Crisis communication case study
Japan example on FMD

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Summary of FMD Outbreak in Miyazaki 2010
FMD outbreaks in Miyazaki

- On 20 April 2010, it was confirmed that cattle were infected with FMDV.
- Total number of outbreaks: 292.
- Destroyed animals: 290 thousand
- Emergency vaccination was applied from the rim to the centre of the highly affected area since 22 May 2010.
- Manpower contribution: about 44,200 (veterinarians: 7,977)
- The virus is serotype O and a closely-related strain with the viruses detected in Korea and Hong Kong in 2010.
Outbreaks of FMD in 2010

<2010 Outbreak>
20 April to 4 July
Miyazaki Prefecture

292 farms, 211,608 animals
- Cattle: 37,454
- Swine: 174,132
- Goat: 14
- Sheep: 8
Outbreak and Control Measures in Miyazaki in 2010
History of countermeasures

- 20 Apr.: First outbreak, MAFF Task Force for FMD Control
- 1 May: The dispatch of Self-Defense Force personnel
- 17 May: Inter-ministerial Task Force for Countermeasures against FMD, Inter-ministerial On-site Task Force for FMD
- 22 May: Vaccination started
- 4 Jun.: Special Law for Countermeasures against FMD
- 4 Feb.: Recovery of country freedom from FMD without vaccination
Crisis Management Structure:

① Central Government

Cabinet Secretariat:
Inter-ministerial Task Force for Countermeasures against FMD

Ministry of Agriculture, Forestry and Fisheries:
MAFF Task Force for FMD Control

Ministry of Agriculture, Forestry and Fisheries:
Animal Health Division (Veterinary Authority)
Crisis Management Structure:
② Miyazaki Prefecture

Cabinet Secretariat:
Inter-ministerial On-site Task Force for FMD

Miyazaki Prefectural Government:
Miyazaki Prefectural Task Force for FMD Control

Miyazaki Prefectural Government:
Livestock Industry Division

Local Veterinary Service Center in Miyazaki:
Prefectural On-site Task Force for FMD Control
Composition of Inter-ministerial Task Force

- Director General: Prime Minister
- Deputy Director General
  - Chief Cabinet Secretary
  - Minister of Agriculture, Forestry and Fisheries
- Members: All Ministers
  - Ministry of Defense
  - Ministry of Finance
  - Ministry of the Environment
  - Ministry of Health, Labor and Welfare
  - Other Ministers
Communication during the event
Information flow on the first case

- Outbreak farm
- Local veterinary service centre
- Miyazaki pref. Livestock Division
- MAFF Task Force for FMD Control
- Minister
- Central gov. Veterinary Authority
Composition of MAFF Task Force

- Director General (DG): Minister of AFF
- Acting DG: Senior Vice Ministers of AFF (2)
- Deputy DG: Parliamentary Secretaries for AFF (2)
- Assistant DG(2) + : Members (8)
- Report from Director of Animal Health Division
Assistant DG and Members of MAFF Task Force

- **Assistant Director General:**
  - Vice Minister of AFF
  - Director General of Food Safety and Consumers Affaires Bureau

- **Members:**
  - Director General;
  - Minister’s Secretariat
  - Policy Coordination
  - Technical Affairs
  - General Food Policy Bureau
  - Agricultural Production Bureau
  - Livestock Industry Department
  - Management Improvement Bureau
  - Secretariat for Agriculture, Forestry and Fisheries Research Council
Secretariat of MAFF Task Force

