

EAS
Emergency Alert System

Dane County Local Plan

2nd Edition, February 2003

TABLE OF CONTENTS

I.	Purpose	3
II.	Authority and References	3
III.	Introduction	4
IV.	Activation Authorities	4
V.	Concept of Operations	8
VI.	Key EAS Stations	9
VII.	Activation Procedures	11
VIII.	Tests	15
IX.	Plan Performance and Review	17
X.	Annexes	17
	A. Local Activation Guidance	18
	B. Sample EAS Messages	19
	Evacuation (Hazardous Materials Release)	20
	Evacuation Instructions	21
	Shelter-in-Place (Hazardous Materials Release)	22
	Shelter-in-Place Instructions	23
	C. Emergency Media Contact List	24
	D. EAS Protocols	26
	E. EAS Monitoring Assignments	30
	F. Local Plan Signatures	31

Emergency Alert System LOCAL PLAN

I. PURPOSE

This plan was written by the Madison Broadcast Market Local EAS Committee. The EAS is used to disseminate emergency information and warnings to the general public at the request of Local, State, and Federal Officials. The Local EAS may be activated on a day to day basis in response to emergencies such as: severe weather, catastrophic power outages, floods, civil disorders, industrial accidents, or any occurrence which poses a danger to life or property. The purpose of this plan is to explain and provide procedures for the broadcast and cable industry and the emergency management community.

A WORD OF CAUTION: The emergency management/services community has acquired a valuable tool in gaining direct access to all area broadcasters and cable operators via the EAS. The EAS is intended to be used only in the event of a very serious emergency, when time is truly of the essence to prevent the loss of lives or property. The decision to activate the EAS rests with EMERGENCY MANAGEMENT PERSONNEL, not with broadcasters. Some broadcasters and cable operators will have their EAS equipment operating in the AUTOMATIC mode, either part of the day or continuously. All broadcasters and cable operators are participating in the EAS on a voluntary basis. They are depending on you to send an EAS alert only for a very serious emergency.

II. AUTHORITY AND REFERENCES

This plan is developed under the authority of Title 47 USC 151,154 (I) and (o), and 303 (g) Chapter I, 524(g) and 606, and 47 C.F.R. parts 11 and 73 of the Federal Communications Commission Rules and Regulations as it pertains to local operational use of the Emergency Alert System.

III. INTRODUCTION

The Emergency Alert System (EAS) is composed of AM, FM, and TV broadcast stations and cable television operating on an organized basis during emergencies at national, state, and local levels. It provides an efficient means for the dissemination of standardized emergency information, through the use of participating broadcast stations and cable operators. This plan provides procedures for public officials, and the broadcast and cable industries, to allow dissemination of emergency information and warnings to the general public. Such emergency information will be broadcast at the request of federal, state, and/or local officials. This plan may be activated in response to any emergency that poses an immediate threat to life or property including, but not limited to, severe weather, catastrophic power outages, floods, civil disturbance, hazardous materials incidents, and national security emergencies. Acceptance of, or participation in, this plan does not prohibit a licensee of a station from exercising independent judgment and responsibility in any given situation. Stations originating emergency communications shall be deemed to have conferred rebroadcast authority. Participation in this or any other local plan is at the discretion of the individual broadcast station or cable television operation.

IV. ACTIVATION AUTHORITIES

A. National Level EAS

In a national emergency, the President directs activation of the EAS to provide a means of addressing the public on very short notice. During a National-level EAS, the EAS Local Plan may also be activated if a local emergency arises.

B. National Weather Service EAS

The National Weather Service (NWS) has authority to activate the EAS during times of severe weather conditions. For the purposes of this plan, the Milwaukee/Sullivan Office of the NWS will be the only entity to activate the EAS in the Local Area in the cases of:

- Severe Thunderstorm Watch (SVA)
- Severe Thunderstorm Warning (SVR)
- Tornado Watch (TOA)
- Tornado Warning (TOR)
- Flash Flood Watch (FFA)
- Flash Flood Warning (FFW)
- High Wind Warning (HWW)

The weather alert system and paths to local broadcasters and cable operators are described in detail in the Wisconsin State EAS Plan.

C. State Level EAS

Activation of the Wisconsin EAS will be authorized by the Governor or by a designated representative. Activation of the Wisconsin EAS will be in accordance with the State EAS Plan issued separately from this plan. Wisconsin EAS activation shall originate from the State Office of Emergency Management, and be relayed to Wisconsin Public Radio for statewide relay. An activation of the EAS Local Plan will take precedence over a State EAS activation.

D. Local Level EAS

Activation of the Local EAS by any elected or appointed public official is authorized whenever the threat to life requires that immediate protective actions be taken by a sizable portion of the population in all or part of the local area. Activation of the Local EAS will be coordinated through each local jurisdiction's activation point. The activation point may be different in each jurisdiction, but will typically be the County Emergency Operations Center or 911 Center. If an emergency occurs within a single jurisdiction requiring the issuance of immediate life saving information, public officials in that jurisdiction may request activation of the EAS. Activating officials must assure that their jurisdiction's Emergency Management Office or Warning Point is notified so that other operational area participants can be notified. If an emergency occurs which is impacting or may impact multiple jurisdictions in the local area, the decision to activate the Local EAS must be coordinated between all of the impacted jurisdictions. This will allow a single standardized message to be relayed to the affected population. Each jurisdiction located in the EAS Local Area will develop and distribute local procedures to appropriate public officials. It is important that public officials understand the use of the EAS and use it only when it is the most appropriate method of getting initial lifesaving information to the public. Due to the automated nature of the EAS system, EAS activation will result in a SINGLE BROADCAST, that is, the same information will not be repeated at specified intervals. After EAS activation, further information will be considered as a news item to be covered by local media outlets. The EAS system may be reactivated if the emergency situation escalates and the life-saving instructions to the affected population must be updated immediately. Emergency information to be disseminated through activation of the EAS must be very clear, concise, brief, and simple. If detailed information is to be provided (e.g. addresses or phone numbers), listeners should be instructed to tune to their normal stations for repeat of the information. Local officials requesting activation must assign a Public Information Officer to handle follow-up questions from the media and public, in addition to activating the EAS.

V. CONCEPT OF OPERATIONS

A. Primary EAS Origination

NOAA Weather Radio (NWR) will serve as Dane County's primary entry point to the local EAS. The National Weather Service Forecast Office at Milwaukee/Sullivan operates three NWR stations that serve Dane County, WXJ-87 in Madison (162.55 MHz), WWG-90 in Janesville (162.500), and KHA-47 in Baraboo (162.450). At the request of County Activation Point officials, the National Weather Service will originate EAS and tone-alert messages simultaneously over all three of these stations. In Dane County, the Activation Point is the Dane County Public Safety Communications (911) Center, with Dane County Emergency Management acting as back-up.

This arrangement allows local access to the "All-Hazards" warning capabilities of NWR and also provides an EAS input to broadcasters and cable operators through a well-established, 24-hour, year-round source. By monitoring the local NWR source, broadcasters will receive local EAS messages as

well as the weather warnings normally issued by the National Weather Service. Additional information on NOAA Weather Radio as an EAS source can be found in the Wisconsin State EAS Plan.

