https://www.thebalance.com/what-is-the-greece-debt-crisis-3305525
[19] Athens: Associated Press. 10 February 2021. Archived from the original on 12 February 2021. Retrieved 14 March 2021

other industries associated with tourism such as airlines, hotels, restaurants, and shops that cater to the tourists and allied services.

Compared to other EU countries, Greece has shown a significantly lower threat level of home-grown Islamist radicalization. [20] Nevertheless, the greater area of eastern Mediterranean has experienced in the past several incidents of terrorism threats, therefore the preparedness to deal with such a crisis will be decisive.

Individual countries advice to its nationals who travel to Greece changes regularly in relation to terrorism threat awareness.

Potential Challenge to Tourism Ecosystem

Local/Regional/National:

- Loss of life/serious injury to tourists and general population
- Forced evacuation and closure of tourist sites, venues etc.
- Negative international exposure
- Immediate and long-term loss in destination confidence

War

Apart from involvement in the major World Wars and also the Greek Civil War, the nation has been at peace for several decades. In 1952 Greece became a full member of NATO. The Aegean dispute is a set of interrelated controversies between Greece and Turkey over sovereignty and related rights in the region of the Aegean Sea.

The summer of 2020 saw tensions increase when Turkey announced it was sending a seismic survey ship, the Oruc Reis, to look for oil and gas in Greek national waters.

Potential Challenge to Tourism Ecosystem

- Total cessation of all tourist activities

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[20] https://www.counterextremism.com/countries/greece

- Loss of life/serious injury to tourists and general population
- Forced evacuation and repatriation
- Long term impact to all sectors

Note: At the time of finalising this document, the Ukraine is undergoing an active invasion by Russia. This has drawn international condemnation and especially from the EU nations and NATO members. *"Greece respects the territorial integrity, sovereignty and independence of all countries. It therefore unequivocally condemns revisionist actions that run counter to these values. And much more condemns the brutal violence from which, unfortunately, many innocent people will lose their lives"* Greek Prime Minister, Mr. Kyriakos Mitsotakis, 24 February 2022

Mass Migration

It is estimated that over 100,000 refugees and asylum seekers are on the mainland in the main urban areas and possibly over 20,000 on various Islands including Lesvos, Samos & Chios. (Reuters, September 2021)[21].

Greece was the frontline of Europe's migration crisis in 2015, when a million refugees from Syria, Iraq and Afghanistan landed. The numbers have slowed sharply since, but Greece states it is still left shouldering much of the burden.[22]

The Government of Greece, through the Ministry of Migration and Asylum (MoMA) and its Reception & Identification Service (RIS), has the main responsibility for migration management in the country. Due to EU travel restrictions, the majority of the refugees and migrants are unable to move quickly onto other destination for re settlement.

Potential Challenge to Tourism Ecosystem

- International perception regarding the ongoing situation

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[21] https://www.reuters.com/world/europe/feeling-abandoned-by-europe-
[22] https://www.reuters.com/world/europe/feeling-abandoned-by-europe-greece-hardens-migration-policy-2021-06-18/

- Destination/Country reputation

- Potential restrictions to some tourist areas

- Affects to local population and infrastructure

- Change in destination/resort dynamic

- Increase security visibility

Economic

Tour Operator/Airline Collapse

Any tour operator or airline collapse will have a direct and immediate effect on the tourism infrastructure of the destinations it sells holidays to. The long-term issues will also be a significant challenge to large and smaller suppliers.

Total losses to Greece's accommodation sector from the collapse of UK tour operator Thomas Cook was estimated at 315 million. [23]

A survey conducted by the Institute for Tourism Research and Forecasts (ITEP) during the September 24-27 2017 period stated that out of Greece's 9,917 hotels, 12 percent (1,193) had deals with the Thomas Cook Group in 2019. Losses from arrivals and overnight stays in 2020 were expected to reach close to 1 billion euros (929,073,511 euros) for the tourism industry, or 2.5 billion euros for the whole economy (based on the tourist multiplier).

The Greek Mouzendis Group went into administration June 2021 with reported debts of 100 million Euros.

Potential Challenge to Tourism Ecosystem

- Immediate support of stranded tourists
- Repatriation of tourist
- Unrest Supplier/Tourist
- Supplier issues due to non-payment of invoices and financial insecurity
- Future bookings and agreements cancellation
- Loss of revenue to immediate tourist market
- Seasonal markets affected
- Legal challenges
- Reputational and long-term association damage

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[23] Hellenic Chamber of Hotels https://news.gtp.gr/2019/10/01/greek-hotels-losses-thomas-cook-collapse-add-up-to-e315-million/

Financial Crisis

Greece faced a sovereign debt crisis in the aftermath of the financial crisis of 2008. It reached the populace as a series of sudden reforms and austerity measures. The crisis triggered the Eurozone debt crisis, creating fears that it would spread into a global financial crisis.

Hotels in Greece reported performance decreases. At a country level, revenue per available room (RevPAR) fell 14.6% and was driven by a decline in both occupancy and average daily rate (ADR). Greece suffered a decrease in overnight tourist arrivals as the crisis began, and visitor numbers dropped 6.4% year over year. This was to be one of just two year-over-year decreases between 2009 and 2018. Hotel room net openings, meanwhile, reached just 668 as 12,930 closed across Greece; the most significant closures for any year recorded.[24]

Potential Challenge to Tourism Ecosystem

- Civil unrest
- Fluctuations in tourist exchange rates
- Bankruptcy and closure of tourist suppliers and services
- Direct impact on local tourism service suppliers
- Loss of foreign investment,
- Reduced cash flow
- Lack of investment
- Unstable demand, negative image and reputation

Transport Incident

Transportation is an integral part of the tourism industry in Greece. It enables tourist to reach the numerous regions and destinations and provides onward links to accommodation, attractions, tourist sites etc.

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[24] https://str.com/data-insights-blog/impact-greece-debt-crisis-tourism-and-hospitality-industries

In Greece the dependency on air/sea/road and to some extent rail cannot be over emphasised. Therefore, any serious or major accident or transport event can be a form of crisis requiring intervention on a local, regional and national level.

Key Incidents

- Helios Airways Flight 522 was a scheduled passenger flight from Larnaca, Cyprus to Prague, Czech Republic, with a stopover to Athens, Greece, that crashed on 14 August 2005, killing all 121 passengers and crew on board. A loss of cabin pressurization incapacitated the crew, leaving the aircraft flying on autopilot until it ran out of fuel, and crashed near Grammatiko, Greece. It was the deadliest aviation accident in Greek history.

- On the evening of Tuesday 26th September 2000, MS Express Samina left the Port of Piraeus with 473 passengers and 61 crew members. Off the port of Parikia, Paros, the ship hit the reef of Portes islets, resulting in the deaths of 82 people from a total of 533 on board.

- On 13th May 2017 an intercity passenger train derailed and collided with a house in Adendro, Greece. Three people were killed and ten were injured. A preliminary report stated that the cause of the accident was excessive speed.

- On 18th February 2022 the Euroferry Olympia vessel was carrying more than 290 passengers and crew when it caught fire between northwest Greece and Italy.

Potential Challenge to Tourism Ecosystem

- Loss of life/serious injury to tourists and others
- Immediate cancellation of bookings short & long term.
- Loss of business to DMC's, Agents, transport providers
- Negative perception, image and reputation

Health Related Incident

At the time of drafting this document the world and Greece is still dealing with the largest global pandemic in a century; COVID-19. The 1918 influenza pandemic was the most severe pandemic in recent history. It was caused by an H1N1 virus with genes of avian origin. Within the period of 18 May 2009 and 3 May 2010, 149 fatal cases recorded in Greece in connection with the pandemic influenza A (H1N1). [25]

The COVID-19 pandemic in Greece is part of the worldwide pandemic of coronavirus disease 2019 (COVID-19) caused by severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2). According to the UNWTO Dashboard[26], the pandemic has had its toll on Greek tourism with International Tourism Arrivals recording a decrease of 76% in 2020 and 53% in 2021 compared to 2019. The International Tourism Receipts also recorded similar trend; -76% in 2020 and -42% in 2021 compared to 2019 results.

Potential Challenge to Tourism Ecosystem

- International travel halted for a considerable time
- Immediate loss of revenue streams
- Regular and sudden changes to control guidance
- Restrictions to all internal travel
- Affects to local population and infrastructure
- Uncertainty and anxiety throughout the whole sector
- Business suffering insolvency and bankruptcy
- Strong and long-term damage on travel confidence

Systems Failure

A technology breakdown to IT based systems is now one of the major potential threats to any organisation and business. The extent of a systems failure can be devastating. Technological crisis events inevitably occur when technology becomes complex or

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[25] National Library of Medicine, USA, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2976846/
[26] https://www.unwto.org/tourism-data/international-tourism-and-covid-19

arises as a result of a failure in software or increasingly, malevolent actions by an external third party.

The tourism industry is reliant on such systems working well and quickly. The whole holiday process from booking to travel, accommodation, payment etc. will invariably have an element of information technology linked to the experience. According to the Association of British Travel Agents Newsletters throughout the years:

- In May 2017 a check in system failure left 75,000 customers stranded at Heathrow airport.
- In 2020 AIDA cruises reported 'immense' problems with their computer systems.
- British Airways suffered data breach which affected more than 400,000 customers.
- September 2020 thousands of flights across Europe cancelled due to French air traffic control failure.