- **Secretary General (SG):**
  Deputy DG of Food Safety and Consumer Affairs Bureau
- **Acting SG:** DG of Livestock Industry Department
- **Members:**
  - **Minister’s Secretariat:** Senior Counsellor for Press, Directors of; Regional Liaison Division; and Food Security Division
  - **General Food Policy Bureau:** Directors of; Administration Division; Marketing Division; and Food Industry Promotion Division
  - **Food Safety and Consumer Affairs Bureau:** Directors of; Administration Division; Food Safety and Consumer Policy Division; Labelling and Standards Division; Animal Products Safety Division, Animal Health Division; and Consumer Information
  - **Agricultural Production Bureau:** Directors of; Administration Division; Livestock Industry Policy Planning Division, Livestock Production and Feed Division; and Meat and Egg Division
  - **Management Improvement Bureau:** Directors of; Management Improvement Policy Planning Division; Finance Division; and Agricultural Insurance Supervisor
  - **Secretariat of Agriculture, Forestry and Fisheries Research Council:** Director of Research and Development
Information flow to consumers

MAFF Task Force

Senior Counsellor for Press in consultation with Veterinary Authority

Director of Consumer Information

Media

Consumers

Consumer groups
Information flow to farmers

- MAFF Task Force
- Veterinary Authority
- Livestock Industry Department
- Miyazaki prefecture
- The other prefectures
- Outbreak and surrounding farms
- The other farms
Communication through media

- Press conferences
- Press releases
- Interviews
Press conferences
(20 April 2010-27 July 2010)

Tokyo
- Prime Minister: 1
- Chief Cabinet Secretary: 1
- Minister of AFF (with support from Veterinary Authority): 29
- Others: 3

Miyazaki
- Senior Vice Minister of AFF and Special Adviser to the Prime Minister (Joint press conference): 13
- Senior Vice Minister of AFF: 34
- Others: 3
- In addition, Governor of Miyazaki prefecture and heads of the municipalities
Press releases

- 67 press releases
  - 20 April 2010 (the first outbreak) - 5 July 2010 (the last outbreak)
  - Each time when new outbreaks were confirmed.
- The press releases contained the following information:
  1. Outlines of the outbreak
  2. Details
  3. Control measures to be adopted
  4. Others
An example of the press releases

The second case suspected to be FMD in Miyazaki prefecture

- **Outline of the outbreak:** 65 cattle in a dairy and beef compound farm at Kawaminami, Kawaminami-town, Miyazaki prefecture
- **Details:** National Institute of Animal Health confirmed cattle kept in farms at 3 km away to the southwest of the first outbreak to be positive of FMD by PCR test at this dawn. They are under examination by virus isolation to confirm FMD. If the virus is isolated, the cattle will be identified to be FMD.
- **Control measures to be adopted:** Culling cattle kept in the farm, establishing a movement control zone and other necessary control measures are being adopted in cooperation with Miyazaki prefecture.
- **Others:**
  1. **FMD is a disease of hoofed mammals such as cattle and swine and does not infect to humans.** Meat and milk of the infected cattle do not come into the market. If the meat or the milk should be consumed, it would not affect human health.
  2. **It would be highly appreciated that on-site reporting is refrained from because it might cause spread of the disease.**
Interviews

(20 April 2010-27 July 2010)

- Prime Minister: 1
- Minister of AFF: 10
- Senior Vice Minister of AFF and Special Adviser to the Prime Minister (Joint interview): 2
- Senior Vice Minister of AFF: 3
- Special Adviser to the Prime Minister: 1
- Veterinary Authority: any time by request from media
- In addition, Governor of Miyazaki prefecture, heads of the municipalities and other officers
Communication through a consulting service (Veterinary and communication experts combination)

- MAFF established a consulting service to respond to requests for advice, questions and complaints from consumers, farmers and others.
  - Veterinary Authority: 1
  - Consumer Information Officer (expert of communication): 1
  - Livestock Production Bureau: 2
  - Others: 1

Consulting services were also established in Miyazaki prefectural government, government-related Agriculture and Livestock Industries Corporation (in Miyazaki prefecture), Japan Livestock Industry Association, Japan Cattle Industry Cooperation, Japan Pork Producers Association and Japan Finance Corporation.
Matters to keep in mind when consulting