The EAS will be used only as an initial source of warning information. Periodic rebroadcast of warnings and follow-up information will also be carried by NWR at the request of local officials. These messages will be a part of the normal program stream and will not be broadcast as EAS or Tone Alert messages. Activation procedures are described in the *Procedures for Activation Point Personnel* {VII. B, page 12} and *Local Activation Guidance* {Annex A, page 18}

Figure 1 on page 8 shows EAS paths to broadcast stations and the public.

B. Back-up EAS Origination

As a backup to the weather alert system, a county activation point can request origination of a local EAS message by the South Area local primary stations. Procedures are described in the *Activation Procedures for LP-1 and LP-2 Station Personnel* {VII. C, page 14} and *Local Activation Guidance* {Annex A, page 18}. Radio stations WIBA-AM/FM serve as the Local Primary Station (LP-1) for the EAS Local Area. Radio station WOLX-FM serves as the Alternate Local Primary Station (LP-2).

Figure 2 on page 8 shows the back-up EAS path.

C. Event Codes

The Dane County EAS will use the Civil Emergency Message (CEM) event code for all local messages originated by the National Weather Service. While the FCC has authorized a number of new local event codes, the Weather Service's equipment has not yet been upgraded to make use of these codes. It is anticipated that NWS will implement the new event codes sometime in the summer of 2003. This plan will be updated to utilize the new event codes when NWS upgrades their equipment.

D. Guidance for Participating Local Broadcasters and Cable Operators

Participation in the Dane County local EAS requires that the local NWR station be monitored as an EAS source. If the station is already monitoring NWR, then only a minor reprogramming of EAS gear is necessary. Filters should be set up to retransmit messages that meet the following criteria:

Location Code: 055025
Event Code: CEM
Originator Code: CIV (NWS considers origination over NOAA Weather Radio as a **relay** for civil authorities.)
EAS (Origination by a local primary station)

E. Message Text – Primary Source

The text of all EAS alerts issued by the National Weather Service is disseminated via the NOAA Weather Wire Service (NWWS), the AP and UPI news wire services, and the Emergency Managers Weather Information Network (EMWIN). The text of Civil Emergency Messages originated by the NWS will also be carried by these services. The text received from one of these networks can serve as a text source to be re-read on air at timed intervals or to be entered into a character generator for television text crawl.

Initial EAS alerts will include the phrase “CIVIL EMERGENCY MESSAGE” on the Mass News Disseminator (MND) Product Type line and the phrase “BULLETIN – EAS ACTIVATION REQUESTED” on the MND broadcast instruction line of the NWS text.

Follow-up information and updates will also be disseminated via these same networks. Messages subsequent to the initial alert will bear the phrase “CIVIL EMERGENCY MESSAGE” on the MND Product Type line. Depending on the urgency of the situation, the MND Broadcast Instruction line will include either the phrase “BULLETIN – IMMEDIATE BROADCAST REQUESTED” or “URGENT – IMMEDIATE BROADCAST REQUESTED.”

“BULLETIN” will be used when the information is sufficiently urgent to warrant breaking in to a normal broadcast.

“URGENT” will be used when the information may wait until a stop-set to be broadcast.

A Note to Broadcast Stations:

The text of EAS and follow-up messages will be originated by the National Weather Service with the NOAA Weather Wire Service (NWS) as the original means of dissemination. The AP and UPI news wire services will carry these messages, however, they will still appear as originated by NWS. As a result, depending on filtering at the station, these messages may appear in the weather office as opposed to the newsroom. Station staff should review their filtering process to ensure that when the text of a CEM does arrive, it can be quickly retrieved and acted on as appropriate.

Regardless of the filtering setup, receipt of an EAS alert should serve as the initial notification that the text of the message will be available via the station’s weather wire or news wire source.

Figure 3 on page 9 shows the text path.

F. Message Text – Secondary Source

The County Activation Point will fax the text of the initial alert and any subsequent messages to all broadcast stations and groups on the *Emergency Media Contact List* {Annex C, page 24}. This will be done only as time allows and should not be considered as the primary source of the message text.

G. Testing

Dane County will initiate monthly tests of the system according to schedules and procedures outlined in *Tests* {VIII, page 15}. These tests are intended to be as thorough as possible without disrupting station operations or actually activating the EAS. Tests will include:

1. Message transmission procedures from the Activation Point to NWS.
2. NWS coding of the test message for NWR and NWS dissemination.
3. News wire service retransmission of test message text.
4. Broadcast station retrieval of test message text.

Test messages will include a prescribed text with the phrases, “CIVIL EMERGENCY MESSAGE” on the MND Product Type line and “HOLD, DO NOT BROADCAST AT THIS TIME” on the MND Broadcast Instruction line.

