

Municipality of Anchorage
2024 Integrated Public Alert and Warning
System (IPAWS) SOG

# **Agency Plan Approval**

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## **Table of Contents**

| 1.         | Introduction19 |   |            |
|------------|----------------|---|------------|
| <b>2</b> . | Scop           | pe  | 20         |
| <i>3.</i>  | Ava            | ilable Tools, Advantages, and Limitations | 20         |
| 3.         | 1.             | Traditional Media                         | <b>2</b> 1 |
| 3.         | 2.             | Social Media                              | <b>2</b> 1 |
| 3.         | 3.             | Rave Mobile Safety                        | <b>2</b> 1 |
| 3.         | 4.             | Emergency Alert System                    | <b>2</b> 1 |
| 3.         | 5.             | Wireless Emergency Alerts                 | 22         |
| 4.         | Acti           | ivation Authorities and Authentication    | <b>2</b> 3 |
| 5.         | IPAV           | WS System Information                     | 24         |
| 5.         | 1.             | Login                                     | 25         |
| 5.         | 2.             | Credential Management Guidelines          | 25         |
| 6.         | Mes            | ssaging Templates                         | 26         |
| <b>7.</b>  | Ven            | dor Software Alerting Instructions        | 26         |
| <i>8.</i>  | Trai           | ining Guidelines                          | 26         |
| 8.         | 1.             | Initial Training                          | 26         |
| 8.         | 2.             | Recurring Training                        | 26         |
| 8.         | 3.             | Required Proficiency Exercises            | 26         |
| 9.         | Doc            | umenting Messages and Activities          | 26         |
| 10.        | Ti             | raining Schedule                          | 27         |
| 11.        | E              | xercise Schedule                          | 27         |
| 12.        | R              | risk Mitigation Strategy                  | 28         |
| 13.        | И              | Vhole Community Approach Plans            | 29         |
| 14.        | <b>E</b> v     | vent Codes                                | 30         |
| 14         | .1.            | Local Area Emergency (LAE)                | 30         |
| 14         | l.2.           | Fire Warning (FRW)                        | 30         |
| 14         | l.3.           | Immediate Evacuation (EVI)                | 30         |
| 14         | .4.            | Practice/Demo Warning (DMO)               | 30         |
| 14         | .5.            | Required Weekly Test (RWT)                | 30         |
| 15.        | S              | OG Maintenance and Updates                | 31         |
| 16.        | Α              | Acronyms and Terminology                  | 31         |

| Appendix A: Creating Warning Content and Sample Messages | 5 <i>3</i> 3 |
|--|--------------|
| A1. FEMA Best Practices                                  | 33           |
| A2. Tips for Success                                     | 33           |
| A3. Additional Event Information and Short URL's         |              |
| A4. Required Message Components                          | 34           |
| A5. Required parameters for WEA/EAS Dissemination        | 34           |
| Event Code   |              |
| Urgency  | 34           |
| Severity   | 32           |
| Certainty  | 35           |
| Category   | 35           |
| WEA (CMAM) 90-Character Text                             | 35           |
| WEA (CMAM) 360-Character Text                            | 35           |
| Event Text   | 35           |
| Headline 160-Character Text                              | 35           |
| Description  | 35           |
| EAS Optional Fields                                      | 35           |
| A6. Sample Messages                                      | 36           |
| Avalanche and Landslide                                  | 36           |
| Boil Water Notice  | 36           |
| Civil Unrest and Terrorism                               | 36           |
| Communication Failure                                    | 37           |
| Dam Failure  | 37           |
| Earthquake   | 37           |
| Energy Management  | 38           |
| Erosion  | 38           |
| Extreme Weather  | 38           |
| Flood  | 39           |
| Hazardous Materials                                      | 39           |
| Transportation Accident                                  | 39           |
| Urban Fire   | 40           |
| Volcanic Ashfall   | 40           |
| Wildfire   |              |
| Accidental/Inaccurate Message                            | 41           |
| Appendix B: IPAWS Warning Decision Tool and Checklist    | 42           |
| B1. IPAWS Warning Decision Tool                          | 42           |
| Appendix C: Vendor Software Alerting Instructions        | 45           |
| C1. Sending an IPAWS Alert                               |              |
| Create a New IPAWS Alert Template                        |              |
| Set Geographic Delivery Targets                          |              |
| Sending or Saving an IPAWS Alert                         |              |

## 1. Introduction

IPAWS, the Integrated Public Alert and Warning System, is a system which is designed to unify several public alerting systems under one architecture, as well as to modernize those systems to adapt to changing technologies and the way the public receives alerting.

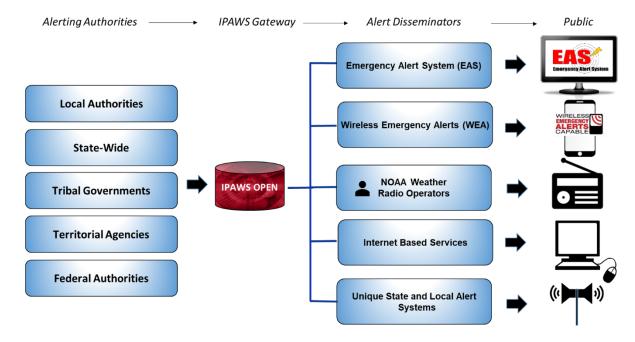


Figure 1: IPAWS Architecture

The IPAWS umbrella contains two major warning systems: The Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA). The EAS generally refers to broadcast messages through more traditional broadcast such as television and radio outlets, while WEA can send messages to mobile devices through push notification. In addition, the system used a protocol referred to as Common Alerting Protocol (CAP) which allows for warning dissemination by other systems, such as warning signage, internet-based systems, and more.

In addition to the IPAWS system, the Municipality subscribes to an alerting service called Rave Mobile Safety. Rave is a subscription-based service that allows members of the public to opt-in to receive telephone and text notifications.

Generally, public alert and warning is one of the most visible products of an emergency response during and after an emergency. Accurate public information is essential to establish trust with the affected population, to gain cooperation in response and recovery efforts, and to provide the perception of a hard-working, transparent response by the various levels of government. Conversely, inaccurate, or contradictory public messaging can produce a negative perception of the response to an incident, even if the operations themselves were successful.

In recent years, the advent of technology including mobile phones, applications, social media, and crowdsourced platforms have contributed to changing the public expectation of information during incidents. Members of the public expect accurate information to be disseminated rapidly.

This expectation, combined with the multitude of different technologies and methods for alerting, can create a challenge for personnel tasked with providing public information. This SOG will address the options available and



Figure 2: RAVE Integration

procedures to utilize when using IPAWS and other alerting technologies. The SOG is intended to be utilized as part of an all-hazards approach to emergency and crisis communications. It can be applied to hazards identified in the Municipality planning documents such as the Comprehensive Emergency Operations Plan and Hazard Mitigation Plan, as well as other planned and unplanned incidents as appropriate. While some sample messages and templates are included in this plan, it is the intent that message originators will be required to author and/or customized messages based on the particulars of each event.

# 2.Scope

This SOG describes the administrative considerations and procedures for use of the IPAWS system, an overarching term for various warning systems that can be used to alert the public to emergency and critical situations. These include access to the Wireless Emergency Alerts and Emergency Alert System, and to future systems or technologies that the Municipality may have access to through their MOA with the Federal Emergency Management Agency.

The software used to access IPAWS is also used to access other warning systems. A complete alert and warning strategy also uses traditional media, social media, distribution lists, and opt-in notification systems, among other tools. These guidelines apply only to systems accessed through IPAWS. Each individual Municipal department should have their own policies and procedures for utilizing these systems for their specific uses.

# 3. Available Tools, Advantages, and Limitations

IPAWS is a catch-all term for many warning systems and methodologies. In addition to systems such as Wireless Emergency Alerts (WEA), there exists many additional tools for alert and

warning available to municipal departments. Understanding those tools will assist staff in choosing the right tool(s) for the right situation.