Potential Challenge to Tourism Ecosystem
- Disruption to booking processes
- Cancelations and curtailments
- Travel delays and interruptions
- Customer and tourist dissatisfaction
- Financial problems
- Reputation damage

The Crisis Management Framework

Having described the basic principles of Crisis Management and outlined the potential types of crises that can occur and affect the Greek tourism, in the following chapter the report presents the crisis lifecycle and the technical tools necessary for MOT to implement coordinated and efficient management.

Crisis Lifecycle

There is nothing typical about a tourism-based incident or crisis, some features that are likely to be common to many of the situations destinations may face are described below. Every event is different, we must be prepared to be flexible and adaptable.

It is expected each incident to have certain stages which progress in a broadly chronological order. Those stages are briefly described here.

Step 1: Notification

The first information about an incident may be received from a wide variety of sources such as: the National Government; individual destinations, trade bodies, stakeholders, the markets, the media or a supplier or local emergency services such as the Police. As soon as an MOT member of staff receives any information about an incident this must be communicated to a senior member of the Crisis Management Team (CMT).

Staff

Sometimes a staff member receiving the initial information may wonder if the incident is serious enough to justify reporting it and may feel they can deal with the event themselves, thus delaying the notification. On other occasions they may find the first news of the event shocking, or even unbelievable. This can easily create a state of confusion and inaction as people struggle to think what should be done.

This is one of the reasons why it is important that key staff are aware of the Crisis Management Plan (CMP).

Stakeholders/Partners/Tourists

During this phase of the incident, industry stakeholders and customers in the Greek tourism sector may be experiencing a traumatic or tragic event that may result in them suffering long-lasting traumatic reactions. Emotions will be high and even a sense of panic or incredulity.

Media

The Media may know about the incident before the MOT does. During this phase of the incident, Media representatives may be travelling to an incident and reporting it live to the broadcast media.

Step 2: First Actions

It may immediately be clear from the information received that a serious incident has occurred, and the crisis could grow, requiring a special response; or the seriousness may only become clear gradually.

When a senior member of the CMT receives information that appears to describe a potential crisis situation, they must respond immediately by initiating the first actions described in the TCMP.

The first actions are likely to include:

1. Assess the information available and discuss with another senior CMT member (if available).
2. Begin Golden Hour Actions (see page 53-54) or similar description of first actions contained in the TCMP.
3. Meeting of CMT members to share information and decide on what procedures to adopt.
4. Decide first key actions.

The first actions of the CMT in the early stages of an incident may determine the ultimate outcome as well as the reputation of the MOT and Greek Government.

The decisions taken by the CMT must be compatible with the National and Regional Governments objectives.

Staff

During this phase of the incident MOT staff may also be shocked and alarmed by news of the ongoing event/crisis. They are also likely to feel an urgent need for information, guidance, and reassurance. They may well have family, friends and colleagues actively caught up in the incident.

Stakeholders/Partners/Tourists

During this phase of the incident those involved may be shocked and frightened by what has happened or is happening. They are likely to feel an urgent need for information and reassurance about what is going to happen next. They may be informing their families and friends. Their families and friends may be watching media reports.

Media

The media are gathering information about the stakeholders and those involved in the developing event and are 'framing' the "story". This is likely to include them apportioning responsibility.

Step 3: Clarification

This phase of the crisis/incident may last from a few hours to several weeks and months.

During this stage of the incident, the key actions are implemented, further information about the incident is received, the teams required to manage the incident are fully mobilised and begin to carry out their appropriate functions.

The CMT will meet to review their initial actions in the light of further information and will plan a timetable of actions to follow.

Staff

During this period, the staff responding to the incident may feel energised by the ongoing situation. However, depending on support and staffing levels individuals can become tired and exhausted feeling significant levels of stress.

Stakeholders/Partners/Tourists

The establishment of better communication and provision of information will begin to impact on the sector and the message the MOT wants to project. Conversely, if there has been a lack of information or inaccurate facts passed on the organisation will be required to ensure clarification and produce timelines for response and actions.

Media

The Media want to "refresh" the story to avoid being repetitive and so need to be fed new information periodically. They are highly competitive and if they are not given new information, they will generate it themselves. Senior MOT staff may be required for interviews and opinions.

Step 4: Consolidation

During the Consolidation stage of the incident the response changes from being purely reactive and moves towards a proactive message. The consolidation phase may be short term but most likely in a crisis situation it might be protracted.

During this phase the infrastructure and the integrity of MOT's response must be maintained. The CMT should meet regularly, handover meetings should be convened, and decisions should be regularly reviewed in the light of any new information.

Staff

The staff who are involved may be very tired. To maintain the quality of the response they will require refreshing and replacing as necessary. The staff who are directly involved in the response require support and recognition. The staff who are not directly involved in the response but are continuing to manage the normal MOY operations require information and appreciation.

Stakeholders/Partners/Tourists

Affected clients may be beginning to return home. If necessary, families who have travelled are supported and then also travel home. Stakeholders, partners and people involved in the Greek tourism industry will need support and reassurance.

Media

Depending upon the type and scale of the event the story may have moved on. If so, it may be possible to "manage" the media demands through normal channels.

However, if the crisis is large or on going the media organisations will be looking for any information they can find to provide a new "angle". This may involve them visiting tourists, their families, stakeholders, and tourism destinations in the search for new information.

Step 5: Conclusion

The conclusion of the incident should be planned from as early a stage as possible and the concluding stages "managed", just as the earlier stages were. The MOT should identify the tasks to be completed before the response is concluded and the CMT stands down.

Staff

Those who are providing direct support to individuals or organisations may be particularly busy in connection with the process of return to normal business operation in the early aftermath.

Any continuing support to affected parties is carefully planned and continuing support and recognition is provided for all staff, whether directly involved in the incident response or not.

Stakeholders/Partners/Tourists

Tourists after returning to their home and the reality, the experience that they have suffered will be setting in for them and their families. They may be disappointed that

they are having difficulty finding local support. Livelihoods could have been damaged or ruined. Financial loss and personal hardship could follow.

Media

The media are proactively informed of the demobilisation of the response and are given new information at regular intervals. If necessary, Press Conferences can be held.

Step 6: Post Incident

All declared incidents should be concluded with an examination of the response and a post-incident process. This involves not just the CMT, but all interested parties. The MOT should convene a post-incident debriefing meeting in order to evaluate the operation of the incident response. Gratitude should be expressed to all those individuals and organisations who provided assistance and, where needed, meetings held with relevant parties.

All information collated and collected.

Staff

Staff involved in the incident response may be collating information, calculating the impact of the incident, and preparing for a post-incident operational advice. Staff who are returning to their normal duties may find that it is a deflating experience. The need for continuing support for staff should be assessed.

Stakeholders/Partners/Tourists

Plans for continuing support for those impacted may be implemented as deemed necessary.

Having as a background the Crisis Lifecycle presented above, the below Figure 3 sets out the strategic framework for the planning and management of crisis for the MOT. This model highlights three main stages in managing incidents strategically:

1. **Prevention Planning**
2. **Implementation**
3. **Evaluation Review**

Within each stage various management tasks are identified. Understanding and classifying each potential type of crisis or event will dictate the level of involvement and implementation. One plan will not fit all situations. Specific strategies may have to be developed 'live' as a crisis develops and therefore the skill and knowledge of various organisations and individuals is an essential element to be introduced at the appropriate time.

Figure 3: Strategic Framework

PHASE	CRISIS RESPONSE ELEMENT	CRISIS MANAGEMENT STRATAGY
• Pre Event • Prodromal • Emergency • Intermediate • Long Term • Resoulution	• Pre Cursers • Mobilisation • Action • Recovery • Re construct • Review	• Risk Assessment • Contingency Plans

Crisis Phases

	Stage	Action	Example
1.	**Pre-Event**	Where actions can be anticipated or taken to prevent the crisis from occurring or reducing its potential effect and outcome.	MOT is aware of a major political event in a tourist destination and can ensure that stakeholders are aware of locations, times and dates and the potential impact on the local tourism sector and what challenges will be presented.
2.	**Prodromal**	This the 'warning' stage when it is apparent that the crisis is inevitable.	A major carrier is likely to go into liquidation and bankruptcy in a few days. MOT can begin to mobilise its crisis team and make key stakeholders aware of the implications and how the MOT will support them.
3.	**Emergency**	This is where the situation is acute, and the crisis is underway. The effects of the situation have been realised and immediate actions are required to limit escalation and more severe and long-term effects.	A natural disaster has occurred in a specific tourist region. Emergency services Regional/National Government is involved. Media outlets are active and source markets requiring information. MOT critical stage in communication/liaison & information gathering. Release of key facts to stakeholders and markets.
4.	**Intermediate**	Reaction to the short-term needs of the tourism sector. Identifying those with priority needs and designating resources and support to begin the restoration of normal tourist activities as soon as possible.	Serious fire outbreaks have affected one of the key destinations for tourists. MOT to ensure that liaison with the relevant stakeholders and organisations is ongoing.

			Can the source markets be advised on alternative resorts or areas? Deciding the ongoing needs e.g., flights, ground transportation and accommodation. Do the suppliers require financial assistance? If yes, communicate with the respective government authorities and liaise with the stakeholders in need to design a special and tailored financial support package/tool/fund.
5.	**Long Term**	A continuation of the Intermediate stage - this recovery phase is a process of evaluation and review. Items that could not be addressed quickly are now considered.	A serious terrorism event has taken place against tourist in one of the holiday resorts. MOT to be prominent in the process of recovery and confidence in the sector. De-briefings to stakeholders and the source markets. Restoring a level of assurance with improved strategies, protocols and training.
6.	**Resolution**	The normal routines and markets have returned to previous or improved levels.	Post COVID-19 The tourism sector to be aware of the ongoing challenges of the pandemic however being able to offer its tourists an uninterrupted experience based on current knowledge and potential controls.