- To listen closely to their opinions and their anxiety
- To make a note
- To keep calm
- Not to provide them with your name, private telephone number and address
- To keep a consulting time down within 30 minutes
- To put another staff on the line if they reject listening to what you say
- Not to speak negative words and evasion of responsibility:
  - “I don’t think that view is quite correct”
  - “I don’t know it”
  - “It’s of small importance”.
The number of the consultations by week

- Sires owned by Miyazaki prefecture
- New outbreak in Miyakonojo city
- Establishment of Inter-ministerial On-site Task Force
- Sires owned by a private farmer
The contents of the consultations
The contents of the consultations

Current control measures
Current situation
Tha route of infection
Basic information
Criticisms
Others

Sires owned by Miyazaki prefecture
Sires owned by a private farmer

[Graph showing the distribution of sires owned by different entities over a period from 11-17 May to 3-9 Aug.]
Communication through the internet

- Specially set-up websites on FMD were established on MAFF website and livestock related organization’s websites.
- MAFF provided through the website information on
  - Control measures
  - Supports to affected farmers including compensations
  - Details of outbreaks including progress of control measures (map, table)
  - Press releases
Prevention measures for damage caused by rumors

- Immediate after the first outbreak, MAFF began to provide consumers with information on food safety of meat through MAFF website and media.
- Food Safety Commission also put information on food safety of meat on its website.
- MAFF requested food industries to refrain from inappropriate announcements and suspension of selling of meat originating from Miyazaki prefecture.
The statement of Food Safety Commission

Food Safety Commission asks consumers to keep calm because FMD is a disease that domestic hoofed mammals such as cattle, swine, goats, sheep and buffalos and wild animals such as camel and deer are infected with and does not affect human health even if people eat meat derived from infected livestock.
Prevention measures for damage caused by rumors

- MAFF staff visited retail stores to investigate misleading labels and advertisements such as “We don’t sell beef produced in Miyazaki prefecture” and request them to remove and correct the label or advertisement if appropriate.

- Investigation period: 20 April 2010 – 26 November 2010
- The number of visited stores: 62,687
- The number of misleading labels and advertisements: 17
Lessons learnt from the crisis

• At peacetime
• At the beginning of crisis
• During crisis
Insufficient communication at peacetime

- Municipalities and producers were lacking in:
  - understanding on FMD;
  - preparation against FMD control.
- Producers had not entirely understand the biosecurity standards. Local veterinary service centers didn’t give them sufficient guidance.
- Miyazaki prefecture did not make sure if the municipalities or the agricultural cooperatives provided farmers with warning information on FMD outbreaks in RO Korea.
Delayed communication at the beginning of the crisis (Case 1)

- The first outbreak:
  
  Mental pressure made local veterinary officers delay notifying the cases to the central government because FMD would cause severe damage to Miyazaki prefecture, which resulted in spread of the disease.

  - 7 April 2010: Early symptoms including hypersalivation
  - 9 April 2010: A private veterinarian notified it to the local veterinary service center. The local veterinary officer's decided to closely monitoring the condition until symptoms appear or change.
  - 19 April 2010: The local veterinary officers notified it to MAFF and sent the samples to National Institute of Animal Health (NIAH).
Delayed communication at the beginning of the crisis (Case 2)

- The seventh outbreak (large-scale farm managed by a company):
  The notification to the local veterinary service center was delayed for 2 days because the manager of the farm put the highest priority on the communication to the head office of the company. Cattle showing hypersalivation were confirmed in half of the pens when local veterinary officers visited the farm.
  - The beginning of April 2010: Many cattle showed lack of appetite.
  - 22 April 2010: More than 10 cattle showed hypersalivation and erosion.
  - 24 April 2010: The manager notified it to the local veterinary service center.
Confused communication during the crisis

- The division of roles among the central government, Miyazaki prefecture and the municipalities was unclear and their cooperation was insufficient.

- **Task forces stood together in a disorderly way**: Inter-ministerial Task Force, MAFF Task Force, Inter-ministerial On-site Task Force, Miyazaki Prefectural Task Force, Miyazaki Prefectural On-site Task Force and local task forces established in the municipalities.