## 3.1. Traditional Media

Traditional media consists of media outlets such as newspaper, radio, or television. While these outlets continue to be relied upon by residents for information, the demographics and reach of these places continue to evolve and change. Advantages of traditional media include access to a wide cross section of the population, including visitors. Disadvantages include potentially slower dissemination of information, and possible changes to statements by editorial staff.

## 3.2. Social Media

Social media refers to online platforms run by municipal departments. Various formats are supported based on the social network, however there are numerous advantages to publishing using these channels. These advantages include quick publishing and turnaround times with the ability to control the entirety of the message. The primary disadvantage includes a limited audience to those that have chosen to follow and receive content from these channels.

## 3.3. Rave Mobile Safety

Rave is software that provides public alert and warning services. Messages from the Municipality are sent to those subscribers that have opted-in to the service and can be disseminated in a variety of formats including text messages, Gmail, phone calls, and social media posts. The primary disadvantage to this service is the audience is required to opt-in to the service prior to the message being sent. Advantages include quick turnaround and control over the content and format of the messages, as well as the ability to provide for advanced geotargeting which makes it appropriate for smaller scale notifications.

# 3.4. Emergency Alert System

The Emergency Alert System (EAS) allows for messages to be disseminated to radio and television stations. Generally, the EAS is activated for certain categories of emergencies as outlined in the Municipality and State EAS plan, but a "generic" category is available for local messages. The advantages of the EAS system include the ability to provide longer form instructions and information. The primary disadvantage is that residents or visitors must be actively turned in to one of these sources at the time of transmission. In general, newer media such as internet television or satellite radio do not support EAS transmission.

# 3.5. Wireless Emergency Alerts

Wireless Emergency Alerts (WEA) allow for notification to mobile phones in a specific area. These notifications are not text notifications, but generally push notifications that provide for distinctive audio and visual alerting to the user. Advantages of this system include an attention-grabbing format that users are not routinely accustomed to, providing for increased attention to the message. Additionally, WEA is an opt-out scenario for local messages, as opposed to an opt-

in methodology, which increases the number of users that receive the message. Disadvantages include geotargeting that may not be as tightly refined as desired, and a certain level of alarm to a message of this type. Other disadvantages include a short character limit for messages, which is somewhat dependent on the individual device receiving the alert.



Figure 3: WEA Alert Types

## 4. Activation Authorities and Authentication

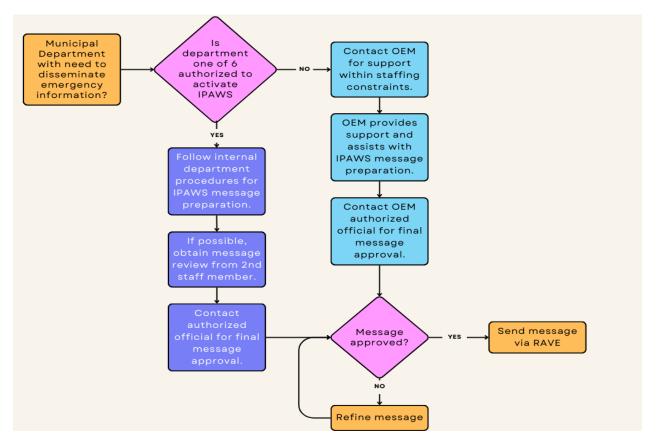


Figure 4: IPAWS Activation Flowchart

The following entities have the authority to activate and send out an IPAWS message:

- Anchorage Police Department Police Chief, Deputy Chief(s), Communications
   Director, or Dispatch Supervisor
- Anchorage Fire Department Fire Chief, Deputy Chief(s), or Assistant Chief(s)
- Office of Emergency Management Emergency Management Director or Emergency Program Manager (s)
- Municipal Manager or Deputy Municipal Manager
- Municipal Mayor or Chief of Staff

Any municipal department may request public messaging be disseminated in an emergency. It is recommended that those departments shown on this list appoint a primary and backup staffer that has completed the requirements to be a message originator listed in these guidelines.

A designee is generally named by a delegation of authority/out of office delegation memo if it is expected that the authorized official is not available.

For messages that are not the primary responsibility of one of the municipal departments, the Office of Emergency Management can provide technical assistance with message dissemination and requirements. Note that this assistance may be substantially limited or not available after hours due to staffing constraints.

Staffers authorized to send IPAWS messages must receive authorization from, and authenticate the identity of, one of the individuals listed above. This is an important security consideration as there have been attempts in other jurisdictions to disseminate inaccurate or false information for malicious intent. Even without such intent, it is critical that internal controls be maintained, and chain of command is aware of messaging being disseminated through the -.

To properly authenticate staff designated to send messages, the positions outlined in this procedure must clearly identify such designations when they occur, such as an acting individual when a chief or director is away from the office. Such designations may also be published as part of a schedule, such as an establish rotation for on-call duty officer positions.

Upon receipt of a request to disseminate IPAWS messaging, the authorized staffer should:

- 1. Input the message as requested in the Rave mobile safety software.
- 2. If possible, ask another individual to review the message for spelling, abbreviations, terminology, or other items that could be confusing or mis-interpreted by the recipient.
- 3. If the request was received in person or over video call, contact the authorized official and readback the final message for approval.
- 4. If the request was received via e-mail, text, or through an intermediary, contact the authorized official using a published number, e.g. office desk phone or mobile phone. Verbal or in-person authorization of the message must be received by the authorized official or designee only, and the message sender should initiate that contact themselves to ensure that the authorization is valid.
- 5. Send the message via the Rave mobile safety software.

# 5. IPAWS System Information

The Municipality of Anchorage uses Rave Mobile Safety software to access warning systems including our opt-in alerting system, as well as the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and potentially other system in the future as technology evolves. Rave is a cloud-based software service that allows authorized employees and entities to send alerts through various means.

Rave Mobile Safety is deployed as a Software as a Service (SaaS) platform that integrates with the FEMA IPAWS architecture to deliver alert and warning through the EAS and WEA systems. These systems utilize a common and interoperable standard known as the Common Alerting Protocol (CAP). CAP is an international technical data specification. In addition to the basic CAP

standard, a supplemental IPAWS Profile technical specification was developed to ensure compatibility with existing U.S. based warning systems.

Broadcast outlets and wireless providers have been required by regulation to adopt equipment that can utilize the CAP protocol. The protocol ensures messages are disseminated regardless of the equipment or medium used by the broadcaster or end user.

The Rave Mobile Safety/IPAWS system access is administered and managed by the Office of Emergency Management, located at:

1305 E Street Anchorage, AK 99501 (907) 343-1401 wwoem@muni.org

If you need technical support you can contact Rave technical support help desk directly at 1-888-605-7164 or by email at rave.support@motorolasolutions.com.

## 5.1. Login

To login to the system, visit https://www.getrave.com:

- When accessing Rave from the Muni network, you will be logged into the system automatically.
- When accessing Rave from outside the Muni, your browser will be automatically redirected to the Rave "Site Lookup" page as shown below.
- In the dropdown box, search for "Anchorage" and select either of the two choices that come up then click continue.





• You will then be prompted to sign in to Microsoft. You will need to login using your Muni username and password. If you are already logged into a non-Muni Microsoft account on the device, you will need to logout and use your Muni credentials or open a "Private Browsing" window to access the site.

# 5.2. Credential Management Guidelines

Credentials for the Rave system utilize Microsoft Single Sign On (SSO). All normal credential management regulations for the municipality, such as password length and complexity, will apply for access to Rave.

# 6. Messaging Templates

See Appendix A for messaging templates.

# 7. Vendor Software Alerting Instructions

See Appendix C for software instructions.

# 8. Training Guidelines

To achieve and maintain message sender authorization, department staff must be authorized by a designated official, attend initial and recurring training, and participate in proficiency exercises.