Crisis Response Elements

Effective crisis management requires six basic elements. If these aren't in place, the TCMP will likely stumble right at the beginning of a crisis, and will likely make critical errors in the initial response and recovery efforts. It is imperative to provide the necessary information to help create an effective crisis management team and crisis management process that can help successfully manage incidents, both of large- and small- scale.

Precursors

- Appointment of the Crisis Management Team (CMT)
- Designation of CMT lead
- Identification of relevant public/private sector agencies
- Establishment of communication system
- Development of CMT
- Stakeholder and interested parties education/training in CMT
- Agreement of continuity of CMT

Mobilisation

- Alert systems
- Establishment of CMT centre/base
- Secure Communications

Action

- Immediate rescue/evacuation/emergency procedure
- liaison with emergency services
- Immediate tourist/stakeholder support
- Media and communication in real time

Recovery

- Damage survey and monitoring systems
- Restoration
- Media consultation process

Reconstruction

- Repair and replacement of affected infra structure
- rehabilitation of environmentally effected areas
- Counselling and support
- Restoration of markets through marketing etc.

- Debriefing and gap analysis

Resolution

- Gap analysis
- CMP review

Crisis Code of Conduct

During a crisis situation it is essential that some simple rules of engagement are followed. The MOT will be in the spotlight from all agencies, suppliers, stakeholders, customers, and tourists. The following is a simple list of actions and advice that should be communicated to all those involved in a crisis situation.

Must Not Do

Rush to judgment. We should not jump to comment without facts and confirmation. Hearsay will be inaccurate and affect the MOT's credibility.

Overreact. The MOT will be effective if we use our experience and professionalism. Maintain an even and balanced view and only comment on verified facts. Panic could be created, and business lost.

Fail to act. If we do not communicate in a timely and professional manner the MOT will lose an element of control. It could be criticised for failing in its message and lose trust with its stakeholders and partners.

Change the facts. Never alter or bend the facts to support the message and argumentation. Facts are facts. Changing the facts will destroy MOT's credibility and as an organisation will suffer in the long term.

Show a lack of compassion. When people suffer in a crisis the MOT's first priority is to provide support where possible, demonstrate concern and show sympathy. It is critical any media spokesperson is aware and trained in this approach.

Blame others. Blaming others would reflect poorly on the MOT. Although the facts will point to other causes or organisations or circumstances beyond MOT's control, these can be clarified later.

Break ranks. Teamwork throughout the CMT and the MOT is essential to stay on message. There needs to be one message and one spokesperson. Show a united front and do not comment or criticise others in the organisation.

Play favourites with the media. Providing vital information to one media outlet or one media channel only will result in incorrect off-message stories elsewhere. It will also create resentment by those left out and possible negative publicity could occur.

Communicate too much or too little. Do not feel compelled to provide a continuous stream of information if it is not relevant to the crisis. Conversely, do not be guarded and withhold important information.

Do not assume communications responsibility if the MOT is not the most appropriate source. Do not automatically assume we need to take a high-profile position. Other Government Departments may be more directly related to the crisis and be the most appropriate communications lead. The MOT can still be an effective support to the lead organisation.

Must Do

Establish credibility. Establish credibility with other involved departments and organisations through regular engagement in specific communications channels. Do not wait until a crisis to enter a new channel. The MOT should be a recognised presence and respected source.

Respond in the same medium. Respond in the same way to any communication (e.g., to email with email, blogs to blogs, tweets to tweets, etc.). Ensure if information is critical that delivery and receipt is verified.

Stay on message. Once goals and messages have been established, repeat them in all our communications as frequently as possible. Do not deviate from the original message.

Disclosure. Provide all relevant and verified information only to recognised/verifiable/ legal sources. Be aware of data protection requirements.

Clarity. State the messages clearly and concisely. Fewer words will always be more effective.

Accuracy. Always be accurate. Make sure MOT has the correct facts before it communicates. Inaccurate statements will damage MOT's credibility and make restoring its reputation and image more difficult.

Transparency. Be open about MOT's sources and who is involved in decision making. Un-sourced information makes our statements appear unreliable.

Honesty. Credibility is based on the perception of honesty. If MOT does not know the answer, it will say so but promise to find out.

Accessibility. Be accessible to the media and other relevant parties on very short notice. They are on a deadline, and it is better for MOT to speak "on message" with facts than for them to create their story without the full picture.

Know our audience. Different media have different needs and requirements for story angles, deadlines, length of story, interviews. Customise MOT's approach to maximise its effectiveness.

Respond quickly. Issue a standby/holding statement within the shortest time possible. Always respond quickly to questions and requests for information. If MOT remains silent, someone else will most likely say something, perhaps providing incorrect information.

Update frequently. Establish a schedule of frequent updates and do not deviate. The markets and media will pursue other information sources but providing frequent updates. This gives MOT a better chance of controlling the story rather than the story controlling the MOT.

Stay calm. Project an image of professionalism that reflects well on the MOT. Never lose temper or treat others with disrespect. It can ignite a battle which shows MOT as unprofessional and in a bad light.

Crisis Management Team (CMT)

It is important that the Tourism Crisis Management Plan (TCMP), sets out clear roles and duties as far as possible for the Crisis Management Team (CMT) so that the responsibilities of each role and what tasks that role is expected to perform are easily understandable. The details of each role may differ from other Greek Government Offices or plans, but the principal titles and basic duties should be consistent.

CMT Roles and Duties

Not every individual section or office within the MOT will need a role – this will depend upon each office's functions, circumstances, and resources. What must happen as a matter of policy is that every individual office or department must review all the roles that may be required, decide which roles they need to fulfil their responsibilities, make the necessary appointments, and arrange for training.

Some minor incidents may only require a Crisis Controller to take responsibility for managing the response. Whenever the TCMP is used to manage an incident there must also be at least a Policy Manager appointed. Once the roles of Policy Manager and Incident Controller are filled, they will decide which other roles are required for the proper management of the crisis/event.

A summary of the principal responsibilities and a checklist for each role are included below. The checklists are there as guidance to ensure that the CMT considers the actions that are likely to help the management of a crisis. Not all actions will be required in all incidents. Some actions may be required that are not listed, but that depends on the particularities of each crisis. During the management of a crisis CMT members are expected to use a copy of the checklist relating to their role as a working document. The column headed 'check' (tick) provides an opportunity to record that a task or responsibility has been recognised and considered. The 'Initials/Date/Time' column should be used to record who and when the task or responsibility was acted upon or completed. The column headed 'Notes' provides space for an aide memoir or comment.

Figure 4: The Crisis Management Team Roles

Communication Coordinator

Lead:
Alternates:

Communication Spokesperson

Lead:
Alternates:

Policy Manager

Lead:
Alternates:

Policy Advisor

Lead:
Alternates:

On-Site Team Manager & Assistants

Lead:
Alternates:

Crisis Controller

Lead:
Alternates:

Crisis Controller Assistant

Lead:

Specialist Assistant Communication

Lead:

Specialist Assistant Welfare Support

Lead:

Specialist Assistant Social Media

Lead:

Specialist Coordinator IT

Lead:

Crisis Controller

The Crisis Controller has overall control of the management of the response to a crisis situation. Whenever news of an incident is received, they will ensure that they, or another Crisis Controller, take control of the response to the incident. They will decide whether the CMT is required and which of the TCMP Procedures are required to manage the crisis. If a CMT is required, the Crisis Controller will be assisted by the Policy Manager. They will appoint other CMT members if required. They will chair conference calls, meetings of the CMT, handover meetings and any other relevant meetings as required.

The Crisis Controller should have a thorough understanding of MOT operations, processes, resources, and the TCMP.

Principal Responsibilities:

- To consider incoming information and decide whether or not any procedures from the TCMP (including the formation of a CRT) are required to properly manage the incident in order to fulfil the requirements of the plan.

- When needed take immediate steps (liaising with Senior colleagues) to protect the safety/welfare of tourists/stakeholders/partners/colleagues.

- To manage the overall response to a crisis situation.

- To liaise with Policy Manager (if appointed) to review actions at frequent intervals

- To liaise with the Policy Manager (if appointed) and keep them fully up to date on all issues throughout an incident.

- To be the focal point for the intake and dissemination of information throughout a crisis situation.

Crisis Controller Assistant(s)

To provide administrative support to the Crisis Controller throughout the management of an Incident. To assist the flow of information to and from the Crisis Controller.

Principal Responsibilities:

- Identifying which other organisations are involved in the incident.

- Collating information relating to the incident and keeping the Crisis Controller and all appropriate parties fully informed.

- Assisting the flow of information to and from the CMT members and other contacts at the location or area of the crisis.

- Establishing and maintaining contact with other Stakeholders, Tour Operators, Airlines or Suppliers involved in the incident.

- Liaise with Specialist Assistant Welfare support for general needs and support of CMT.

Policy Manager

A senior member of MOT whose role is to make executive and policy decisions at a "Government" level. Someone to take pressure off the Crisis Controller by overseeing National Media/PR, addressing issues with National/Regional Government departments, and providing policy decisions if needed. This person may *be* a candidate to face the media if required.