- Competences and roles of these task forces were disordered and there were sometimes divisions of opinion among them, which gave rise to confusion of farmers.

- Interviews given by Veterinary Authority at any time caused confusion and senses of unfairness among media.
Insufficient communication during the crisis

- Regardless of the request of farmers, Miyazaki prefecture did not provide information on detailed address of affected farms for reasons of personal information protection.

- According to Personal Information Protection Law, it is not prohibited to provide third persons with personal information when it is needed for protection of human life, health and property.
Improvement after the crisis

- At peacetime
- At the beginning of crisis
- During crisis
At peacetime
① Revision of the law, guidelines and standards

- Japanese government revised
  - Animal Infectious Disease Control Law (April 2011);
  - Guidelines for FMD Control (October 2011); and
  - Biosecurity Standards of Farms (October 2011),
  taking the lessons learnt from the crisis into account.
At peacetime

② Improvement of communication for preparation against crisis

Prefectural governments should:

- visit farms regularly and hold training workshops for farmers to raise their awareness of disease control and to ensure compliance of the biosecurity standards.
- give guidance, advices, recommendations and instructions to farmers who do not comply with the biosecurity standards, according to the law.
- provide farmers and producer groups with recent information on FMD situations in neighboring countries.
At the beginning of crisis

- Even if they don’t think it may be FMD, Prefectural governments should immediately notify the central government of it if local veterinary officers confirm any livestock showing preset FMD specific clinical signs;

(Example of the clinical signs)
Fever of no less than 39°C and bubbly sialorrhea, lameness, astasia, large declines or stops of milk yield as well as vesicular conditions such as hydroa, sores, ulcerations and scares of feet and buccal mucosa
During crisis

① The division of roles among the central government, Miyazaki prefecture and the municipalities is clarified in the guidelines.

- The central government:
  - To determine and review the control policies;
  - To support control measures implemented by prefectural governments; and
  - To promptly and certainly provide necessary budget.

- Prefectural governments:
  - To promptly and appropriately implement control measures in conformity with the control policies.

- Municipalities and concerned organizations:
  - To cooperate with prefectural governments for implementing the control measures.
During crisis

② Only 2 Task Forces: **MAFF Task Force** (central government) and **prefectural task force** (prefectural office and on-site)

- **Central government**
  - Inter-ministerial Task Force
  - MAFF Task Force
  - Inter-ministerial On-site Task Force

- **Prefectural government**
  - Prefectural Task Force
  - Prefectural On-site Task Force

- **Municipalities**
  - Municipal Task Force
  - Municipal Task Force
  - Municipal Task Force

**Liaison Communication Team**
During crisis

- If other task forces need to be established, their objective and mandate should be clarified to avoid duplication of works and confusion of a command chain.

- Liaisons of MAFF should participate in prefectural task forces, communicate control policies decided by MAFF Task Force and coordinate both task forces if necessary.

- Prefectural task forces should establish communication systems to municipalities, veterinary medical associations, producer groups and others. A communication team should be set up in prefectural task forces.
During crisis

③ Improvement of communication through media

- Outbreak information should be published by Veterinary Authority and the prefectural government at the same time after consultation with each other.
- When outbreak information on affected farms is published, their detailed addresses (without the names of farm) should be included.
- Media are required to take the protection of privacy into account and to stay away from affected farms to prevent spread of infection and hindrance of control measures.
- Veterinary Authority should give interviews to media at fixed time (ex. twice/day).
Conclusions

At peacetime

- Livestock owners or managers comply with the biosecurity standards

At the beginning of crisis

- Suspicious cases are immediately notify to Veterinary Authority.

During crisis

- Clear division of roles
- Close communication among related organizations
- Avoiding ‘Too many cooks spoil the broth’
- ‘One voice’ at a scheduled time
- Publishing outbreak information simultaneously
- Providing necessary information for control measures
Thank you for your attention!