# 8.1. Initial Training

- IS-247: IPAWS for Alert Originators (FEMA EMI)
- <u>Navigation of Alert Platform</u> (Rave Academy)
- How to send a standard alert (Rave Academy)
- <u>Sending Transcribed alerts</u> (Rave Academy)
- Review of IPAWS SOG and attachments

# 8.2. Recurring Training

- Message senders are encouraged to retake IS-247 once every two years.
- Rave Academy updates and additional training as needed.

# 8.3. Required Proficiency Exercises

 Message senders are recommended to send a test message at least once every month.

When initial training is completed, the authorized person for each department as listed in the IPAWS Activation, Authorities and Authentication section of this document will contact the OEM to authorize staffers within their area to access the IPAWS section of the Rave Mobile Safety interface.

# 9. Documenting Messages and Activities

Documentation is key to many activities as it relates to emergency and disaster response. Message senders shall properly document use of the IPAWS system per established policy in the respective department responsible for originating the message. When using the system for incidents that may or is part of a formal response that could result in an emergency or disaster declaration, extra care should be directed to full and complete documentation as this could be used to substantiate disaster timelines and activities, which may influence post-disaster cost recovery.

In general, the following information should be documented:

- Date and Time of the message.
- Dissemination method used (Text opt-in, WEA, EAS, etc.)
- Subject of the Message
- Individual who approved the message, including date, time, and method of approval

The Rave software will document the exact message that was sent, and other technical details recorded by the system, and can be referenced later with the above information properly documented.

During an incident that may potentially be a declared disaster, documentation should be maintained per EOC and Municipality guidelines. In general, the message information above shall be recorded on the ICS-214 Unit Log or similar form. It is recommended that the reports on each warning be extracted from the Rave system and stored with incident documentation in these cases to create a permanent record of the event.

# 10. Training Schedule

Training for Message Senders is available on an as-needed basis, through online resources from the FEMA Independent Study program and resources available through the Rave portal. Users are encouraged to periodically refresh themselves on the operation of the software and re-take the FEMA courses at least once every two years. This will allow all staff to be aware of any developments in IPAWS usage and policy, as well as changes made to the alerting software.

Each individual employee taking training regarding the IPAWS system, including the minimum training requirements outlined in this document, should maintain documentation such as certificates of completion, for these activities. Training through the Rave Academy may not generate certificates of completion.

## 11. Exercise Schedule

The Municipality is required to conduct monthly proficiency tests per FEMA requirements. These tests allow the message sender to go through the full process of composing and sending a message. Instead of transmitting live, the message is received by the IPAWS lab which allows the sender to see the results of the message.

The OEM will be responsible for conducting one proficiency test each calendar month to meet exercise requirements. There is no limit to how many proficiency messages can be sent; therefore, all message senders are encouraged to utilize the system to exercise the steps required to send IPAWS messages.

In addition to these monthly tests, the Municipality will integrate IPAWS and other alert and warning procedures into emergency and disaster drills and exercises where appropriate. Exercises can be conducted that focus on alert and warning specifically, or the warning function can be integrated into other exercises that revolve around public safety scenarios. This method is not only an effective use of resources, but it also reflects the most realistic scenarios.

Exercises should include the following, at minimum, as part of exercises:

- Scenarios involving alerting topics and/or practices such as sending a test alert.
- Use of the IPAWS Lab for a safe, pre-testing environment.
- Exercise injects that focus on the chain of command and approval procedures.

Additional elements of IPAWS can be incorporated into exercises of all types during the planning process.

Exercises that involve the use of the public alert and warning systems should be documented in a manner consistent with Homeland Security Exercise and Evaluation Program (HSEEP) doctrine. Each exercise should include an After-Action Report and Improvement Plan (AAR/IP), which specifically addresses information regarding actions taken and any observations under the Public Information and Warning core capability. The AAR/IP should include any observations, lessons learned, and future improvement items for implementation. Exercises will be conducted at least annually and in compliance with the MOA Integrated Preparedness Plan.

# 12. Risk Mitigation Strategy

A large-scale disaster or emergency that involves a large portion of the municipality and require public warning has an equal potential to impact municipal operations. As part of these public alert and warning guidelines, it is important to recognize strategies to ensure that these operations can continue.

The Rave mobile safety software is a hosted service, which means that the infrastructure required to operate is not located on-site within Anchorage. This provides resilience to natural and man-made emergencies that affect the local area but does require internet and telephone infrastructure to be functional for alerts and warnings to be both sent and received.

To ensure continuity of operations and mitigate the risks involved with alert and warning operations, the Municipality employs the following risk mitigation strategy:

 Each department authorized to send IPAWS messages is encouraged to have at least two authorized employees that are able to perform this task, as outlined in this document. It is encouraged that additional employees be trained, especially for

- those operations that are 24/7 in nature. This will ensure that someone is available if the primary message sender is unavailable for any reason.
- Every authorized person to approve warning messages should have a designee or backup that is always available when the primary is not available. Both the message sender and approver should always have at least one backup.
- In extreme emergencies when the normal chain of command is unreachable, messages may be approved by the Director of Emergency Management or the Municipal Manager.
- Each message sender shall have the ability to access the internet to connect to the Rave system by at least two methods, including one "off network" method.
  - In general, Municipality of Anchorage network access is the primary method of connection to internal and external systems and is available for properly authenticated users throughout municipal facilities.
  - An off-network method involves an internet connection that directly accesses the Internet. Examples of these connections could include a mobile data connection through a FirstNet or other device, a wireless or wireline Internet Service Provider, or other ISP. This allows for access when primary networks may be disabled, especially through a disruption that affects the Municipality.
  - See section 5.1, Login, for additional information.

# 13. Whole Community Approach Plans

Demographic and environmental changes have made it more important than ever to have a Whole Community Approach to emergency alerting. "Whole Community" is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

As message originators and approvers create messages, it is vital that the whole community be represented. The Municipality does not currently have agreements or other arrangements with neighboring jurisdictions or private sector organizations as it relates to alerts and warning. Currently, existing plans at the state level indicate how message alerting is handled among separate jurisdictions. In general, the Municipality is authorized to conduct alert and warnings for incidents that occur within, and are managed by, the Municipality. As part of its strategic plan, OEM will work with the Kenai Peninsula Borough in 2024 and the Mat-Su Borough in 2025 to obtain authorization for "Alerting on Behalf." This will allow Anchorage to serve as a backup Alerting Authority for the Kenai and Mat-Su Boroughs. It will also allow these Boroughs to serve as a backup Alerting Authority for Anchorage.

The Municipality is not authorized to utilize weather related alert codes, which are the purview of the National Weather Service. In addition, the activation of Silver or Amber alerts are coordinated through the State Department of Public Safety, who will activate IPAWS for those purposes per the State of Alaska EAS Plan.

To represent the whole community, and make alert and warning as accessible as possible, the Municipality will work to provide alternate and accessible formats for alerting. This will include translation of messages into American Sign Language and other local languages per the Office of Emergency Management Language Access Plan. This plan states that OEM will take reasonable steps to provide the opportunity for meaningful access to low English proficiency clients who have difficulty communicating English.

## 14. Event Codes

The authorization for access to FEMA allows the Municipality to utilize the following event codes:

## 14.1. Local Area Emergency (LAE)

An emergency message that defines an event that by itself does not pose a significant threat to public safety and/or property. However, the event could escalate, contribute to other more serious events, or disrupt critical public safety services. Instructions, other than public protective actions, may be provided by authorized officials. Examples include: a disruption in water, electric or natural gas service, road closures due to excessive snowfall, or a potential terrorist threat where the public is asked to remain alert.

## 14.2. Fire Warning (FRW)

A warning of a spreading wildfire or structure fire that threatens a populated area. Evacuation of areas in the fire's path may be recommended by authorized officials according to state law or local ordinance.