Principal Responsibilities

- To make all policy decisions.

- To liaise with the Crisis Controller and the Communication Spokesperson throughout the crisis.

- To liaise with the Crisis Controller to review key actions at frequent intervals

- To liaise with other Hellenic Government Departments.

- To ensure continuation of normal working practices.

Policy Advisor

During the crisis is to advise the Policy Manager on any external aspects to be considered. They will supply information from source markets and other Government departments. Act as a liaison with major suppliers and partners. Attend meetings on behalf of the Policy Manger and brief the CMT on relevant changes in real time.

Principal Responsibilities

- Legal duties.

- Best and/or industry practice

- Guidance and standards to be followed.

On-Site Team Manager

As the crisis evolves the team needs have access to the information on the ground (if applicable) and make sure that all focal points are being established. The On-Site Team Manager is the one responsible for such a task.

Principal Responsibilities

- To attend the Incident/crisis Location and be the "front face" of the MOT assisted by local staff Assistants (if present).

- To set up a point of contact that will allow information to flow between the location of the incident/crisis and the CMT.

- To assist and inform those involved in the incident at the location if possible.

- To work closely with all local stakeholders and support organisations if required.

Communications Coordinator/Spokesperson

They will manage official internal and external communications; and is the public face of MOT during a crisis if required. They work closely with any Government public

relations. This role can be split or combined. Where there is a large amount of media traffic it may be prudent to have a separate spokesperson who is fully briefed and trained in media presentation, allowing the coordinator to collect and assimilate all the incoming information.

Assisted by Specialist Assistant Communication/Social Media

Principal Responsibilities

- To manage official communications within MOT via approved PR/Media.

- To represent MOT by providing accurate and appropriate information to the media.

- To handle all matters relating to Press, TV, Radio, and new media (e.g., Twitter, website) in coordination with the Policy Manager/ Social Media specialist assistant.

- To monitor the incident/crisis reporting in the printed and broadcast media and on social media with the Social Media specialist assistant.

- To assess with the Crisis Controller whether specialist public relations assistance is required.

- To liaise with other Government agencies and markets to manage the information provided to stakeholders in the incident.

Systems Coordinator

It is imperative that during a crisis the CMT can rely on operational systems in place that will help them address the challenges, as well as enable the coordination necessary among the members. The role of the System Coordinator is crucial in realizing the operational framework necessary that will assist the objectives of the CMT and optimise its effectiveness.

Principal Responsibilities

- To liaise with the Crisis Controller to ascertain system priorities.

- To ensure prompt and accurate availability of information requested.

- To assist with the set-up of all CMT space as required by the Crisis Controller or any senior member of the CMT.

- To ensure all emergency telephone and fax lines are activated.

- To ensure that adequate communication equipment is available throughout the incident.

The Golden Hour

The 'Golden Hour' is one of the most important moments in the process of managing a recently developed crisis. It refers to the moment that the decision maker and the CMT take a step back and try to calm in order to be able to act strategically. The Golden Hour must be treated as the time dedicated to clearing up the mind and start planning the response to the crisis presented; effectively it is the moment that the crisis management starts. The below table presents the Actions that the decision maker and the CMT must implement:

Table 1: Decision Maker and CMT Golden Hour Actions

	GOLDEN HOUR ACTIONS	☑
1.	CMT member receives information about incident. Crisis Controller appointed. Policy Manager made aware.	
2.	Establish immediate facts. Location, incident type, areas and people affected. Potential of development.	
3.	Crisis Controller & Policy Manager to decide if other CMT members are currently required to manage the response to the incident.	

4.	Crisis Controller & Policy Manager decide what other procedures from the CMP are required in response to the incident.	
5.	Appoint any other CMT roles required.	
6.	Policy Manager to consult other Government departments/organisations.	
7.	Based on information received decide whether the incident is likely to have an immediate effect on the MOT its stakeholders, customers, suppliers etc.	
9.	Decide how to communicate your message and communicate the message without further delay to people affected.	
10.	Crisis Controller to put On -Site Team Manager/Members on standby if required.	
11.	Crisis Controller/Crisis Controller Assistant(s) to provide all relevant information on contact/communication routes.	
12.	Communications Spokesperson (or other Senior CMT member) to ensure all offices are advised of incident.	
13.	**CMT to agree First Key Action Plan**	

Crisis Controller Check List

Action	Initials/Date/Time	Notes
Immediate Actions		
Upon receipt of information about an incident either accept appointment as Crisis Controller or assist with the prompt identification of a more suitable Crisis Controller.		
Upon receipt of information about any incident record the time of notification.		
Decide whether or not any procedures from the CMP (including the formation of a CRT) are required to properly manage the incident.		
Commence written Crisis Management Reference Plan.		
Consider all Golden Hour Actions and action those that are required.		
Call in Incident Controller Assistants (if required).		
Allocate Incident Controller Assistants' duties ensuring all IRT members are kept informed.		

Decide location of crisis room (if required); inform all CRT members and relevant others of location. Inform all staff that an incident is in progress.		
As soon as initial alert is received liaise with Policy Manager (if appointed) to ensure initial bulletin is sent to all MOT departments and offices.		
Ensure telephones and lines of communications are in place and manned at all times (if required).		
Ascertain if other Government departments are involved and arrange suitable coordination with Policy Manager.		
Appoint Incident Controller Assistant to maintain the Crisis Management Reference Plan.		
Pass any press enquiries to Communication Coordinator/Spokesperson.		
Intermediate Action		
Ensure contact with Stakeholders is in place and they are aware of lines of communication with CMT.		
Ensure contact with outside agencies (Tour Operators, Overseas Markets, Airlines etc.).		

Ensure the team is kept fully up to date on any changes to policy, statements from National Regional Government etc.		
Contact MOT replacement team members to alert them to be available, as necessary.		
Incident Controller and Policy Manager (if appointed) to establish.		
Decide location of central files with all incoming and outgoing information. Crisis Controller assistant ensure all are to be dated, timed and with name of person supplying information. Keep a copy of all bulletins on file.		
On Going Actions		
Liaise with Policy Manager and On-Site Manager regarding post incident calls or letters of support or condolence to affected parties.		
Ensure calls are made to check stakeholders' situation, and enquiries made about their well-being. Post incident follow-up letters sent.		
Ensure calls are made to international Markets, Tour operators and external tourism agencies. Detailing the current situation and any further actions to be taken.		

Liaise with Policy Manager, On Site Manager and Welfare Support Assistant regarding post incident psychological support requirements for all staff involved.		
Send letters of thanks to all involved, in liaison with Policy Manager.		
Hold a Post Incident Review. Record any changes/additions to TCMP for inclusion in future CMP updates.		

Policy Manager/Advisor Check List

Action	Initials/Date/Time	Notes
Immediate Actions		
Once appointed decide with Crisis Controller if other CMT members are currently required.		
With Crisis Controller decide if On-site Team should be sent to destination.		
Liaise with other Government Departments and agencies and Emergency Services.		
Alert Communications Coordinator/Spokesperson.		
Establish clear and effective communication channel with other offices and key personnel.		
Establish if the crisis involves travel warnings or public announcement. International/Regional.		
Establish whether future departures may be affected/cancelled/re-routed and whether travel companies' operations offices to be advised.		
Ensure immediate internal communication plan is activated with Crisis Controller.		

Establish with Stakeholders/Markets if a client hot line is required for family inquiries. Inform all who need to know of these numbers.		
Remind all CRT members to use Crisis Reference Management Plan to record actions and decisions. Completed plans must be handed over to the Crisis Controller. All reports must contain factual information only.		
Intermediate Actions		
Decide if MOT Spokesperson should be sent to site or destination.		
Authorise any costs if family members have to be flown to the incident (Crisis Controller will co-ordinate with passengers' travel company).		
Check MOT and CMT members and other relevant staff regularly for signs of psychological trauma and/or overload. Arrange replacement, rest, trauma support, privacy as appropriate.		
Determine CMT shifts, and replacement for Policy Manager shift in event of lengthy incident response.		
On Going Actions		

Ensure all internal MOT staff are correctly briefed on the progress of any incident, and how to react to outside interest.		
Request support and understanding from independent suppliers during incident if MOT cannot continue presently as normal.		
Decide stand down time and handover roles. If appropriate decide when the incident no longer requires managing using the CMT and can be handled by operations and if support of MOT members is still required.		
Determine who keeps the completed Crisis Reference Management Plan and associated files.		
Hold a Post Incident Review. Record any changes/additions to CMP for inclusion in future CMP updates.		

Communication Coordinator/Spokesperson Check List

Action	Initials/Date/Time	Notes
Immediate Actions		
Assess with Policy Manager if Government Public Relations Department is taking the lead role or MOT is required to initiate its own.		
Contact all other relevant Government Departments Public Relations offices and decide the ongoing protocol.		
Put in place the Specialist Assistant Communication and Specialist Assistant Social Media.		
Issue a holding statement to CRT and other MOT staff members so they know exactly what to tell members of the public and press who telephone before press release available.		
Keep record of any calls from the press or other media outlets.		

Initial statement to media guided by Policy Manager and other relevant Government departments.		
Commence chronological written Incident Log Sheet. Remind any Assistants to keep Log Sheets including records of conversations and actions.		
Ensure close liaison and regular updates from the Specialist Assistant Communication and Specialist Assistant Social Media.		
Intermediate Actions		
Issue regular statements to the media, numbered timed and dated.		
Prepare media statement regarding future departures if travel warning or public announcement has been issued.		
Liaise with all Stakeholders PR advisors/offices.		
Ensure Policy Manager, Crisis Controller receive copies of all press releases.		