Local Emergency System - EAS Paths

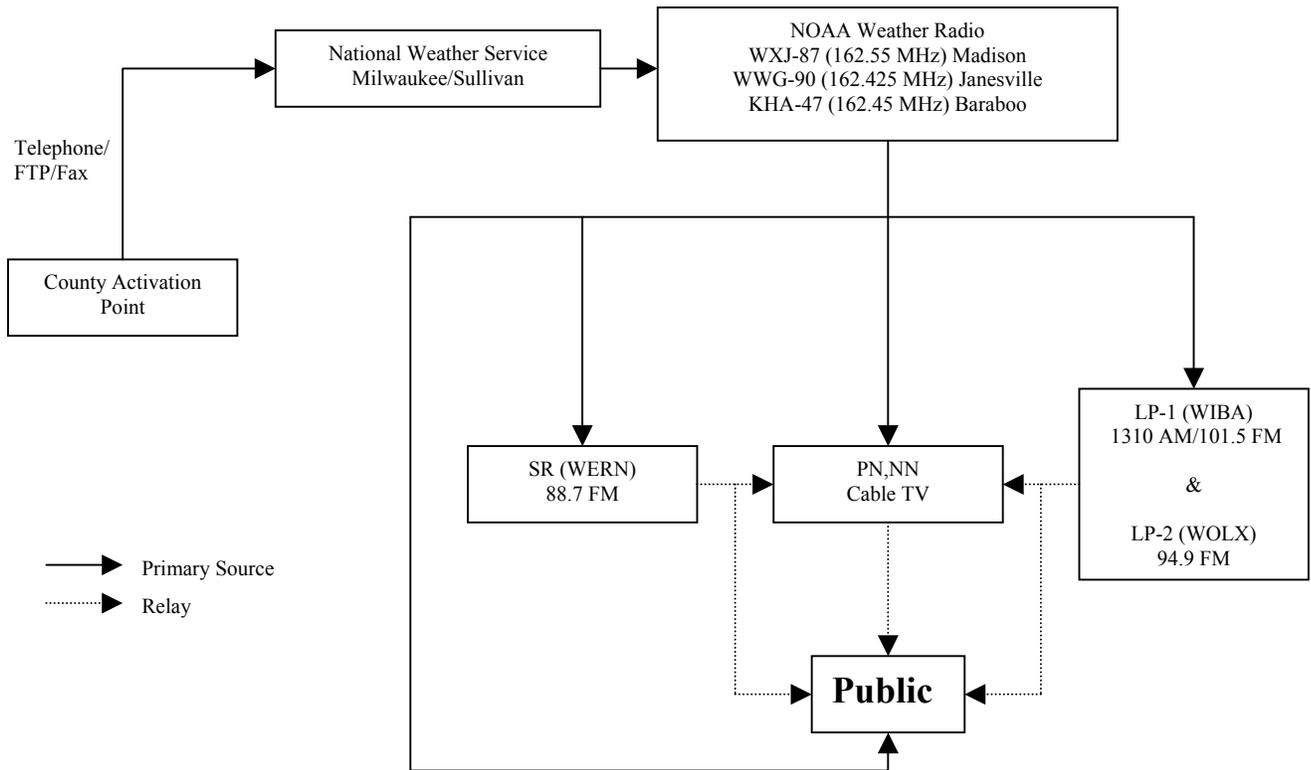


Figure 1

Local Emergency System – Back-up EAS Paths

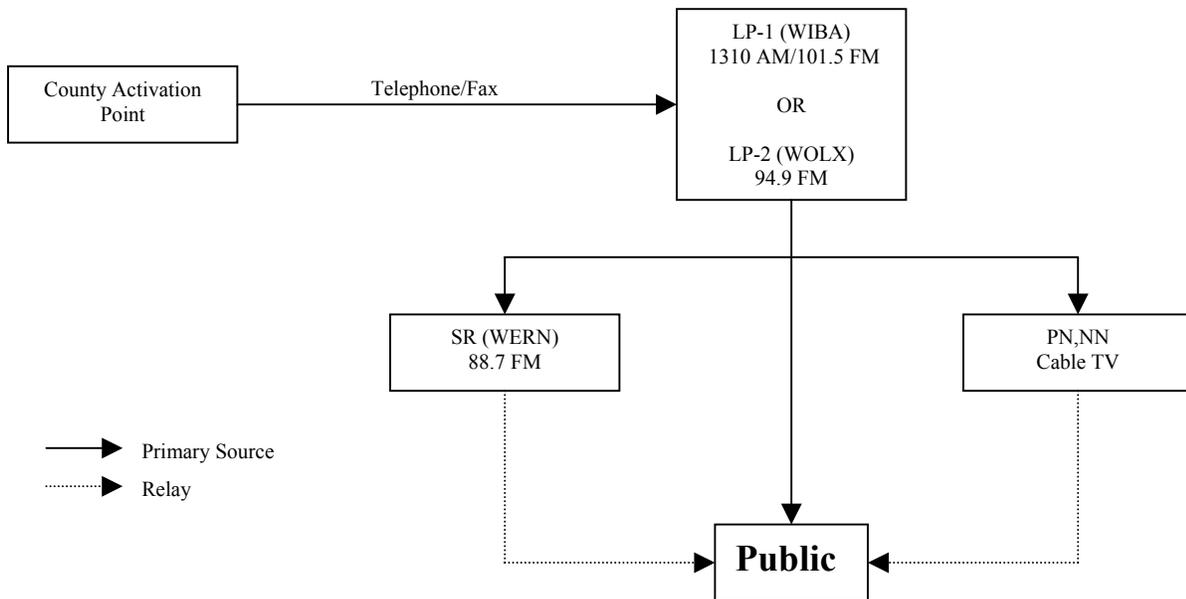


Figure 2

EAS and Follow-up Message Text Paths

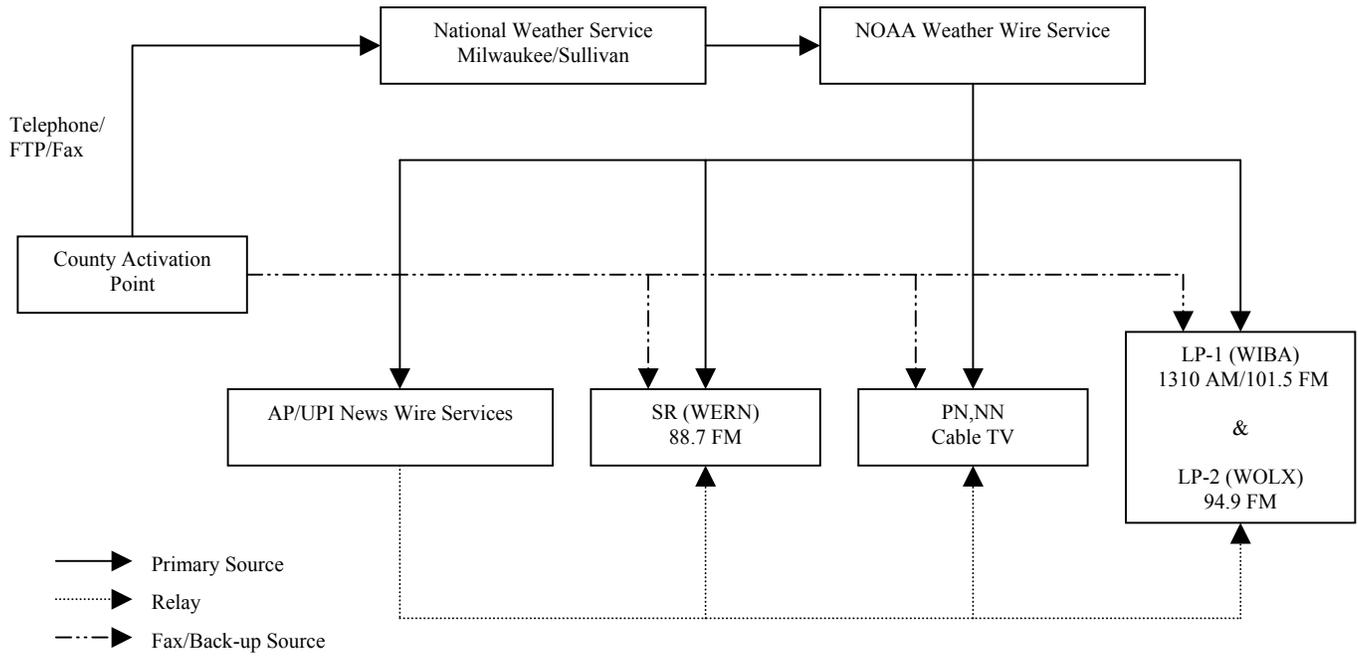


Figure 3

VI. KEY EAS STATIONS

Some of these numbers are unlisted. Please do not distribute to the general public.