## 14.3. Immediate Evacuation (EVI)

A warning where immediate evacuation is recommended or ordered according to state law or local, tribal, or territorial ordinance. As an example, authorized officials may recommend the evacuation of affected areas due to an approaching wildfire. In the event a flammable or explosive gas is released, authorized officials may recommend evacuation of designated areas where casualties or property damage from a vapor cloud explosion or fire may occur.

## 14.4. Practice/Demo Warning (DMO)

A demonstration or test message used for purposes as established in state, local, tribal, or territorial EAS plans. Purposes may include testing of a siren system or audio quality checks.

## 14.5. Required Weekly Test (RWT)

A test message that consists, at a minimum, of the header and end-of-message tones. Though an RWT does not need an audio or graphic message announcing the test, many stations provide them as a courtesy to the public. In addition, television stations are not required to transmit a video message for weekly tests. RWTs are scheduled by the station on random days and times

during weeks when there is no Required Monthly Test scheduled. Broadcast and cable operators generally do not relay incoming RWTs. EAS RWTs may be originated by state and local alerting. authorities to confirm the operational status of their IPAWS Live alerting software configuration without fear of interrupting broadcast or cable programming.

# 15. SOG Maintenance and Updates

This SOG and all related appendices should be updated as technology and real-world conditions evolve to ensure an accurate and useful tool. As an annex to the Emergency Operations Plan, review of this document will take place on the same update schedule. This will entail a review of the list of authorized message senders that have access to the Rave system, including removing any users that should no longer have access and adding users that have fulfilled requirements and been requested to add as senders by their respective department.

Certain events may occur that cause modifications to the document to reflect current practices. The OEM will review the plan when:

- FEMA Requirements or MOU conditions for participation in IPAWS change substantially.
- A real-world event generates substantial after-action or improvement plans that a procedural change is warranted.
- Technology advances changes a substantial component of the IPAWS system.
- The software vendor is replaced or introduces a substantial change to the function or user interface of the system.

# 16. Acronyms and Terminology

| Acronym/Term | Definition   |
|--------------|--|
| CAP          | Common Alerting Protocol, a technical standard used by IPAWS         |
| DMO          | Practice/Demo Warning, an event code that can be used for testing of |
|              | the system.  |
| EAS          | Emergency Alert System, the means of broadcasting warnings on        |
|              | traditional television and radio broadcasts.                         |
| EOC          | Emergency Operations Center  |
| EVI          | Evacuate Immediately, an event code that can be used for warning     |
|              | messages.  |
| FRW          | Fire Warning, an event code that can be used for warning messages.   |
| ICS-214      | An incident command system form, Activity Log, records details of    |
|              | notable activities. These logs provide basic incident activity       |
|              | documentation, and a reference for any after-action report.          |
| IPAWS        | The Integrated Public Alert and Warning System. This is an umbrella  |
|              | term for public alert and warning systems in the United States on a  |
|              | national level.  |

| IPAWS Lab | A closed system that can demonstrate alerts through various IPAWS messaging. This system is used to practice and exercise alert and warning without sending messages to the public.   |
|-----------|---|
| IS        | Independent Study, a program of FEMA to allow for self-guided webbased training. Courses that begin with the IS- prefix are FEMA Independent Study courses, and can be accessed at training.fema.gov  |
| LAE       | Local Area Emergency, an event code that can be used for warning messages.  |
| MOA       | Memorandum of Agreement, the instrument in which the Municipality has direct access to the IPAWS system.  |
| OEM       | Municipality of Anchorage Office of Emergency Management  |
| Rave      | Rave, or Rave Mobile Safety, is a private company that provides cloud-based software to access the IPAWS system. Rave is the access point to IPAWS but does not administer the system itself. A variety of vendors such as Rave sell specific tools and services for public alert and warning. In addition to the IPAWS component, Rave provides services for warning in forms such as text messages and automated phone calls. |
| RWT       | Required Weekly Test, an event code primarily used in the EAS by broadcast stations.  |
| SOG       | Standard Operating Guideline  |
| WEA       | Wireless Emergency Alerts, a system for broadcasting push notifications to mobile phones within a specified geographic area.  |

# Appendix A: Creating Warning Content and Sample Messages

When creating IPAWS messages for distribution over the Emergency Alert System or Wireless Emergency Alerts, it's important to take time to create a message that is easy to understand by a layperson or non-resident. The recipient may not understand technical terminology, jargon, or abbreviations and acronyms. Additionally, receiving an alert can cause immediate anxiety and stress for the resident. Painting a clear picture and providing non-ambiguous directions will assist the message recipient in taking appropriate action.

## A1. FEMA Best Practices

- Use clear language that doesn't include jargon, technical terms, acronyms, or unfamiliar concepts.
- Add certainty by using authoritative language about the threat. Relay as much certainty about the threat, impact, and protective actions.
- Be specific by including details about the hazard, location at risk, impacts, and actions people should take to be safe.
- Be consistent, insuring all internal and external messaging is consistent. Be sure not to contradict your messaging sent through multiple sources.

## A2. Tips for Success

- Ensure all leaders, PIOs, and others with responsibility for messaging are aware of the message being sent. Consider sending messages at the same time to internal audiences so that there is no inconsistency among different sources.
- Try to compose messages in a quiet environment where you can concentrate completely on the text to avoid any errors.
- Have at least one, but preferably two other people read the message before sending.
   Put yourself in place of a visitor that has just arrived in Anchorage and is not familiar with landmarks or hazards.
- Make sure that your message contains all components described in this appendix.

## A3. Additional Event Information and Short URL's

Best practices indicate that there should always be a link or source for additional information about an incident. This further reinforces the legitimacy of the message, prevents rumors, and could prevent phone calls to 911 or other emergency services. There may be times when the incident has just begun, and there may not be further information. If this is the case, it is still appropriate to send the message if other conditions indicate that IPAWS is the appropriate warning tool.

If there is information that is available but not able to be sent via IPAWS due to character limits, utilize the OEM emergency status page. This page allows for updates on emergency events to

be posted for public consumption. The short URL, <a href="www.muni.org/es">www.muni.org/es</a> will re-direct to this site. The short Municipality URL will be seen as an authoritative data source that is short enough to be sent via WEA.

For assistance in posting to the emergency status site, contact OEM.

## A4. Required Message Components

**Source:** The source of the message. This should be a local source that residents will trust. Avoid the use of acronyms. Examples can include "Anchorage Police Department," "Municipality of Anchorage," "Anchorage Fire Department," or "Anchorage Mayor."

**Hazard:** What is the problem? Why is the warning being sent? Be as specific as possible – it's not necessary to use the generic title provided in the IPAWS system or software. For example, "Wildfire near homes," "Highway closure," or "Landslide"

**Hazard Impact:** How is the hazard going to harm the population? Provide a reason for residents to follow your instructions. These can include items such as "Dangerous to breathe," "Poor or no visibility," or "Dangerous person in area."

Location: Provide the location with as much clarity as possible. Provide local landmarks and familiar names, but also be sure that a visitor can determine the location.

**Guidance:** What do people need to do to protect themselves? "Evacuate the area," "Close all windows and doors and remain inside," or "monitor media sources for additional information" can be examples of protective action.

# A5. Required parameters for WEA/EAS Dissemination

## **Event Code**

Choose the correct event code. Authorized codes for the Municipality of Anchorage include:

- Local Area Emergency
- Evacuation Immediate
- Fire Warning
- Required Weekly Test
- Practice Demo Warning

## **Urgency**

Indicate the urgency of the situation, choices are:

- Immediate act immediately
- Expected act within the next hour.

## Severity

Indicate the severity level, choices are:

Extreme – extraordinary threat to life or property

Severe – significant threat

## Certainty

Indicate how likely the situation is, choices are:

- Observed
- Likely

## Category

Indicate the type of situation, choices are:

- Geo geophysical
- Met meteorological.
- Safety general emergency/public safety
- Security law enforcement and homeland security
- Rescue rescue and recovery.
- Fire fire suppression and rescue.
- Health medical and public health
- Env pollution and other environmental
- Transport public and private transportation.
- Infra utility, telecommunications, infrastructure
- CBRNE chemical, biological, radiological, nuclear, or explosive
- Other

## WEA (CMAM) 90-Character Text

This message displays on cellphones. Some handsets and networks still support only 90-character messages. Always include a 90-character version of the message for older receivers.