On Going Actions		
Collect any articles appearing in the media. Collect and distribute any 'good news' relating to the incident.		
Ensure updates and information is still distributed during the consolidation and final stages of the event.		
Hold a Post Incident Review. Record any changes/additions to TCMP for inclusion in future TCMP updates.		

Actions of the Crisis Management Team

The Below Figures visualise the Immediate, Intermediate and Consolidation Actions of CMT. These illustrations should be used as a reference point while further details, depending on the stage, must be accessed within the respective Chapter in this report.

Immediate Actions

Figure 5: Immediate Actions of the CMT

Incident reported to member of MOT or CMT	Collect information Begin Incident Log Sheet
Appointment of Crisis Controller who begins Golden Hour actions	Liaise with Policy Manager Begin Crisis Management Reference Plan
Crisis Controller decides if other CMT members required	
Crisis Controller & Policy Manager appoint CMT members.	Ensure access to CMT Checklists and forms
Crisis Controller advises CMT members to address their Checklist or responsibilities	
Crisis Controller & Policy Manager choose which CMP Procedures to use	
Implement Procedures and write first list of KEY ACTIONS	

Policy Manager

Crisis Controller

Crisis Controller Assistants

On-Site Team Manager

Communications Coordinator

Specialist Assistant Social Media

Specialist Assistant Communications

Specialist Coordinator IT

Specialist assistant Welfare Support

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Figure 6: Intermediate Actions of CMT

```
┌─────────────────────────────────┐        ┌─────────────────────────────┐
│ Crisis Controller collates      │ ◄───── │ Collect information         │
│ further information received    │        │ Stakeholders/Agencies       │
│ and briefs CMT                  │        │ Markets/Suppliers           │
└─────────────────────────────────┘        └─────────────────────────────┘
                 │
                 ▼
┌──────────────┐   ┌─────────────────────────────┐   ┌─────────────────────────────┐
│ Welfare      │ ◄─│ Incident Controller reviews │ ─►│ Identify any issues Interim │
│ issues       │   │ checklists with CMT         │   │ Support for Stakeholders    │
│              │   └─────────────────────────────┘   └─────────────────────────────┘
│ Are resources│                │
│ required     │                ▼
└──────────────┘   ┌─────────────────────────────┐   ┌─────────────────────────────┐
                   │ Review, revise and distribute│ ─►│ Liaise with Communication   │
                   │ list of KEY ACTIONS         │   │ Coordinator/Spokesperson    │
                   └─────────────────────────────┘   └─────────────────────────────┘
                                │
                                ▼
                   ┌─────────────────────────────┐   ┌─────────────────────────────┐
                   │ Policy Manager and Incident │ ◄─►│ Liaise with Communication   │
                   │ Controller draft status     │   │ Coordinator/Spokesperson    │
                   │ report                      │   └─────────────────────────────┘
                   └─────────────────────────────┘
                                │
                                ▼
┌───────────────────────────────────────────────────────────────────────────────────┐
│ Incident Controller to manage incident/crisis and collate all information to and   │
│ from CRT                                                                            │
└───────────────────────────────────────────────────────────────────────────────────┘
         ▲                        ▲                        ▲
         │                        │                        │
┌──────────────────┐   ┌──────────────────┐   ┌──────────────────┐
│ On-Site Team     │   │ Social Media     │   │ Liaison with     │
│ Manager regular  │   │ Specialist       │   │ Policy           │
│ updates.         │   │ regular updates  │   │ Advisor/Manager  │
└──────────────────┘   └──────────────────┘   └──────────────────┘
```

Figure 7: Consolidation Actions of the CMT

Incident Controller collates further information received and briefs CMT	→	Review Checklists with CMT members
↓		
Crisis is still ongoing draft and distribute Information	**Incident has ended or impact reduced** ←	Clarification required from On-Site Team Manager
↓	↓	
Crisis Controller to continue with	**Ascertain affected Parties Still requiring support and assistance** ←	Information from Stakeholders/Suppliers/Markets
	↓	
	Finalise and distribute closing statements to: Stakeholders/Suppliers/Markets	Liaise with Communication Coordinator/Spokesperson Policy Advisor/Manager
	↓	
	Stand down CMT Organise on-going welfare for MOT staff	
	↓	
	Crisis Controller to Chair Post Incident Debriefing Meeting ←	Policy Advisor/Manager Review CMP

Crisis Management Reference Plan

A crisis event can occur at any time and affect the tourism product we offer across many sectors. It is important that as an organisation we identify the relevant people, systems, messaging, and standards we wish to project in advance.

Potential Crises Planning

The crisis management team will identify the potential threat based on known vulnerabilities. It may be possible that we prevent some crisis situations by shifting existing conditions or operational methods. Consider possible responses and best- and worst-case scenarios.

- **Natural/Physical** Earthquake/hurricane/volcanic eruption/flood/fires

- **Political** War/civil unrest/terrorism/riots/Migration of refugees

- **Economic** Recession/currency collapse/TO collapse/Airline collapse

- **Challenge** Strikes/boycotts/government restrictions/technology failure

- **Environmental** Oil spill/pollution/water, air, land contamination

- **Medical** Disease/Pandemic/Epidemic

- **Transport:** Ferry/ship disaster/plane crash/train/coach crisis

Below this sub-chapter provides descriptions and templates to be used while addressing the crisis and preparing the management of the situation. These templates are made to be used based on the particularities of the crisis – some might be relevant, some not, depending on the nature of the incidence.

The Crisis Management Team

The team should be headed by a senior executive. It is essential that members are trained in media communication, therefore a public relations professional should also be part of the team. Other members may involve relevant senior managers responsible for the Greek tourism product, heads of divisions/regions.

Name & Title	Role/Responsibility	Contact Information

Spokespersons

The organisation should already have in place a selection of potential spokespersons/subject matter experts. It may be prudent you select the ultimate spokesperson only once the crisis breaks. Consider all the different channels of communication, both internal and external, that you may need to cover.

Name & Title	Expertise/Role	Contact Information

Stakeholders

A complete database of internal and external stakeholders will be necessary to guarantee that the exact messages you want them to hear and potentially repeat to other individuals or media outlets. Use the stakeholder communication plan template and update it frequently.

Stakeholder	Interest	Key information	Communication Vehicle	Frequency	Comments

[Crisis Communication Response Plan](#)

A separate plan can be created for each potential event.

Crisis/Event Type	
Communication goals	
Target audience	
Issue Analysis & Verification	
What happened	
When did it occur?	
Who is affected?	
Which credible information sources have been confirmed?	
What additional facts are required to gain perspective?	
Current situation	

Notification Systems

Notification systems help to rapidly reach our stakeholders. Employing more than one type of communication platform (email and text, for example) greatly increases the chance of successfully disseminating the message. Using a stakeholder database, we can utilise an emergency notification system to automatically contact a pre-established database.

Notification Systems Description
Texts emails etc
Automatic notification system
Software provider

Monitoring Systems

It is important to monitor what is being said on traditional and social media. This can alert you to negative messages that could exacerbate a crisis. Monitoring all stakeholder feedback during a crisis supports logical changes to strategy and tactics. Free services are available, and also paid monitoring services to report results in various formats. Train personnel, such as customer service, who have front-line contact with stakeholders to immediately report to the crisis communication team.

MONITORING SYSTEMS DESCRIPTION

Crisis Verification

An initial step is to determine what the exact occurrence/crisis is. It is essential to identify and document as many facts as possible for example: is the information/report confirmed through credible information sources? What additional facts do we need to put the event into perspective? When did it happen? Who is involved? How did it happen? What is currently being done?

CRISIS VERIFICATION SYSTEM DESCRIPTION	
Description of the Event/Crisis	
Timeline	
Initial Parties Involved	
Initial Impact	
Potential Causation	
Initial Controls	
Ongoing Controls	

Holding Statements

The organisation will need to develop template messages based on the facts that can be released to the media, stakeholders etc. Using pre-determined holding statements immediately after a crisis will give a breathing space and communicates that we are aware of and working on the matter. For example, "Expect a statement from our spokesperson within two hours," or "Check Twitter or our website for updates." You should review holding statements regularly. Acknowledge the crisis. Give yourself time. Show commitment and empathy.

Statement Samples	Delivery Routes
	Radio, TV, newspaper, social media, district-wide email

Key Messages

Based on verified information, the crisis management team should aim to develop crisis-specific messages for all stakeholders. If necessary, the team should also create some targeted messaging for specific, relevant stakeholder groups. We can modify these messages according to the nature of the actual crisis. We will also need to adapt messaging to different forms of media.

Audience	Key Messages to Convey	Delivery Channels/Spokesperson
Government Departments		
Stakeholders		
Tour Operators		
Tourist Organisations		
Others		

Post-Crisis Review

Once the crisis is over, we should implement the following best practice: The full crisis team should meet to conduct a formal analysis. Review what worked and what failed. Also, consider what pre-event procedures we could improve. Use the results of the formal analysis to update the crisis response plan.

Strategy	Description	Result	Possible improvements
Positive			
Negative			

Incident Log Sheet

The Incident Log Sheet is a very important document that helps the Crisis Management Team (CMT) track the events of an incident and ensure actions are followed through to completion. It will be used by all members of the CRT to record actions and decisions throughout the period that the Tourism Crisis Management Plan (TCMP) is being used to manage the ongoing event – including changes in the CRT membership

It is used to log conversations and actions taken by all the members of the CMT or additional roles as defined by the Policy Manager or Crisis Controller.