NATIONAL WEATHER SERVICE FORECAST OFFICE – MILWAUKEE/SULLIVAN, WI

Emergency Coordination

Senior Forecaster: ___ - ___ - ____

FAX: ___ - ___ - ____

Meteorologist in Charge: Ken Rizzo, ___ - ___ - ____, ext. ____

Warning Coordination Meteorologist: Rusty Kapela, ___ - ___ - ____, ext. ____

Science and Operations Officer: John Eise, ___ - ___ - ____, ext. ____

LOCAL PRIMARY (LP-1): WIBA-AM/FM, Madison, WI

STATION CONTACT: Joshua Wescott, News Director
Office: ___ - ____
Pager: ___ - ____
Email: _____

CONTACT METHOD: Direct line: ___ - ____, WIBA-AM
___ - ____, WIBA-FM
Newsroom: ___ - ____
FAX: ___ - ____
News tip: _____

HOURS OF OPERATION: On-site staff 24/7

ALTERNATE LOCAL PRIMARY (LP-2): WOLX-FM, Madison, WI

STATION CONTACT: Adam Elliot, newsroom
Mike Weber, chief engineer, cell: ___ - ____
Jeff Lynn, program director, cell: ___ - ____

CONTACT METHOD: Voice: ___ - ____ (during staff hours)
News/Studio: ___ - ____ (hotline)
FAX: ___ - ____
Email: _____

HOURS OF OPERATION: Staffed 5:30 a.m. to 8:00 p.m.
Automation 8:00 p.m. to 5:30 a.m.

VII. ACTIVATION PROCEDURES

A. Procedures for Local Officials

Any local elected or appointed public official or public safety command officer may request activation of the Local EAS. This includes commissioners, emergency managers, police or fire officials, or other public safety officers involved in the management of a major incident. Determination of authority to request activation of the Local EAS rests with local officials, not with broadcast station personnel. For the purposes of the Local Plan, local activations of the EAS will use the Civil Emergency Message (CEM) code only. A current and complete list of EAS event codes used in Wisconsin appears on page 27.

1. Complete the EAS Activation Checklist for your jurisdiction. This checklist is located in Annex A, *Local Activation Guidance*, page 18.
2. Develop the emergency message to be broadcast. Follow the format guidance provided in Annex B, pages 19 – 23, *Sample EAS Messages*. Prepare the message that is to be read “live” by the NWS’s computer synthesized voice. Emergency messages should be brief, yet clearly outline the following:
 - Source of the message with name and title
 - Nature of the event and a description of the hazard
 - Location of the event and affected area
 - Time frame for those at risk to take action
 - Guidance for Public Protection

The maximum length of the message should be kept to one minute or less (approximately 150-200 words). The EAS should only be used as a means of getting the attention of the at-risk population. If a message longer than one minute is necessary to convey all relevant information, draft the EAS message as an initial notification. Subsequent messages containing addition or follow-up information can be transmitted to local media outlets to be covered as a news item.

See Annex B, pages 19 - 23, *Sample EAS Messages*.

3. Contact appropriate activation point, identify yourself, and advise that you need to activate the Local EAS. Fax or otherwise transmit the text of your message to the Activation Point.
4. Activation Point personnel will prepare your EAS alert for broadcast.
5. Local officials are required to appoint a Public Information Officer to handle follow up information to the Activation Point, and to handle news inquiries.
6. Follow-up information may also be disseminated via the NWR and NWWS if necessary. Procedures for accessing these networks will be the same as the initial EAS activation, with the exception that the Activation Point must be informed that this is follow-up information and should be handled as such. Follow-up information will not be carried as EAS/SAME or Tone Alert messages on the NWR network.
7. When the event has been terminated or when public protective actions are no longer necessary, inform the Activation Point so that the warning messages can be cancelled.

ACTIVATION PROCEDURES *continued,*

B. Procedures for Activation Point Personnel

1. Authenticate the identity of the local official requesting activation of the local EAS. Ensure that all necessary details of the emergency have been received at the activation point.
2. Contact the operational meteorologist (Senior Forecaster) at the Milwaukee/Sullivan office by:
 - a. Direct phone line
 - b. NAWAS

Identify yourself. Give them a call-back telephone number so that the NWS can authenticate your request. When the Senior Forecaster calls back, inform them of the details of the local request for activation of the weather alert system for an EAS/SAME and Tone Alert message.

3. Send by FTP the message text to the Milwaukee/Sullivan office. Use the EAS Activation template if appropriate. This will enable NWS to code the message for EAS transmission on the three NOAA Weather Radios that service Dane County, and the message text for transmission over the NOAA Weather Wire Service. A fax of the message text can be sent to the NWS for manual entry into the system if the FTP method fails.
4. Contact the Wisconsin Emergency Management 24-hour Duty Officer. Notify the Duty Officer of the EAS activation via NOAA Weather Radio originated by the Milwaukee/Sullivan NWS Forecast Office.
5. Fax to all local media outlets, using official letterhead, a copy of the message text. This will serve as an additional or back-up text source for the broadcast stations.
6. The activating official will have appointed a Public Information Officer. This will be for follow-up information, and to handle news inquiries.
7. In the event of a widespread failure of the EAS distribution system, the activation request may be relayed to LP-1 (WIBA) **or** LP-2 (WOLX) by telephone, fax, messenger, or any other appropriate means necessary to activate the Local EAS. CAUTION: Back-up EAS activation requests should be made to WIBA first, and then to WOLX only if WIBA is unable to carry the message. Under no circumstances should the request be made to both stations. EAS activation from both WIBA and WOLX may result in duplicate messages being received by participating stations that monitor both of these sources.
8. If local officials request subsequent activations for follow-up information, follow the procedures listed above with two exceptions, a) notify the NWS that this is follow-up information and should not be transmitted as an EAS/SAME or Tone Alert message and b) use the Follow-up Message template as appropriate.
9. Document the activation request.

Note: Considering the weather situation, the Activation Point may request that the alert message be repeated regularly in the NOAA Weather Radio broadcast cycle. Repeated broadcasts will be the voice portion of the message only. Repeated messages will not be EAS/SAME or Tone Alert messages. If repeat broadcasts are requested, be sure to notify the Weather Service when the event has concluded so that the message can be removed from the broadcast cycle.

ACTIVATION PROCEDURES *continued,*

C. Procedures for National Weather Service Personnel

1. Be prepared for the text message to be received by FTP to the AWIPS system. Be prepared to receive the message by fax and manually enter the information into AWIPS as a Civil Emergency Message (CEM) if the FTP fails. If the emergency message arrives via the FTP route, it will automatically be sent out on the NOAA Weather Wire Service that feeds the broadcast media.
2. Use the NOAA Weather Radio (NWR) browser to review the CEM for possible mistakes. Assure that the initial CEM is sent to the Console Replacement System (CRS) (creates the NWR broadcast text) with the SAME and 1050 MHz Tone Alert features activated.
3. Set the message to be repeated in the NWR program stream at intervals requested by the County Activation Point.
4. Send the message through CRS for dissemination. It should be broadcast on the Madison, Baraboo, and Janesville Weather Radios.
5. If activation is requested for follow-up information (sent as a CEM), use the NWR browser to review the CEM for possible mistakes. Assure that the **follow-up** CEM is sent to CRS with the SAME and 1050 MHz Tone Alert features **de-activated**.
6. Set the message to be repeated in the NWR program stream at intervals requested by the County Activation Point. Repeated messages should not be EAS/SAME or Tone Alert.
7. Send the message through CRS for dissemination.
8. Document the activation request.