## WEA (CMAM) 360-Character Text

This is the message that displays on cellphones that support the newer 360-character limit.

### **Event Text**

A brief synopsis of the WEA message. Event Text and Headline can be the same message for dissemination across EAS and WEA.

## Headline 160-Character Text

A brief synopsis of the EAS message. Event Text and Headline can be the same message for dissemination across EAS and WEA.

## Description

Detailed information about the alert for EAS distribution.

## **EAS Optional Fields**

Instruction and Web Link can be included if desired.

# A6. Sample Messages

## Avalanche and Landslide

WEA 90-Character: Anchorage OEM: Avalanche on XXXXXXX. Visit www.muni.org/es for info.

WEA 360-Character: Anchorage Municipality: Avalanche XXXXXXXX, road closed for at least 4 hours for DOT snow clearing. Avoid area and visit www.muni.org/es for more info.

Event/Headline: An Avalanche has occurred on the XXXXXXXXXX - Avoid Area

EAS Description: Avalanche on Alyeska Highway in Girdwood Milepost 0.7, road to Girdwood closed for at least 4 hours for DOT snow clearing. Avoid area and visit www.muni.org/es for more info.

Note: Depending on the circumstances, it may be advisable to refer residents to http://511.alaska.gov

## **Boil Water Notice**

WEA 90-Character: Anchorage AWWU: Boil water prior to drinking. Visit www.muni.org/es for info.

WEA 360-Character: Anchorage AWWU: Due to water main break, pressure is lowered and can be contaminated. Only a precaution, all residents on AWWU water should boil water got 10 minutes prior to drinking or using for cooking. Water ok for bathing and other uses. Visit http://muni.org for further information.

Event/Headline: Anchorage Municipality – Boil Water Notice

EAS Description: Municipal water pressure is lowered due to water main break. Residents on city water should boil water got 10 minutes prior to drinking or using for cooking. It is not necessary to boil water for bathing or other uses.

## Civil Unrest and Terrorism

WEA 90-Character: APD Civil Unrest: Do not approach the area of XXXXXXXX by order of APD.

WEA 360-Character: Anchorage Police: Unlawful demonstration and unrest at XXXXXXXX. For safety, stay well clear of area. Police will be working to clear area. Visit www.muni.org/es for more info.

Event/Headline: Do not approach the area of XXXXXXXX due to civil unrest.

EAS Description: There is an unlawful demonstration and unrest at XXXXXXXXX. For safety, stay well clear of area. Anchorage Police will be working to clear area.

## Communication Failure

WEA 90-Character: Anchorage PD: 911 Lines down in Anchorage Dial 907-786-8900 for police and fire emergency.

WEA 360-Character: Anchorage Police: 911 Emergency phones are down in the Municipality, including Girdwood and Eagle River. For Police, Medical, or Fire Assistance, dial 907-786-8900.

Event/Headline: 911 Lines Down for Municipality of Anchorage

EAS Description: 911 Emergency phones are down in the Municipality, including Girdwood and Eagle River. For Police, Medical, or Fire Assistance, dial 907-786-8900.

## Dam Failure

WEA 90-Character: Anchorage OEM: Dam failure at XXXXXXXX. Evacuate area of XXXXXXXXX.

WEA 360-Character: Anchorage Emergency Management: Dam Failure at XXXXXXX. Water inundation and flooding likely to occur at XXXXXXXX. Evacuate area via XXXXXXXX. Do not drive through floodwaters. Visit www.muni.org/es for more info.

Event/Headline: Dam Failure

EAS Description: Dam failure at XXXXXXX. Evacuate the area of XXXXXXX due to floodwater inundation. Do not drive through floodwaters. XXXXXXX routes are closed. Monitor local media for updates

## Earthquake

WEA 90-Character: Anchorage OEM: If safe stay inside. Call 911 only for life threatening emergencies.

WEA 360-Character: Anchorage Emergency Management: If safe, stay inside your home and check for utility leaks and damage. Do not shut off gas unless leaking. Call 911 for life threatening emergencies only and stay off the roads. Do not attempt to pick up schoolchildren or others unless instructed. First responders checking roads and other infrastructure for safety. More updates will follow.

Event/Headline: Post Earthquake actions

EAS Description: If safe, stay inside your home and check for utility leaks and damage. Do not shut off gas unless leaking. Call 911 for life threatening emergencies only and stay off the roads. Do not attempt to pick up schoolchildren or others unless instructed. First responders checking roads and other infrastructure for safety. Monitor local media for updates.

## **Energy Management**

WEA 90-Character: OEM: Energy conservation required. Conserve natural gas and electricity. www.muni.org/es for info

WEA 360-Character: Anchorage OEM: Energy conservation required. Conserve natural gas and electricity by lowering thermostats and unplugging unused appliances and devices. Visit <a href="https://www.muni.org/es">www.muni.org/es</a> for info

Event/Headline: Energy Conservation

EAS Description: Energy conservation required due to natural gas shortage. Conserve natural gas and electricity by lowering thermostats indoors and unplugging unused appliances and devices.

## **Erosion**

WEA 90-Character: OEM: Severe erosion at XXXXXXXX. Stay out - danger of ground failure. www.muni.org/es for info

WEA 360-Character: Anchorage OEM: Severe erosion in the area of XXXXXXXX due to XXXXXXX. Stay away from area due to extreme danger of ground failure. Visit www.muni.org/es for info

Event/Headline: Erosion

EAS Description: Erosion in the area of XXXXXXXX due to XXXXXXX. Stay away or immediately leave the area due to danger of ground failure.

## **Extreme Weather**

WEA 90-Character: NWS: Blizzard Warning and poor visibility. Travel not advised. www.muni.org/es for info

WEA 360-Character: National Weather Service has issued a Blizzard Warning for Anchorage. Extremely low visibility and high snowfall is being reported. Travel is not advised, keep roads clear due to dangerous conditions. www.muni.org/es for more info

Event/Headline: Blizzard Warning – Do not travel.

EAS Description: National Weather Service has issued a Blizzard Warning for Anchorage. Extremely low visibility and high snowfall is being reported. Travel is not advised, keep roads clear due to dangerous conditions.

Note: For weather emergencies, utilize the exact same wording as the National Weather Service, when possible, e.g. watch, advisory, warning.

## Flood

WEA 90-Character: Anchorage OEM: Ice Jam flooding along XXXXXXXX. Use caution in area. http://muni.org for info

WEA 360-Character: Anchorage Emergency Management: Ice Jam causing flooding near homes and businesses along Eagle River. If possible, remove docks and other debris from adjacent to river and protect homes and property. Visit www.muni.org/es for more info.

Event/Headline: Ice Jam Flooding AT XXXXXXXX

EAS Description: An ice jam is causing flooding near homes and businesses along Eagle River. If possible, remove docks and other debris from adjacent to river and protect homes and property.

# **Hazardous Materials**

WEA 90-Character: APD: Haz-Mat release XXXXXXXX LOCATION. Stay inside. Info: www.muni.org/es

WEA 360-Character: Anchorage Police: Vehicle accident Muldoon and Northern Lights has caused a hazardous material release. All residents in the area shelter in place, close doors, and windows, stay inside. Do not approach area, all roads in area closed. Residents should not evacuate at this time. More information: www.muni.org/es

Event/Headline: Haz-Mat Incident – Muldoon and Northern Lights – Stay Inside

EAS Description: Vehicle accident Muldoon and Northern Lights has caused a hazardous material release. All residents in the area shelter in place, close doors, and windows, stay inside. Do not approach area, all roads in area closed. Residents should not evacuate at this time.