Each CRT member involved in responding to an incident should use their own Incident Log Sheets to individually log and track their actions and conversations with Government departments, regional authorities, stakeholders, media, etc.

Action Items

- Any conversation, decision or action pertaining to the incident should be recorded on the Log Sheet.

- The date, time, and who was involved in the conversation should also be recorded.

- Enter a brief description of the conversation and any actions taken.

- Only when an item is completed, initial and date in the relevant column.

- Keep the Log Sheets safely before returning them to the Crisis Controller so that they can be stored and can contribute to the debriefing and

INCIDENT LOG SHEET	
Crisis/Incident/Event	
Date	
Your Name	
CMT Role	

Date	Time	Who	Brief Description of Action Taken	Action Completed Date/Time

International Case Studies

This chapter provides a set of examples[27] on how destinations and private sector institutions address the Tourism Crisis Management. In the following lines, the report presents and discusses success cases, situations that must be avoided, and, apart from the destination's point of view, gives examples of how some private sector entities respond to potential crisis.

Preparing for the Avian Flu: Scenario Planning at Visit Scotland

After the first detection of SARS And the Avian Flu in 2003, the world was alerted to how fast infectious diseases could spread. As the World Health Organisation alert was kept high, Visit Scotland, the national tourism organisation for Scotland, started to look into the consequences of a possible spread of the Avian Flu on its local tourism industry.

The scenario technique was used to understand how future changes could impact on Scottish tourism. After reviewing existing literature, Visit Scotland staff and a research team followed an 8-step approach:

Step 1
A review of the existing scenario produced by the Scottish Executive Health Department was made, looking particularly at the assumptions and implications for the tourism sector.

Step 2
A brain storming session was held to discover issues and relations of concern. Two scenarios, the 'it's out there' and the 'it's here' were drawn up together with the key assumptions. Storylines for both scenarios were then written.

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[27] References include:
Crisis Management in the Tourism Industry, Glasser 2001
Crisis & Disaster Management for Tourism, Ritchie 2008
Crisis Management in Tourism, Prideu, Laws, Chong 2006

Step 3

The economic impact that the key in both scenarios would have on the tourism sector and the wider economy of Scotland and the UK, were generated using the 'Moffat Model' – a single country static computable general equilibrium model used in Visit Scotland.

Step 4

The results were presented to the Scottish Executive after having been reviewed by the scenario planning group. The feedback was incorporated into the storylines to improve realism further.

Step 5

Major stakeholders from the UK tourism industry were identified to examine the scenarios and invited for workshops.

Step 6

Stakeholders were divided into two groups for half day workshops. Prior to the workshop participants received the scenarios together with key literature, as well as medical briefing on the Avian Flu at the beginning of the meeting. Pre-set questions were used to stimulate the discussion. Both groups used the hexagon modelling as the facilitating device to structure their comments and ideas.

Step 7

The scenarios were then evaluated for the reality and validity and the comments used to improve them further.

Step 8

Based on the improved scenarios which helped to understand the impact of the even and the consequences and interactions within the different spheres of activity (consumer, public sector, tourism industry), Visit Scotland identified the important issues for this type of crisis. Based on these, concrete priorities for actions and steps to best prepare Visit Scotland and the tourism sector for the Avian Flu were then formulated.

The Case of Gambia – Avoid Overdependence

Gambia is a country of West Africa with 1.2 million inhabitants. As a former British colony, the country became an independent State within the Commonwealth in 1995. Gambia's economy is poor and depends almost entirely on the cultivation and exportation of groundnuts in the form of nuts, oil and cattle cake.

Tourism has rapidly grown and reached in 1994 more than 78,000 international tourist arrivals, thus becoming an important foreign currency earner. However, the distribution of this tourism has proved to be quite uneven.

From the beginning, Gambia depended heavily on tourists form the UK. At this time, more than 60% of all charter flights originated in the UK and resulted in 52,000 out of the 78,000 arrivals into the country in 1994.

This special dependency proved to be fatal for the economy. By November 1994, the Travel Advise Unit of the British Foreign and Commonwealth Office issued the third travel advice within half a year concerning Gambia. Due to a military coup five months earlier, the political situation was considered unstable, and travellers were recommended to postpone their travel plans, if possible.

As a result, all British tour operators except one, cancelled their operations immediately and ceased the entire scheduled winter programmes. The Scandinavian operators followed quickly and also left. Finally, only the Dutch and German tour operators continued to act normally. The number of British tourists dropped by 73% down to 14,000.

This loss had an enormous impact not only on the tourism related sectors but on the entire Gambian economy. More than 1,000 jobs disappeared in the hotel industry and at least eight hotels had to be closed. People indirectly dependent on tourism such as taxi drivers and souvenir sellers also lost their primary source of income. The sudden drop in revenue from tourism related sources such as sales tax, airport departure tax and import duties led to a serious lack of foreign currency. In addition, with the

abandonment of charter flights that used to serve as freight carriers, products could no longer be taken out of the country and an additional thousand jobs were lost in the country's largest horticulture business. Besides this, other sectors such as agriculture and brewing also suffered severe economic declines.

These heavy aftermaths of the issued travel advice can mainly be traced back to the particularly strong focus of Gambia's tourism industry on the British market and its dependency on few tour operators. While in times of tourism growth this strategy is highly successful, in times of crisis the problems rise disproportionately and can create a very serious situation. To prevent this, a further diversification on markets and products is recommendable. The arrivals of German and Dutch tourists remained stable during this travel warning, but nevertheless their share was too small to compensate for the withdrawal of the British visitors.

Tour operator response - TUI Crisis Management

Crisis management has already become for some tour operators part of their overall quality strategy. That includes the establishment of departments exclusively responsible for crisis management and called accordingly. However, the management of extreme situations is not a new field for most tour operators and is often one of the reasons why holidaymakers decide to choose a package holiday. The European tour operator TUI for instance is managing some 200 cases of death and 1,000 difficult health cases such as strokes among all their guests every year.

TUI has a department permanently headed by the Manager for Crisis and Event Management (MCEM). The MCEM is responsible for the corporate planning and operational activities of TUI's emergency and crisis management. The MCEM is also in charge of establishing and maintaining a wide network with all relevant areas within the company, as well as with governmental institutions and associations. The MCEM directly to the Management of TUI Germany Limited.

The Crisis Committee is assembled in the event of a crisis. Besides, the already designated members from the departments of communications, sales, quality management, product management and transportation, other members are requested to join the group depending on the needs of the situation.

The crisis management activities are centralised and managed from TUI headquarters in Hanover (Germany). Actions are always coordinated and consulted with eh affected areas/destinations but only the members of the Crisis and Event Management department have the necessary market overview and competence to decide on special flights for evacuation, ambulance services, etc.

The TUI crisis management compromises several core activities. In the first place, it includes the development of contingency plans for typical situations resulting from negative events. In those plans, the field of duties, responsibilities and rules of conduct are defined and, information and decision procedures are also determined. The

contingency plans are updated continuously. Furthermore, typical important data such as names of key personnel, telephone and fax numbers are also kept permanently up to date. Another important result of this planning is the preparation of checklists for evacuations and aircraft accidents. Those checklists are standardised and do not focus on the specific details of a destination.

In addition, special rooms are kept available. This includes the air traffic control centre, which is open all year round, 24 hours a day, and monitors and coordinates all air traffic related to the company. Furthermore, there is a crisis management centre equipped and prepared for running a crisis situation. Client contacts, an increasingly vital factor during times of crises, can be handled with their own resources for situations of the extent of an aeroplane accident. In addition, TUI is a member of the GAST/EPIC centre allowed to use GAST/EPIC installations at Munich airport (Germany).

Besides, Care teams have been established. These teams are already known from the airline industry where they have been used for several years to look after those affected by an incident and their relatives. Since the beginning of 2002, TUI counts on some 230 staff who volunteer to help in crisis situations. After the selection of staff, which focussed on mental strength, tact, understanding and talent for organisation, they are trained in a three-day basic course with special emphasis on psychology for crisis situations. Annual one day courses aim at keeping the state of readiness high.

TUI's Care teams can be moved and have occasionally been sent in the past to destinations (usually one person missions). However, trained members of the care team are ideally already working in the other main functions in the destinations. To improve the situation even further TUI aims now at extending these staff in double functions in all destinations.

The Century Floods in Saxony During August 2002

During August 2002, the east and southeast of Germany as well as parts of Eastern Europe were stricken by floods of historical proportions. The region of Saxony was particularly hit. After days of rainfall, the rivers of the Ore Mountains and the Elbe turned into turbulent waters which overflew their banks and flooded valleys and destroyed dams, houses, bridges and roads. Twenty people lost their lives in these floods. One hundred and ten were injured. Thousands had to leave their houses and in Dresden alone, 30,000 people had to be evacuated.

This natural disaster caused the biggest rescue operation of the last 50 years. At times, more than 40,000 fire fighters, 25,300 soldiers, 10,000 servicemen of the German Federal Agency for Technical Relief (THW) and 25,000 volunteers were struggling to fight the effects of the floods. This catastrophe had far-reaching consequences for the flourishing tourism in Saxony. In some places of the region, the whole tourism infrastructure (hotels, restaurants, sights, etc.) was obliterated and the means of transportation were strongly affected. Following the first news on the catastrophe, a strong wave of cancellations took place.