Note: If the CEM is sent to the Milwaukee/Sullivan office via fax, make sure the proper MND Broadcast Instruction line is used. The County Activation Point will tell the Senior Forecaster which header should be used, either “BULLETIN – IMMEDIATE BROADCAST REQUESTED” or “URGENT – IMMEDIATE BROADCAST REQUESTED.”

ACTIVATION PROCEDURES *continued,*

D. Procedures for LP-1 and LP-2 Station Personnel

LP-1 and LP-2 stations have agreed to forward the following activations of the EAS for the Local Area:

- Civil Emergency Message (CEM)

A current listing of the FCC-approved EAS Event Codes used in Wisconsin appears on page 27. Future, proposed codes could expand the Event Codes list and should allow for greater hazard specificity.

1. Relaying EAS Messages

- a. Be prepared for the alert to be received by your EAS decoder. If operation of the EAS encoder/decoder is set to Automatic mode, monitor the encoder to ensure that the alert is relayed.
- b. If operation of the EAS encoder/decoder is set to Manual mode, the alert must be re-transmitted as soon as possible after receipt. Relay the Alert. This will forward the alert to the Participating Stations in the Local Area for broadcast to the general public.
- c. If necessary, read the alert details at timed intervals during programming breaks for greater coverage to the general public. The text will be available through the station's weather wire feed and by fax from the County Activation Point.
- d. Make notification of an EAS activation in the Station Operating Log.

2. Originating EAS Messages

In the event of a widespread failure of the Weather Alert System distribution, LP-1 (WIBA-AM/FM) or LP-2 (WOLX-FM) may be requested to activate the Local EAS by the local activation point. The request will be made via telephone, fax or messenger.

- a. Using the EAS Encoder instructions located with your EAS unit, build the alert in the EAS encoder. These items will include the originating authority; nature of the alert; all or parts of the County affected; and the estimated duration of the alert. Prepare the message that is to be read. All local EAS alerts will carry the CEM (Civil Emergency Message) EAS Event Code.
- b. Local officials requesting activation will have appointed a Public Information Officer. This will be for follow up information, and to handle news inquiries.

ACTIVATION PROCEDURES *continued*,

E. Procedures for Participating Station Personnel

1. Upon receipt of an alert by your EAS decoder from either the Weather Alert System or LP-1 or LP-2, if operation of the EAS encoder/decoder is set to **Automatic mode**, monitor the encoder to ensure the alert is relayed. For stations operating in **Manual mode**, the alert must be re-transmitted as soon as possible after receipt. Relaying of Local EAS alerts is at the discretion of the individual broadcast station or cable operation.
2. If necessary, read the alert details at timed intervals during programming breaks for greater coverage to the general public. The text will be available through the station's weather wire feed and by fax from the County Activation Point. The text message can also be a source for entering into a character generator for television text crawl.
3. Make notification of an EAS activation in the Station Log.

VIII. TESTS

A. National Weather Service Testing

To keep familiar with standard operating procedures, a monthly test will be conducted between the County Activation Point and the National Weather Service.

1. Activation Point Test Procedures

A test of the communications links with the National Weather Service – Milwaukee/Sullivan Forecast Office will be conducted at 12:05 PM on the first Wednesday of every month in conjunction with the regular tests of other components of the local warning system.

- a. Contact Senior Forecaster at NWS at Milwaukee/Sullivan by either:
 - i. Primary contact – NAWAS
 - ii. Backup – Telephone
- b. Inform call-taker that the text of a local alert test message will be arriving by FTP. Request transmission of CEM Test Message via NWS network.
- c. Use the EAS Test Message template to send the test to NWS at Milwaukee/Sullivan.
- d. Verify that local media fax numbers remained programmed in the Department's fax machine.
- e. Document the EAS test with Emergency Management.

2. National Weather Service Test Procedures

- a. On receipt of the FTP file from the County Activation Point, AWIPS will automatically send the test message to the NOAA Weather Wire Service as a Civil Emergency Message. The phrase “HOLD, DO NOT BROADCAST AT THIS TIME” will appear in the MND line.
- b. Use the NWR browser to review the test message (CEM) for mistakes. Make sure the SAME and 1050 MHz Tone Alert features are **de-activated**.
- c. Set the message to be repeated in every cycle of the NWR program stream for 20 minutes.
- d. Send the test message to CRS for broadcast. It should be broadcast on the Madison, Baraboo, and Janesville Weather Radios.
- e. Document the test request.

B. LP-1 and LP-2 Test Procedures

LP-1 and LP-2 stations shall follow testing procedures listed in FCC Part 11, Subpart E, 11.61, “Tests of EAS Procedures.” In addition, to keep familiar with standard operating procedures, a quarterly test will be conducted between the county activation point and the LP-1 and LP-2 stations. These tests will be performed at the following times on the first Wednesday of the following months:

<u>Month</u>	<u>Time Frame</u>
March	8:45-8:55 AM
June	11:50 PM – 12:00 AM
September	8:45 – 8:55 AM
December	11:50 PM – 12:00 AM

It should be noted that these times are in conjunction with the Required Monthly Test (RMT) schedules set up in the State Plan. This will allow for local testing procedures to be followed without disrupting the statewide testing schedules that are already in place.

1. Activation Point Test Procedures

- a. Contact LP-1 and LP-2 stations. Primary contacts listed on page 9, *EAS Key Stations*.
- b. Inform call-taker that the text of a local alert test message will be arriving by fax. No further action is requested.
- c. Using official letterhead, fax a test message to LP-1 and LP-2 stations.
- d. Log test in EAS log book.

2. LP-1 and LP-2 Station Procedures

- a. Retrieve test message fax.
- b. Sign, with date and time, the received test message and fax back to 911 Center at ____ - ____.

IX. PLAN PERFORMANCE AND REVIEW

The Madison Broadcast Market Local EAS Planning Committee meets on a yearly basis to review county EAS Local Plans to ensure the plan is achieving its goal. Meetings are open to all interested parties. The date and time of the next meeting will be sent out by e-mail. Changes to EAS Local Plans may be submitted to the chairperson for consideration at the next regular meeting. Proposed changes will be submitted in writing. Changes to this EAS Local Plan will be submitted to the Wisconsin SECC for final approval.

X. ANNEXES

A. Local Activation Guidance	18
B. Sample EAS Messages	19 - 23
C. Emergency Media Contact List	24 - 25
D. EAS Protocols	26- 30
E. EAS Monitoring assignments	30
F. Local Plan Signatures	31

LOCAL ACTIVATION GUIDANCE

This Annex is a basic guide for the official in the field who may need to activate the Local EAS. The Annex outlines procedures to ensure that activation of the Local EAS is necessary and that the Local EAS is activated only by an authorized official.