## **Transportation Accident**

WEA 90-Character: APD: Transportation Incident at Northern Lights/Seward Hwy. Highway closed, use alternate route.

WEA 360-Character: Anchorage PD: Transportation Incident at Northern Lights and Seward Highway. The Highway is closed in both directions. Use alternate routes and avoid the area of the incident including roads near the Seward Highway. Closure until at least xx:xx Visit www.muni.org/es for more info

Event/Headline: Highway closed – Northern Lights and Seward Highway

EAS Description: Transportation Incident at Northern Lights and Seward Highway. The Highway is closed in both directions. Use alternate routes and avoid the area of the incident including roads near the Seward Highway. The road will be closed until at least xx:xx

## **Urban Fire**

WEA 90-Character: Anchorage Fire: Building fire at XXXXX and XXXXX. Firefighters responding, avoid area

WEA 360-Character: Anchorage Fire: Building fire at XXXXX and XXXXX. Firefighters attempting to control fire, avoid area in case fire spreads further. Visit www.muni.org/es for more info

**Event/Headline: Structural Fires** 

EAS Description: Building fire at XXXXX and XXXXX. Firefighters attempting to control fire, avoid area in case fire spreads further. Leave the area if in building surrounding the area.

## Volcanic Ashfall

WEA 90-Character: Anchorage Health: Volcanic ash. Stay inside, protect lungs. Visit http://muni.org for info.

WEA 360-Character: Anchorage Health Dept: Volcanic ash in the area from xxxx eruption. Ash is hazardous. Stay inside, wear mask to protect lungs, close windows, and indoor air intakes. Keep pets incised. Volcanic ash can damage cars and strand motorists. Visit www.muni.org/es for more info.

Event/Headline: Volcanic Ash Warning – Stay Inside

EAS Description: Volcanic ash in the area from xxxx eruption. Ash is hazardous. Stay inside, wear mask to protect lungs, close windows, and indoor air intakes. Keep pets incised. Volcanic ash can damage cars and strand motorists.

## Wildfire

WEA 90-Character: Anchorage Fire: Wildfire on lower hillside. Be set to evacuate. Visit www.muni.org/es

WEA 360-Character: Anchorage Fire: Wildfire on lower hillside near Potter Marsh Rd. Residents should be set to evacuate, keep advised to local and social media for further evacuation instructions. Low visibility due to smoke, avoid hillside roads and Seward Hwy in the area, drive slowly with headlights on. Visit www.muni.org/es for more info.

Event/Headline: Wildfire on lower hillside – prepare to evacuate.

EAS Description: Wildfire on lower hillside near Potter Marsh Rd. Residents should be set to evacuate, keep advised to local and social media for further evacuation instructions. Low visibility due to smoke, avoid hillside roads and Seward Hwy in the area, drive slowly with headlights on.

## Accidental/Inaccurate Message

WEA 90-Character: Anchorage: Previous message in error. Disregard message.

WEA 360-Character: Anchorage Municipality: Previous alert message was in error. Disregard previous message. For further information visit www.muni.org/es

Event/Headline: Disregard Previous Message

EAS Description: Anchorage Municipality: Previous alert message was in error. Disregard previous message. For further information visit www.muni.org/es

# Appendix B: IPAWS Warning Decision Tool and Checklist

# **B1. IPAWS Warning Decision Tool**

There are a number of different warning tools and mythologies available for warning of the public that are discussed in Section 3 of this document. Use of the IPAWS is generally reserved for higher severity and complex events that require immediate warning to a larger area. The following questions will help you determine if use of the IPAWS system is appropriate in your situation. If most answers to these questions are YES, the IPAWS is the appropriate tool to utilize.

- Will the use of IPAWS technologies save lives?
- Is the messaging time critical that any slower method could impact public safety?
- Do we have a clear enough message that the text will not unduly panic the public or be mis-understood?
- Is the situation critical enough that interrupting cell phones and broadcasts with the message worth the potential confusion or panic?
- Do we have a source for the public to follow up or get more information, such as the 311-call center, a website, or a social media post? Is that information published and ready before the message is pushed out?

The following checklist is for the use of message senders to ensure that the message is timely, accurate, and will be received by the intended audience:

| A | Action  | Explanation   |
|---|---|---|
| i | Verify that the event will result in an mminent threat to public safety, life, and property | Public alerting with IPAWS should only be used if an imminent threat exists. If the scenario does not reach the level of an emergency IPAWS message, consider using other notification methods such as opt-in text messages, GMail, social media, or press releases.  |
|   | Determine the systems to be used to cransmit the warning.                                   | Refer to the options in the body of this document. There are significant downsides to utilizing IPAWS connected systems; these should be used when lives will be saved, and public safety protected. Messages are seen as more trustworthy if they come from multiple sources, ensure that messages sent via IPAWS are echoed on social media, press briefings, or other sources that members of the public can verify. |
|   | Craft the message in the formats required such as WEA, EAS, social media, or others.        | Use a template available in this document or create a message specific to the situation. Messages should include the Hazard, the Location, the Action to take, and a source for more information if possible.   |
| С | Define the geographic area being targeted.  | Ensure that the responsible department has defined the area for the message to be sent. This can be a neighborhood, the entire municipality, and any polygon inbetween that can be drawn. Remember that there will be people that receive the message outside the defined area due to technology limitations, no confidential information should ever be sent over Rave.  |
|   | Have another person read and review the message.  | Remember to avoid jargon, acronyms, location names only locals would be aware   |

|                             | of, and any information that could be ambiguous or misinterpreted.   |
|-----------------------------|--|
| Authenticate the message    | Contact an authorized official to approve the drafted message. Follow the procedure in the SOG in the section IPAWS Activation Authorities and Authentication on page 6. |
| Send the message            | Send the message in the Rave software. Utilize the reporting capabilities to verify the message is transmitting properly.  |
| Log the message             | Document the message sent on the appropriate form or the ICS-211 form if in use.   |
| Prepare follow up messaging | Pre-draft any follow up messaging that may likely be required such as any cancellations or changes of the event in order to send out quickly if necessary.               |

# Appendix C: Vendor Software Alerting Instructions

Content in this Appendix starts on the next page, was created by and Copyright 2022 Rave Mobile Safety

# C1. Sending an IPAWS Alert

Rave recommends creating isolated IPAWS Alert templates for IPAWS messaging.

Your alert authors can use IPAWS messaging as an integrated part of our multimodal workflow if needed. But separate alert templates let you restrict access to the IPAWS platform's tools to authorized alert authors.

When configuring an Alert Template, you set up all the options an alert author can change beforehand. Authorized alert authors can change these settings.

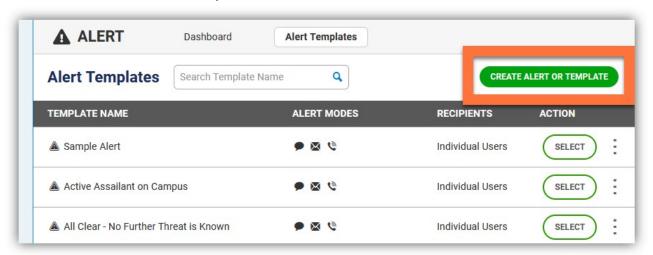
## Create a New IPAWS Alert Template

To Create an IPAWS Alert Template:

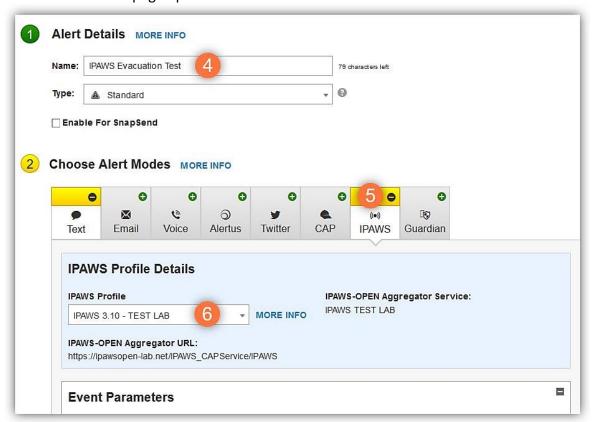
- 1. Open the Alerts section of the platform menu.
- 2. Select the Alert Templates page.