Through the negative media reports and continuous calls for donations, a negative image of such dimensions was caused that potential tourists stayed away from the destination even when travel became possible once again. The number of guests in the regions most strongly hit by the floods fell in the month of August and September by 40% in comparison to figures from the previous year. In total, the arrivals of tourists in Saxony decreased for the year 2002 by 362,000, more than 8%. For the city of Dresden, the losses from the tourism industry ere estimated at 164.3 million Euros.

The media immediately labelled the floods as 'the floods of the century', which indicated the enormous impact that this event had on everyone. It was observed however, that the crisis awareness among those responsible for tourism was very low. The generally considered crises in tourism in other regions of the world more likely

and normal but they refused to accept that they could take place within their own areas of responsibility. Consequently, there were no crisis management procedures in place. The common view that crises could generally only be solved spontaneously and through improvisation but not with the help of prevention measures. This point of view has not even been revoked after the experiences of August 2002. For this reason, but also because of the limited financial and personal room of manoeuvre of the tourism organisations, their prevention measures are still limited rather to the legal obligations for their own organisations (e.g. fire protection and escape routes) while higher level tourism crisis plans are still missing for the destination.

The Saxony floods showed the cross-section character of tourism and its dependence on the public sector. In this connection, due to the size of the area of the catastrophe, an overlapping of the several administrative and territorial areas of competence was caused. Only in Saxony, more than 18 districts were affected by the floods and as a consequence. 18 local governments, tourism organisations, etc.

It was found that the problem of responsibility was rather limited in this case. On one hand this catastrophe reached a stage that went far beyond the borders of destinations. On the other hand, because of the complex overall situation those legally in charge, i.e., the County District Commissioners, did not take care or only very little of important problems for tourism.

In this vacuum, local and regional tourism organisations as well as representatives from the private sector took their place. Although tourism organisations, had due to the missing interest of the higher levels, a relatively wide room of manoeuvre at their disposal, they had to face financial and persona constraints and were limited because of the dismay of their own organisation. Nevertheless, thanks to their own initiative, cooperation, creativity, financial reallocation and sponsoring, they were able to initiate different activities for the recovery. That way, tourism in Saxony reached, after a year, the level of tourist arrivals prior to the crisis.

Despite this success, many small and medium sized tourism enterprises and organisations complained about the insufficient support they had received and the litter consideration of their interests compared to those of large companies. They especially criticised the application and distribution of funds, how the indirect damages were reflected in their financial compensations and the concentration of promotional campaigns only in favour of the large destinations.

These differences in the determination of goals of the crisis management were especially of importance as tourism in Saxony is dominated by SMEs. These companies have more difficulties to compensate their losses and finance their recovery than larger ones. The case of the floods in Saxony underlines the need for an efficient crisis management to ensure effective crisis coping and in the long-term sustainable tourism development.

The 2002 Bali Attacks - Travel Advisory Response

On 12 October 2002, a bomb exploded in Bali's popular Kuta Beach area. It killed 202 people, among them: 88 Australians, 38 Indonesians, 26 British, 7 Americans, 6 Germans, 5 Swedish and 4 French. Hundreds of others were injured, most of them foreigners. The following charts show how these attacks were seen and classified as dangerous by the respective ministries in major source markets.

Table 2: Classification of Bali in travel advisories of the different countries on 17th October 2002:

USA	Consular information	Public announcement		Travel warning	
United Kingdom	Unclassified travel advice	Advice against all but essential travel		Advice against all travel	
Germany	Unclassified travel advice	Security advice		Travel warning	
Austria	Good security standard	Security risk				
		Alleviated security risk	High security risk	Very high security risk	Travel warning
France		Advice against travel except for imperative business reasons		Advice against all travel	

The information from Foreign Offices has different advantages. First, with its direct relationship to tourism, it is much more in tune with the needs of travellers. In addition, the Foreign Office takes all national components, that is, the country of origin of

tourists, into account and bases its judgement on these points. In terms of the issue of terrorist threat analysed, this interpretation is particularly valuable if the terrorist activities are aimed at the tourists' country or origin and therefore, contain a national component. Furthermore, the countries mentioned have a network of consular representatives that no other organisation or company can provide.

The downside is that the assessments, despite the breadth and relevance of the information provide, are subject to political and geographical restrictions. There is no doubt that the assessment is subject to political control since the economic consequences of a warning can be considerable. Among the many factors, which can influence are the following:

- Is it a friendly country?
- Do the companies from the own country have a strong interest in the other country?
- Are there significant parts of the population of the country assessed living in the assessing country and are elections close?
- Do historical constraints advise to proceed with special cautions?

Prominent Faces - Reassurance in destinations

It is known that sponsoring helps to promote a product. Less often practised, because quite riskier, is the use of prominent figures when it comes to overcome negative events or even long-lasting negative images. Hillary Rodham Clinton, then a first Lady and now a Senator from New York, visited in 1999 the city of Palermo, the Sicilian capital (Italy), which had been struggling with the negative image of a Mafia stronghold. During her visit she did everything to underline that she believed that this city should be considered a safer tourist destination. The press echo proved the success of this visit for the destination wit many positive articles on the 'securer destination' or 'The Renaissance of Italy'.

Another example of using prominent faces was the advertisement campaign launched by Lufthansa after the September 11th attacks on the United States. Understanding that the restraint of customers to fly was more emotional than rational, they used personalities with a high public credibility in their 3-month campaign. The company's strategy was honoured by a higher-than-average result.

Being Pro-active - Air Berlin

On 18 November 2003 a passenger aircraft of Air Berlin was forced to conduct an emergency landing in the military part of the airport Rome-Ciampino (Italy) because of an alleged kidnapping. Once the aircraft landed, Special Armed Forces made their way on board of the aircraft. No kidnappers were found, not even the slightest indications of a kidnapping could even be seen. Instead of waiting, Air Berlin – seeking publicity – immediately issued a press release on the incident.

It used this proactive approach to avoid any speculation but also as it was deeply convinced of no wrongdoing. Instead, however, the company was immediately put into the media spotlight and the crisis intensified. The results confirmed that this 'spectacular intervention', later explained by the Italian authorities as a 'communication misunderstanding' with the pilot - was not justified.

Air Berlin decided to take the initiative and cover the cost of safekeeping the voice recorded and the analyses through the German Federal Bureau of Aircraft Accidents Investigation (BFU – Bundesstelle fur Flugunfalluntersuchung). This office would have normally only acted if an aeroplane accident would have taken place. The analysis of the recorded conversation confirmed fully the initial position of Air Berlin. There had been no misunderstandings and no indications of a kidnapping on board.

With this proactive approach Air Berlin contributed actively and at a very early stage in the dissemination of the news on the incident. Although this has caused an intensification of the crisis, the company ensured the accurate reporting and was able to preserve and even extend its credibility.

Egypt – Managing the Image of Beach Destinations

Although while developing the product of beach holidays as a new product area, Egypt did not explicitly consider it under the aspect of strategic crisis management, the later consequences proved that these decisions had positive results seeing it from the point of view of strategic crisis management.

The various terrorist attacks of 1992-1993 led to a negative overall image of Egypt. However, consumers in the various source markets did not perceive the beach destinations 'Sinai' and 'Red Sea' related to this image. This strategically unplanned separation of the two products, independent from each other as far as image was concerned, was quickly recognised and used by the destinations and tour operators alike.

Since then, the destinations on the Sinai and the Red Sea have been offered without making reference to Egypt. All textual and pictorial information was removed from advertising to prevent a connection between Egypt and the beach destinations.

Scenario – A Terrorist Incident in Athens

The above case is a hypothetical scenario to present how the TCMP developed can be implemented in Greece.

Terrorist Incident

> **An explosion has occurred in the centre of Athens.**
>
> Initial reports have stated that a terrorist event has occurred. There is no other information at this stage only that casualties have been reported and several are known to be tourists.

STEP 1

- You use the Golden Hour Action Plan.
- You begin to complete this document as it will be essential for immediate information gathering
- Your Crisis Controller and Policy Manager should already be in conversation.
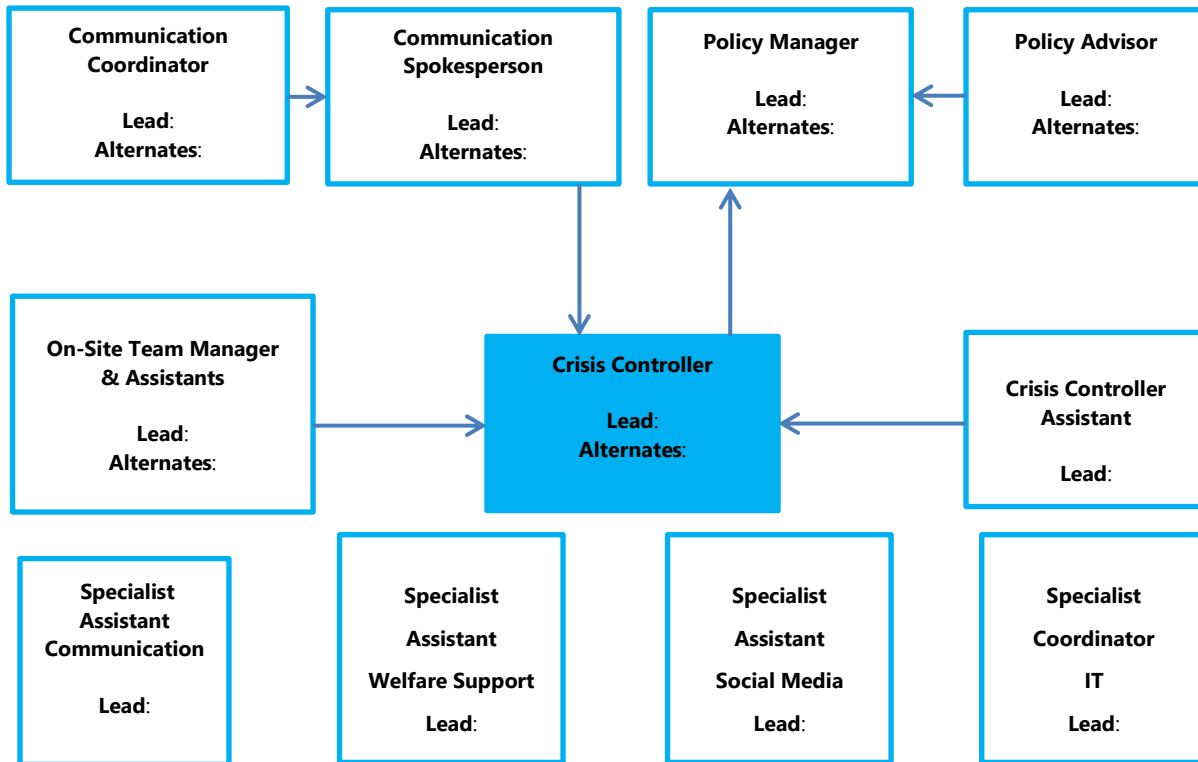- They need more facts. From the Police/News Channels/Government Announcements