The primary activation point in Dane County is the Dane County Public Safety Communications Center (Dane County 911 Center). The Dane County Emergency Operations Center is designated as a back-up activation point. All requests for local EAS activation in Dane County will be forwarded to the activation point by and only by the Incident Commander or designee at the scene of the emergency. The Incident Commander will make his or her authority known when requesting EAS activation. This contact should take place using the normally assigned channels of communication between Incident Command and the Communications Center.

The EAS may be activated to provide public warnings for imminent or on-going threats to life and property. Such threats may include, but are not limited to explosion, hazardous materials release, civil disturbance, dam failure, and prolonged 911-system failure. The EAS will not be activated locally by the 911 Center for severe weather threats. The National Weather Service retains this responsibility.

The Emergency Alert System is a very valuable tool in gaining access to broadcast media and cable operators in Dane County. This system, if used properly, can provide a means to rapidly disseminate vital information to the public. The decision to activate the system, however, relies solely on the judgement of officials at the scene of the event. This Annex does not provide definitive criteria for system activation, but rather provides a set of broad guidelines for those in the position of making that decision.

EAS Activation Checklist

In general, the following conditions should be considered when determining whether EAS activation is warranted:

- Severity - Is the situation a catastrophic emergency or disaster? Is there a significant threat to public life and safety?
- Public Protection - Is there a need for members of the public to take a protective action in order to reduce loss of life or substantial loss of property?
- Warning - Will providing warning information assist members of the public in making the decision to take proper and prudent action?
- Timing - Does the situation require immediate public knowledge in order to avoid adverse impact?
- Are other means of disseminating the information inadequate to ensure proper and timely delivery of the information?

If the answer to all of these questions is “Yes”, then EAS activation is warranted. Follow the guidelines outlined in this plan to activate the system.

Note: EAS activation is generally not recommended if the event is already being covered as a news item.

SAMPLE EAS MESSAGES

The alert/notification message is one of the most important elements of the public warning effort. The content and style of the hazard notification message has a direct impact on the public's response to a warning and the willingness to comply with the recommended protective actions. A well written warning message that is delivered consistently across all modes of dissemination will provide as much assurance as possible that members of the public will react appropriately to the occurring threat. Remember, however, that the maximum length of an EAS message sent over NOAA Weather Radio is approximately one minute.

The warning message should be written in a style that clearly conveys the potential hazard to the public. An effective warning message must be specific, clear, consistent, and accurate. The content of the message should include information on five basic elements. These are:

1. The source of the message. The person or persons responsible for issuing the alert should be clearly identified. The message should identify the individuals by name, identify their positions, and state the names of their organizations or offices.
2. Description of the hazard or risk. The warning message must describe the event that has occurred (or may occur) and the danger that it poses. The hazard should be described in sufficient detail so that all members of the public understand the character of the threat from which they are to protect themselves.
3. Location of the hazard. The message should also describe the geographic areas that are at risk as well as those areas that are not at risk. This is necessary because a wider audience than those at risk will hear the message. The details of the location should be described in terms easily understood by the public using well know landmarks and geographic boundaries. Simply siting distances from the source of the threat is not adequate.
4. Guidance for protective actions. The message must include information on what people should do to protect themselves. People will act properly when clear, detailed guidance is provided. The proper protective actions must, therefore be described explicitly.
5. Time available to act. Public warnings must also address the "when" aspect of response. The warning message must include information on the time available for those in the affected area to take the appropriate protective action.

Sample messages illustrating these basic principals are included in the following pages. While these samples do not cover every emergency situation, the texts are generic in that accident and location-specific factors can be incorporated into the final message developed by local emergency responders in a real-life situation.

SAMPLE EAS MESSAGES *continued*

Evacuation (Hazardous Materials Release)

(Insert name of local official or officials with titles and organization names) have issued the following emergency bulletin.

At (time), a (description of event) occurred at (facility and location).

This (event description) has caused (may cause) a release of (chemical name) which is extremely hazardous to human health if inhaled or comes in contact with human skin. Vapors from this (chemical name) release may not be visible and can cause serious adverse health effects with very little notice.

(Insert official names and titles) are closely monitoring the situation. The Emergency Alert System has been activated to advise people in the immediate area surrounding (event location) to evacuate immediately (give time frame if not immediate).

The evacuation zone consists of an area approximately (downwind distance) from the (location of event). This area is bounded by _____ on the west, _____ on the north, _____ on the east and _____ on the south.

If you are within this area, you should evacuate immediately. Detailed evacuation instructions have been provided to Madison area broadcast radio and television stations. Please tune to a local station for additional information.

Note: Due to encoder/decoder audio record time constraints, a subsequent message will be necessary to provide detailed evacuation instructions. The text of this message and all subsequent messages will be provided to all media contacts listed in Annex C {page 23 and 24} for coverage as a news item. Follow-up messages will also be broadcast on NOAA Weather Radio as special advisories, but will not be broadcast as EAS/SAME or Tone Alert messages.

SAMPLE EAS MESSAGES *continued*

Evacuation Instructions

The following evacuation instructions have been prepared by (jurisdiction and agency). It is extremely important for everyone in the area to leave in a vehicle as quickly as possible. Use only the following recommended evacuation routes.

1. _____
2. _____
3. _____

Do not deviate from these routes. Do not take short cuts. A short cut may put you in the path of the released chemical.

If you are at home receiving this message to evacuate, gather together your family and pets who are at home. If you are not at home, do not attempt to return to your home before evacuating. If some family members are not at home, do not wait for them to return to leave with you. Depart immediately after this message ends. If possible, leave in a single vehicle.

Public shelter sites have been established at the following locations. You may use them free of charge.

1. _____
2. _____
3. _____

You are advised to report to one of these sites even if you will not be utilizing the shelter services. This will allow emergency workers to verify that you have been safely evacuated and assist in reuniting family members.

If you need transportation assistance or other special help, call _____. Emergency workers are in the area to assist.

You are advised to bring with you personal items such as identification, money or credit cards, medications, eye glasses, hearing aids, tooth brushes, and a change of clothes for yourself and each member of your family. Also bring items for your baby such as diapers, formula, or baby food.

If your children are at school in this area, they will be evacuated to a safe location. Do not go to the school to pick them up.

Do not call 9-1-1 unless you have an emergency to report. Do not call 9-1-1 for information.

If you are not located in the affected area, please stay away so emergency vehicles can respond.

Once again, the (organization names) are advising people located within the area approximately (downwind distance) from the (location of event) to evacuate immediately. This area is bounded by _____ on the west, _____ on the north, _____ on the east and _____ on the south.

Stay tuned to this station for additional information and instructions.

SAMPLE EAS MESSAGES *continued*

Shelter-in-Place (Hazardous Materials Release)

(Insert name of local official or officials with titles and organization names) have issued the following emergency bulletin.

At (time), a (description of event) occurred at (facility and location).

This (event description) has caused (may cause) a release of (chemical name) which is extremely hazardous to human health if inhaled or comes in contact with human skin. Vapors from this (chemical name) release may not be visible and can cause serious adverse health effects with very little notice

(Insert official names and titles) are closely monitoring the situation. The Emergency Alert System has been activated to advise people in the immediate area surrounding (event location) to Shelter-in-Place immediately (give time frame if not immediate). Due to the nature of this event, outdoor concentrations of (released chemical) will not be at levels high enough to cause harmful effects. Sheltering indoors will provide you with an extra margin of safety. Do not attempt to evacuate at this time because you will risk greater exposure by going outside than if you remain indoors.