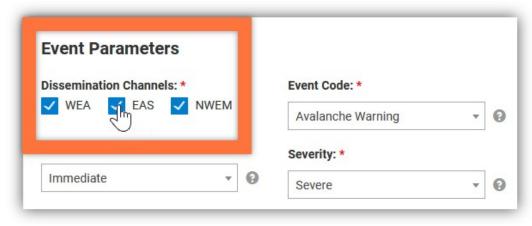
3. Select the Create Alert Or Template button.



The alert creation page opens.



- 4. Name the alert template. Your alert authors will use this name to find the pre-saved content for IPAWS alerting.
- 5. Select the IPAWS delivery mode under Choose Alert Modes.
- 6. Select the IPAWS Profile you configured in Chapter 2. Rave Alert opens IPAWS options based on how you configured the IPAWS profile.
- 7. Enable or disable Dissemination Channels under the Event Parameters section. This determines which IPAWS tools to use in your message. You can choose from whichever channels you configured in your IPAWS Profile.



8. Configure IPAWS alert settings.

Want to learn more about how to effectively use these codes and tools? See the FEMA Self Study course, <u>IS-247a</u>.

Each settings section is described in more detail below:

#### **Event Parameters**



### A. Event Code – What emergency situation is your message about?

Required for All IPAWS Messages

Your organization is authorized to send specific event codes. Choose the correct event code from the pulldown menu.

Rave Alert automatically populates other fields based on the code you choose.

#### B. Urgency – How urgent is the situation?

Required for All IPAWS Messages

#### Possible values:

- Immediate recipients should act IMMEDIATELY
- Expected recipients should act within the next hour
- Future recipients should act in the near future
- Past recipients should no longer take responsive action

Unknown – you do not know the urgency of the message

#### *C. Severity – How severe is the situation?*

#### Required for All IPAWS Messages

#### Possible values:

- Extreme extraordinary threat to life or property
- Severe significant threat to life or property
- Moderate possible threat to life or property
- Minor minimal threat to life or property
- Unknown severity unknown

#### D. Certainty – How likely is the situation?

#### Required for All IPAWS Messages

#### Possible values:

- Observed confirmed ongoing or competed situation
- Likely likely (p > ~50%)
- Possible possible but not likely (p <= ~50%)</li>
- Unlikely not expected to occur (p ~ 0)
- Unknown certainty unknown

#### E. Category – What kind of situation is it?

#### Required for All IPAWS Messages

#### Possible values:

- Geo geophysical (ex. landslide)
- Met meteorological (ex. flood)
- Safety general emergency and public safety
- Security law enforcement, military, homeland, and local/private security
- Rescue rescue and recovery
- Fire fire suppression and rescue
- Health medical and public health
- Env pollution and other environmental
- Transport public and private transportation
- Infra utility, telecommunication, other non-transport infrastructure
- CBRNE chemical, Biological, Radiological, Nuclear or High-Yield Explosive threat or attack Other other events

## F. Response Type – What should recipients do?

Optional on all IPAWS messages

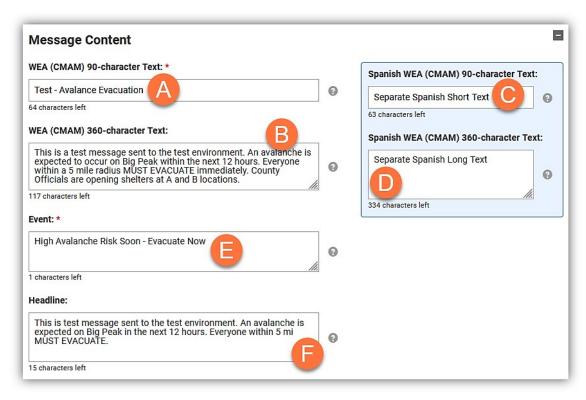
#### Possible values:

- Extreme extraordinary threat to life or property
- Severe significant threat to life or property
- Moderate possible threat to life or property
- Minor minimal threat to life or property
- Unknown severity unknown

## Message Content

Message content fields are text fields that display to recipients who receive your message.

Different IPAWS dissemination methods support different types of message content. Rave Alert will change which fields display in the alert configuration depending on which ones you target.



#### A. WEA (CMAM) 90-Character Text

Required on WEA Messages – Ignored on other dissemination modes

WEA messages display on cellphones. This 90-character message displays on devices on 3G and earlier networks.

Use this message to briefly describe the nature of the event, when the event expires, what action the recipient should take, and who is sending the alert.

#### B. WEA (CMAM) 360-Character Text

Optional on WEA Messages Only - Ignored on other dissemination modes

WEA messages display on cellphones. Newer phones on 4G LTE or later networks can display longer WEA messages. This 360-character message displays on those phones.

Describe the nature of the event, when the event expires, what action the recipient should take, and who is sending the alert.

## C. Spanish WEA (CMAM) 90-Character Text

Optional on WEA Messages Only – Ignored on other dissemination modes

FEMA supports additional WEA messages for Spanish speaking recipients. WEA messages display on devices on 3G and earlier networks. It does not support accented or extended characters.

Use this message to briefly describe the nature of the event, when the event expires, what action the recipient should take, and who is sending the alert.

### Do Not Include Accented or Extended Characters (ex. ñ, é)

FEMA does not currently support accented or extended characters. Rave Alert will automatically remove these characters from messages, which may render them confusing or difficult to read.

#### D. Spanish WEA (CMAM) 360-Character Text

Optional on WEA Messages Only – Ignored on other dissemination modes

FEMA supports additional WEA messages for Spanish speaking recipients. WEA messages display on cellphones. Newer phones on 4G LTE or later networks can display longer WEA messages.

This 360-character message displays on those phones. It does not support accented or extended characters.

Describe the nature of the event, when the event expires, what action the recipient should take, and who is sending the alert.

#### Do Not Include Accented or Extended Characters (ex. ñ, é)

FEMA does not currently support accented or extended characters. Rave Alert will automatically remove these characters from messages, which may render them confusing or difficult to read.

#### E. Event Text

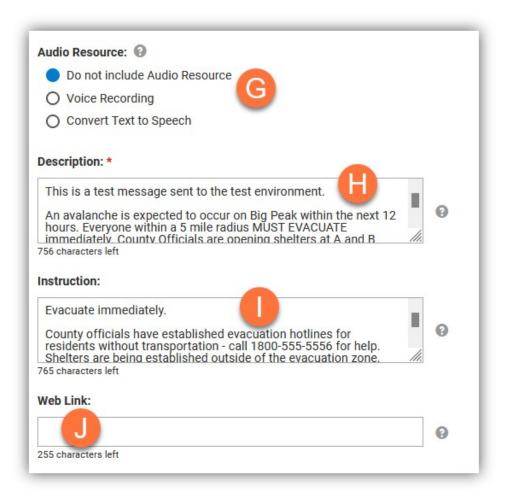
Required on EAS and Public Channel Messages

Include a description of the event your message is about.

#### F. Headline

#### Optional on EAS and Public Channel Messages

Provide more information in a brief, human-readable format. Limit 160 characters.



#### G. Audio Resource

#### Optional on EAS Only

Provide an audio recording of your message. You can use Rave Alert's text-to-speech or voice recording tools to create this message.

## H. Description

Required on EAS and Public Channel Messages

Provide further event detail which cannot be communicated via the Headline field.

#### I. Instruction

#### Optional on EAS and Public Channel Messages

Describe what actions you recommend recipients take in response to this message.

#### J. Web Link

Optional on EAS and Public Channel Messages

Specify a website link recipients can go to for more information.