	GOLDEN HOUR ACTIONS	☑
1.	CMT member receives information about incident. Crisis Controller appointed. Policy Manger made aware.	
2.	Establish immediate facts. Location, incident type, areas and people affected. Potential of development.	
3.	Crisis Controller & Policy Manager to decide if other CMT members are currently required to manage the response to the incident.	
4.	Crisis Controller & Policy Manager decide what other procedures from the CMP are required in response to the incident.	
5.	Appoint any other CMT roles required.	
6.	Policy Manager to consult other Government departments/organisations.	
7.	Based on information received decide whether the incident is likely to have an immediate effect on the *HRMT* its stakeholders, customers, suppliers etc.	
9.	Decide how to communicate your message and communicate the message without further delay to people affected.	
10.	Crisis Controller to put On -Site Team Manager/Members on standby if required.	

You have designated:

1. Mrs A is the Crisis Controller
2. Mr B is the Policy Manager

It has been confirmed that a tourism group has been targeted. There are known fatalities. It is not known how many and what is the nationality of the tour Group

Communication Coordinator Lead: Alternates:	Communication Spokesperson Lead: Alternates:	Policy Manager Lead: Alternates:	Policy Advisor Lead: Alternates:

On-Site Team Manager & Assistants Lead: Alternates:	Crisis Controller Lead: Alternates:	Crisis Controller Assistant Lead:

Specialist Assistant Communication Lead:	Specialist Assistant Welfare Support Lead:	Specialist Assistant Social Media Lead:	Specialist Coordinator IT Lead:

- Crisis Controller & Policy Manager have decided to call in the Crisis Management Team
- Following the CMP, you begin to allocate responsibilities. This may already have been designated.
- You have set up the CMT room/base. Communication lines have been set up, working and available.
- All members of the CMT are briefed on the current situation and roles are clearly defined
- Welfare assistant is available to assist the CMT with any personal requests from the team

Mr. B (Policy Manger) is assisting Ms. C the MOT/CMT Spokesperson on a possible initial holding statement that can be released to the Tour Operators and relevant stakeholders.

An update has been received from the Ministry of Civil Protection and the police that there is to be an immediate shut down of all major transport routes out of the City of Athens Including Train stations and Airports. There is a possibility that roadblocks may well be in place on major roads.

With this information the Crisis Controller Mr. A has begun the immediate actions set out in the Crisis Management Checklist

Also Mr. B (Policy Manger) & Ms. C the Spokesperson are in liaison with the

Crisis Controller Check List

Action	Initials/Date/Time	Notes
Immediate Actions		
Upon receipt of information about an incident either accept appointment as Crisis Controller or assist with the prompt identification of a more suitable Crisis Controller.		
Upon receipt of information about any incident record the time of notification.		
Decide whether or not any procedures from the CMP (including the formation of a CRT) are required to properly manage the incident.		
Commence written Crisis Management Reference Plan.		
Consider all Golden Hour Actions and action those that are required.		
Call in Incident Controller Assistants (if required).		
Allocate Incident Controller Assistants' duties ensuring all IRT members are kept informed.		

Ministry of Civil Protection and or coordinating body on what information is available and can be released.

More detailed instructions will be given to the CMT. Especially involving stakeholders with immediate concerns.

Example:

- Who has been affected and where? What nationality?
- If there are tourists trapped in the city or there are tourists arriving what is the advice.

A helpline/website has been created and up and running. Updates will be placed on here regularly.

The CMT will work on the bigger picture and not be able to deal with each individual question or concern in the early stages.

6 hours have gone by since the first alert. The government has released a general statement that a party of tourists from the USA while entering the National Museum were attacked by what is believed to be a suicide bomber. At this time there are 4 confirmed fatalities and 10 people wounded - 3 of them seriously.

You are still in the immediate stage. However, information is coming in all the time.

CMT ensures that a log is kept of all incoming information and actions using the Incident Log Sheet

INCIDENT LOG SHEET				
Crisis/Incident/Event				
Date				
Your Name				
CMT Role				
Date	**Time**	**Who**	**Brief Description of Action Taken**	**Action Completed Date/Time**

By now, due to the general press release most of your stakeholders, tourist organisations, suppliers and overseas tour operators have heard or seen the news. At this stage you may know additional information on what hospitals have been used or where the wounded have been sent.

Mr. B, The Policy Manager, has stated that this information should not be released by the CMT, rather than any enquires are referred to the Police or the official Government Helpline.

The CMT are advised not to state any confidential news to any outside agency especially the press/media.

You are also aware that as many of the CMT live in Athens or have family and friends in the city, there will be concerns and heightened stress levels. You call a team meeting to discuss the next actions.

It is unlikely at this stage much more information will be released. This is the time the CMT can organise rest periods and welfare support.

During the night it has been confirmed that another tourist has died, and 4 suspected terrorists have been arrested

- It is now 24 hours after the incident and the media is full of reports and interviews. The Crisis Controller and Policy Manager organise another team meeting with all the CMT members to discuss the ongoing situation.
- At this stage a list is being created of those stakeholders that have been or may be affected in the short term. Advice is placed on the CMT web site offering what assistance is available. There may not be much.
- You begin to develop in more detail the Crisis Response Plan.
- The Ministry of Tourism response to the incident is being drafted and agreed by the Minister.
- You are in conversation with other regions in Greece as Athens is in lockdown.
- Can we move Tourists and Is it safe to do so?
- Is there capacity elsewhere or alternatives available. You are in regular contact with the Hotel Associations and Regional tourist offices.
- You are also in direct contact with transport providers including coach and shipping companies to possibly take tourists elsewhere.
- You are getting a better picture of what is happening to international arrivals and departures. There are delays and cancellations. How are we managing these?
- There may be a possibility of Athens being placed on the travel red list.

The Emergency Phase of the crisis has now passed however the Intermediate phase may be protracted as more casualties may arise and further news on the terrorist come to light.

The CMT are exhausted and especially the Crisis Controller, Spokesperson, and several others.

The markets require reassurance. The MOT will be in close contact with the other Government Departments involved. A joint message of reassurance will be given by the Prime Minister and also other senior government officials.

There has to be confidence that the attack is not ongoing, and the threat level reduced. There may well be areas that are still considered as high risk and these need to be communicated. Tourist areas will have higher security levels and checks more frequent.

Stakeholders, suppliers, hoteliers and related businesses will want to know if they can open or accept tourists especially in Athens. MOT puts out advice on what will they need to offer when engaging the customers.

The Spokesperson will ensure that the correct message is being conveyed to the markets and stakeholders. This is in liaison with other Government departments.

The CMT/MOT will begin to develop a list of typical Q & A that can be published on the website including logistical challenges, any restrictions or enforced controls. It is accurate and honest.

An online forum is organised with the MOT and the key stakeholders to discuss challenges and concerns.

As time goes on the CMT will begin to stand down, however the MOT are organising ongoing support for its stakeholders. There will be challenges:

- Cancellation of bookings
- A loss of confidence in the tourism product
- Increased security at airports and transport hubs
- Potential false alarms and related incidents

The Ministry, in coordination with the respective authorities, decides whether it needs to provide financial support to the tourism businesses and destinations affected, or provide promotional and recovery support through other means, such as alleviation of tax obligations.

In addition, in coordination with the Greek National Tourism Organization (GNTO), it adjusts the marketing strategy for the destinations impacted and organizes a response in collaboration with the GNTO foreign offices to boost demand, transmit clear messages to the potential tourists. Finally, lead the alignment efforts necessary between the public and private sector to increase the initiatives that can boost the motivation of travelling back to Greece and the affected destinations.

STEP 6

The Policy Manager will decide when the Crisis Review will take place

It will be open and comprehensive.

Input will be accepted from all parties.

- What worked well?
- What needs improvement?
- Where were the challenges and how could we foresee these?
- Is there a training need going forward?

Strategy	Description	Result	Possible improvements
Positive			
Negative			