The Shelter-in-Place zone consists of an area approximately (downwind distance) from the (location of event). This area is bounded by _____ on the west, _____ on the north, _____ on the east and _____ on the south.

If you are within this area, you should Shelter-in-Place immediately. Detailed sheltering instructions have been provided to Madison area broadcast radio and television stations. Please tune to a local station for additional information.

Note: Due to encoder/decoder audio record time constraints, a subsequent message will be necessary to provide detailed evacuation instructions. The text of this message and all subsequent messages will be provided to all media outlets listed in Annex C for coverage as a news item. Follow-up messages will also be broadcast on NOAA Weather Radio as special advisories, but will not be broadcast as EAS/SAME or Tone Alert messages.

SAMPLE EAS MESSAGES *continued*

Shelter-in-Place Instructions

The following Shelter-in-Place instructions have been prepared by (jurisdiction and agency). Shelter-in-Place is a precaution intended to limit your exposure to the release of (Chemical name) and keep you safe while you remain in your home.

All family members and pets should go indoors immediately. If you are already indoors, you should stay there. You will be safe inside until the danger has passed. Once inside take the following precautions:

- Shut and lock all windows and doors, including interior doors. These actions will reduce air circulation in the building.
- Shut off all ventilation systems including your furnace, air conditioner, window fans, exhaust fans and vents.
- Go to an interior room with the fewest windows and doors. Remain calm and relaxed.
- Turn on a radio or television so that you can be notified when it is safe to leave your home. Wait for (insert organization name) to provide the official notification that it is safe for you to leave.

If your children are at school in the affected area, they will be protected at the school. Do not travel to the school to get them.

Do not call 9-1-1 unless you have an emergency to report. Do not call 9-1-1 for information.

If you are not located in the affected area, please stay away so emergency vehicles can respond.

Once again, the (organization names) are advising people located within the area approximately (downwind distance) from the (location of event) to Shelter-in-Place immediately. This area is bounded by _____ on the west, _____ on the north, _____ on the east and _____ on the south.

Stay tuned to this station for additional information and instructions.

ANNEX C

EMERGENCY MEDIA CONTACT LIST

This short list of media contacts can be used to get emergency information out quickly. Phone numbers are listed in the order in which they should be tried. Information is current as of 08/27/02.

Many of these numbers are unlisted. Please do not distribute to the general public.

NATIONAL WEATHER SERVICE

Emergency Coordination

Senior Forecaster: ___ - ___ - ____

FAX: ___ - ___ - ____

Meteorologist in Charge: Ken Rizzo, ___ - ___ - ____, ext. ____

Warning Coordination Meteorologist: Rusty Kapela, ___ - ___ - ____, ext. ____

Science and Operations Officer: John Eise, ___ - ___ - ____, ext. ____

RADIO

WIBA AM 1310/FM 101.5; WTSO AM 1070; WZEE FM 104.1; WMLI FM 96.3; WMAD FM 92.1

Newsroom: ___ - ____

Direct lines: WIBA-AM, ___ - ____; WIBA-FM, ___ - ____; WMAD-FM, ___ - ____
WMLI-FM, ___ - ____; WTSO-FM, ___ - ____; WZEE-FM, ___ - ____

FAX: ___ - ____

News Director Hotline: ___ - ____

WTDY AM 1480; WMGN FM 98; WJJO FM 94.1; WWQM FM 106.3; WHIT AM 1550

News Line: ___ - ____

Studio Line: ___ - ____

FAX: ___ - ____

E-mail: _____

WOLX FM 94.9; WMMM 105.5; WYZM 105

News/Studio Line: ___ - ____ (hotline)

FAX: ___ - ____ in newsroom

E-mail: _____

WHA AM 970; WERN FM 88.7

News Line: ___ - ____

FAX: ___ - ____

EMERGENCY MEDIA CONTACT LIST continued

TELEVISION

WISC-TV Channel 3

News Line: ___ - ____

FAX: ___ - ____

WMTV Channel 15

News Line: ___ - ____

Studio Line: ___ - ____

FAX: ___ - ____

Master Control: ___ - ____

News Pager: ___ - ____

E-mail: _____

WHA-TV Channel 21

Master Control: ___ - ____

Fax: ___ - ____

WKOW-TV Channel 27

News Line: ___ - ____

Backup Line: ___ - ____

FAX: ___ - ____

E-mail: _____

WMSN-TV Channel 47

Master Control: ___ - ____, ___ - ____

FAX: ___ - ____

E-mail:

WBUW-TV Channel 57

Master Control: ___ - ____

FAX: ___ - ____

CABLE TELEVISION

Charter Communications

___ - ____

EAS PROTOCOLS

EAS activation's (tests or alerts) will consist of up to four elements:

- header code
- attention signal
- aural message
- end of message code

All EAS activation's will include a header code data burst. The header code will be sent three times, with a one-second pause after each transmission, to ensure proper reception by EAS decoders. Following the header code, a two-tone attention signal shall be used to alert listeners and viewers that an EAS activation has occurred and that an aural message will follow. The attention signal and an aural message will be included as part of an alert. An aural message would follow the attention signal.

All EAS activations will conclude with an end-of-message code data burst. The end-of-message code will be sent three times, with a one-second pause after each transmission, to ensure proper reception by EAS decoders.

A. Header Code

EAS header codes consist of the following elements sent in the following sequence:
[Preamble] ZCZC-ORG-EEE-PSSCCC+TTTT-JJHHMM-LLLLLLLL

[Preamble] Clears the system. The preamble is sent automatically by the EAS encoder.

ZCZC The IDENTIFIER code indicates the start of the ASCII code. It is sent automatically by the EAS encoder.

ORG The ORIGINATOR code describes the type of entity originating an EAS activation. It is programmed into an EAS encoder by the user at initial setup. The only originator codes are:

- EAN - Emergency Action Notification Network
- PEP - Primary Entry Point System
- WXR - National Weather Service
- CIV - Civil Authorities
- EAS - Broadcast Station or Cable System

EAS PROTOCOLS *continued*

EEE The EVENT code describes the type of event that has occurred and must be programmed into an encoder by the originator for each activation. (Note that in some cases, such as tests, the encoder may use a macro function that assigns the event code, making it seem like no event code was specified.) The event codes listed have been approved by the FCC for EAS use in Wisconsin. Only those codes approved by the FCC may be used.