## K. Audience

Optional on EAS and Public Channel Messages

Specify who you intend to receive and react to your message.

L. Contact

Optional on EAS and Public Channel Messages

Add a contact point where recipients can follow up on your message.

## M. Effective (date)

#### Optional on EAS and Public Channel Messages

Specify what date and time your message should be responded to. Click the calendar to choose a date and enter a time at the bottom of the tool.

## N. Onset (date)

#### Optional on EAS and Public Channel Messages

Specify what date and time the event in your message will start. Click the calendar to choose a date and enter a time at the bottom of the tool.

## O. Expiration

### Required on all IPAWS Messages

Set the date and time when the content of your alert is no longer applicable. This controls when IPAWS dissemination channels stop publishing your message.

## **Set Geographic Delivery Targets**

IPAWS targets all messages by geography, using geocodes or GIS polygon shapes. You can target your alerts using just geocodes or use both Geocodes and a shape.

### Geocodes

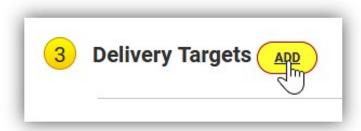
A geocode identifies a target county or other geographic delineation by number. Rave Alert automatically includes geocodes on every IPAWS message you send. You configure these geocodes in your IPAWS profile (defined in Chapter 2).

## GIS Shapes

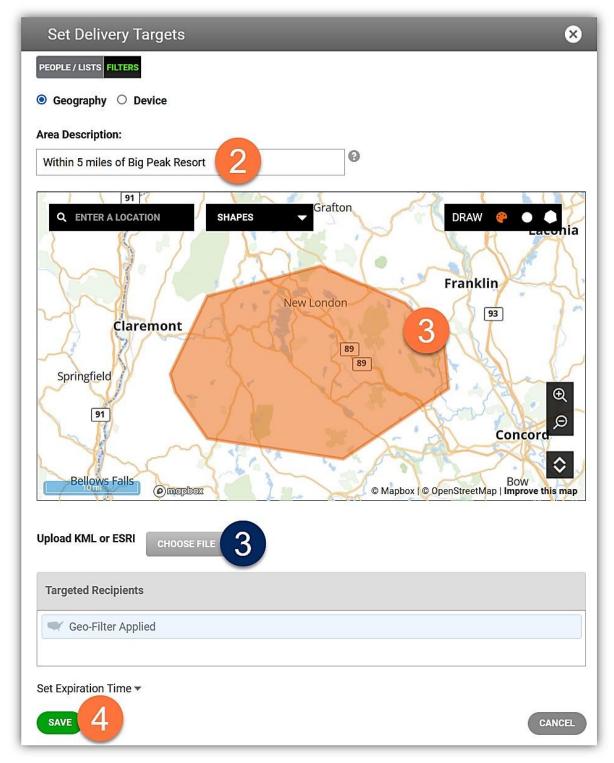
If you want to further refine the area an IPAWS alert targets, you or your alert authors can optionally include a GIS shape in the delivery targets section. You can draw a shape on a map or upload a .kml file with a shape in it.

To create a polygon to your IPAWS alert template:

1. Click the **Add** button next to Step 3: Delivery Targets.



The Alert Recipients Delivery Targets window opens.



- 2. Enter an Area Description. This text field describes where your message is relevant.
- 3. Draw a polygon using the radius or polygon tools. OR

Upload a .kml file of a polygon using the **Choose File** button.

.KML Files must have fewer than 100 Shape Points

IPAWS will reject any polygon saved outside your COG Profile's authorized area.

4. When finished, select the **Save** button.

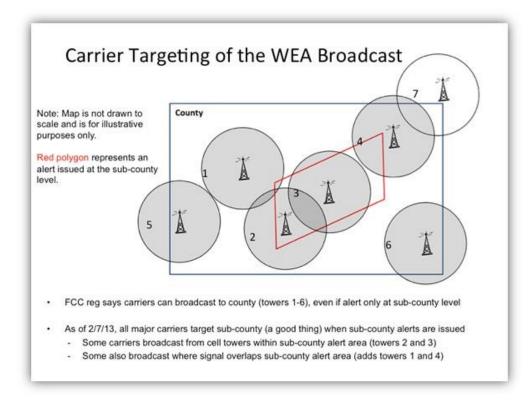
## GIS Shape Borders Are Not Exact During Messaging

IPAWS translates your GIS shape into a target area. This translation can cause minor discrepancies between your shape on the map and who receives the message. Some recipients outside a shape area may receive messages, especially if they are near your shape border.

When you send an alert with Geocodes and a polygon, IPAWS transmits based on both selections. Different dissemination methods within IPAWS interpret geographic targets differently.

#### For example:

- The EAS system only targets using FIPS codes. EAS messages ignore polygons.
- The WEA system accepts polygons and targets them based on cell tower coverage, as diagrammed below.

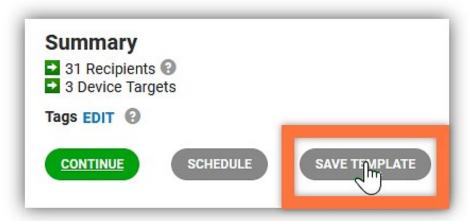


http://media.govtech.net/BlogFeeder/ALERTS AND NOTIFICATIONS/WEA.png

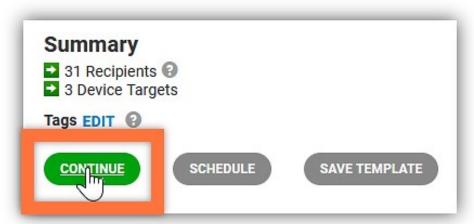
## Sending or Saving an IPAWS Alert

After naming the alert, populating the alert content, and specifying the delivery targets, you can either send the alert or save as a template for future use.

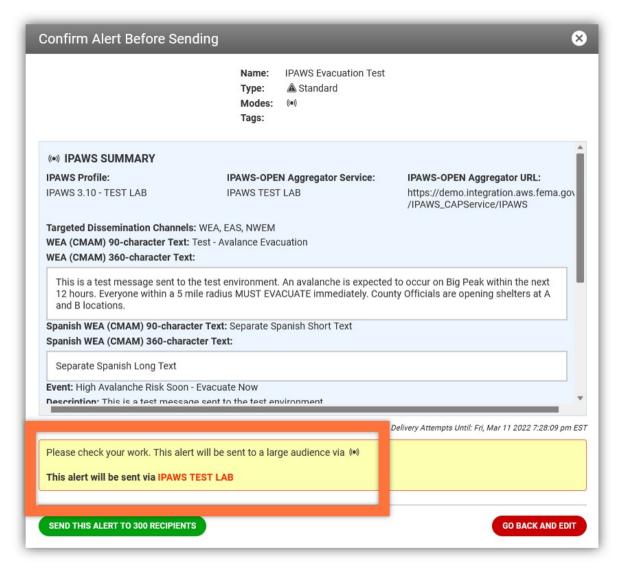
To save the alert as a template, press the **Save Template** button. This allows authorized alert authors to quickly launch this message in the future.



To send an IPAWS alert, press the **Continue** button.



The **Continue** button shows green when your alert has all the settings necessary to send. If the **Continue** button shows Yellow, look the Summary section to find out which setting you still need. Rave Alert opens the Confirmation screen.



- 1. Look at the bottom of the page to verify you are sending the message to the correct IPAWS environment Production or Test Lab.
- 2. Select the **Send This Alert to X Recipients** button to launch your alert.

Your IPAWS alert now launches to the IPAWS platform, where it will reach recipients through the dissemination modes you specified.

#### Use the IPAWS Test Lab for Proficiency Tests and Other Testing

Tests in the Test Lab never affect public recipients and allow you to test using any message type.

If you use the Production Environment for tests, you MUST only use the WEA test event code.

See Appendix Afor more information on the IPAWS Test Lab.