The following event (EEE) codes are presently authorized:

National Codes:

Event Code	Definition
EAN	Emergency Action Notification
EAT	Emergency Action Termination
NIC	National Information Center
NPT	National Periodic Test
RMT	Required Monthly Test
RWT	Required Weekly Test

Local Codes Used in Wisconsin:

Event Code	Definition	Event Code	Definition
TOA	Tornado Watch	EVI	Evacuation Immediate
TOR	Tornado Warning	CEM	Civil Emergency Message
SVA	Severe Thunderstorm Watch	DMO	Practice Demo Warning
SVR	Severe Thunderstorm Warning	ADR	Administrative Message
SVS	Severe Weather Statement	CDW	Civil Danger Warning
SPS	Special Weather Statement	HMW	Hazardous Materials Warning
FFA	Flash Flood Watch	LEW	Law Enforcement Warning
FFW	Flash Flood Warning	LAE	Local Area Emergency
FFS	Flash Flood Statement	NUW	Nuclear Power Plant Warning
FLA	Flood Watch	RHW	Radiological Hazard Warning
FLW	Flood Warning	CAE	Child Abduction Emergency
FLS	Flood Statement	EQW	Earthquake Warning
WSA	Winter Storm Watch	FRW	Fire Warning
WSW	Winter Storm Warning	TOE	911 Telephone Outage Emergency
BZW	Blizzard Warning	SPW	Shelter-in-Place Warning
HWA	High Wind Watch	SMW	Special Marine Warning
HWW	High Wind Warning	NMN	Network Message Notification

EAS PROTOCOLS *continued*

PSSCCC The LOCATION code identifies the states, counties, and county areas that are affected by an EAS alert. The location code must be programmed by the alert originator each time an alert is sent. (Note that in some cases, such as tests, the encoder may use a macro function that assigns the location code, making it seem like no event code was specified.) EAS location codes are based on FIPS (Federal Information Processing System) codes. Each state has been assigned a number and each county in each state has been assigned a number. The combination of the state number and the county number gives each county in the entire country a unique identification number. This makes up the "SSCCC" portion of the EAS location code. An additional digit has been added at the head of the FIPS code to make up the EAS location code. This digit, represented by the "P", further defines the location described by the FIPS code, allowing each county to be broken down into nine smaller areas. The boundaries of the smaller areas are determined by the State Division of Emergency Management in cooperation with local emergency management authorities.

TTTT The DURATION code defines how long the alert is expected to be in effect. The duration must be determined by the alert originator each time an alert is sent. Valid duration's can be entered in 15-minute segments up to one hour and then in 30-minute segments beyond one hour. The maximum length is 8 hours. For example:

- 0015 = 15 minutes
- 0030 = 30 minutes
- 0045 = 45 minutes
- 0100 = 1 hour
- 0230 = 2 hours 30 minutes
- 0400 = 4 hours

JJJHHMM Date (Julian) and time of day (UTC, GMT) the EAS was activated. This is sent automatically by the encoder. The duration of the event is based on this code. The "JJJ" portion of the code represents the Julian date. The Julian date system numbers each day sequentially starting with 001 on January 1 each year.

Examples of Julian dates are:

DAY OF YEAR	JULIAN DATE NON-LEAP YEAR	JULIAN DATE LEAP YEAR
January 1 =	001	001
June 15 =	166	167
September 30 =	273	274
December 31 =	365	366

The "HHMM" portion of the code represents the hours and minutes of the day using Coordinated Universal Time (UTC, GMT).

EAS PROTOCOLS *continued*

Note: The Attention Signal and an Aural Message must be used together. Do not use the Attention Signal without an Aural Message, and always precede an Aural Message with the two-tone Attention Signal.

B. Attention Signal

An EAS activation for the Local Area includes a two-tone Attention Signal. The two-tone Attention Signal must consist of the fundamental frequencies of 853 and 960 Hz transmitted simultaneously and must be from 8 to 25 seconds in duration. The Attention Signal must follow the EAS header and must precede an aural message.

C. Aural Message

An EAS activation for the Local Area includes an aural message. EAS decoders are required to have the capability to record and store at least two minutes of audio information, including the header code and attention signal. This effectively limits the length of the aural message to a maximum of 1 1/2 minutes. To assure complete transmission of the aural message, it is recommended that the message be no longer than 1 minute. Messages longer than 1 minute should be broken down to shorter messages issued as an initial alert and a series of follow-up messages. The aural message will be transmitted following the Attention Signal.

D. End-of-Message Code

EAS end-of-message codes consist of the following elements sent in the following sequence:
[Preamble] NNNN

[Preamble] = Clears the system. The preamble is sent automatically by the EAS encoder.

NNNN End of message. This end of message character string comprised of four ASCII "N" characters. This indicates the end of the EAS message.

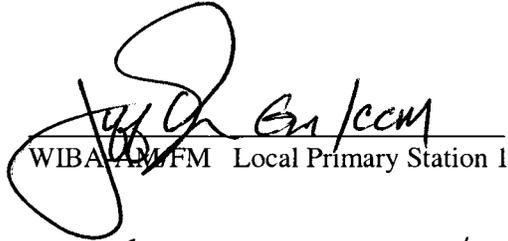
ANNEX E

STATION EAS MONITORING ASSIGNMENTS

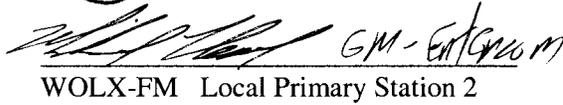
All stations participating in the Dane County EAS Local Plan have several sources available to monitor for EAS information. All stations are encouraged to monitor as many sources as possible to ensure timely dissemination of emergency information as well as to provide redundancy for the operation of the system. The Wisconsin State EAS Plan lists monitoring assignments.

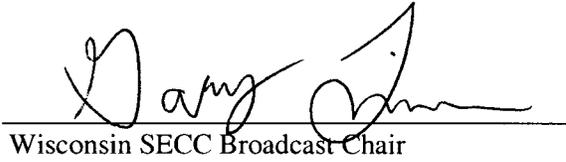
DANE COUNTY LOCAL PLAN SIGNATURES

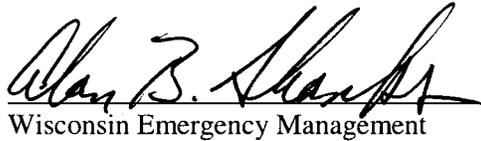
This plan is coordinated with and distributed to all emergency services officials in the Dane County EAS Local Area; all broadcast stations operating in the area; all cable television operators; the National Weather Service; and Wisconsin Emergency Management. This plan was produced by the Madison Broadcast Market Local EAS Committee. Comments should be directed to Paul Stoffel, WHA-TV, 608-263-2175 or Dave Janda, Dane County Emergency Management, 608-266-5950. A current version of this plan is posted on the Society of Broadcast Engineers Chapter 24 web page at <www.sbe24.org>.


WIBA-TV/FM Local Primary Station 1

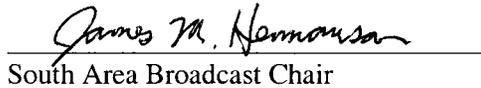

National Weather Service – Sullivan Office


WOLX-FM Local Primary Station 2


Wisconsin SECC Broadcast Chair


Wisconsin Emergency Management


Dane County Emergency Management


South Area Broadcast Chair


Dane County Public Safety
Communications Center (911 Center)