## Queensland Emergency Alert Manual – M.1.174

**PPRR DM GUIDELINE – SUPPORT TOOLKIT**

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CHAPTER 1: INTRODUCTION

Queensland is vulnerable to natural disasters, particularly cyclones, floods, severe weather events and bushfires. Effective community warnings and alert systems are a key component in managing disasters or emergencies and can assist in preventing the loss of life. Community warnings and alerts provide the community with appropriate information, advice and steps to be taken in responding to a disaster or emergency situation. It is important any warning issued is timely, tailored and relevant to the community.


The Manual governs the use of EA in Queensland as well as providing EA template message guides for various hazards and severities. The Manual also lists other relevant EA resources, refer to Appendix 5.

1.1. Community Warning, Alerts and Information

Community warnings, alerts and information support community resilience. When combined with the community’s understanding of environmental risks, strong community education and engagement and effective disaster or emergency preparedness, warnings, alerts and information can have the potential to reduce the impacts of disasters or emergencies on communities and protect lives, properties and the environment.¹

The National Emergency Warning Framework² endorsed by States and Territories covers the following stages of community warnings and alerts for disasters or emergencies:

1. Community and jurisdictional preparedness;
2. Situational awareness and analysis;
3. Decision to warn;
4. Message construction, authorisation and dissemination;
5. Management of warning consequences; and

Community warnings provide the community with appropriate advice on disaster and emergency situations to enable the community to make informed decisions about preparedness and safety and/or the steps to be taken in responding to a disaster or emergency situation³. The Manual describes three severity levels of community warnings:

- Warning;
- Watch and Act; and
- Advice.

Alerts are a method of community warning, however in the context of the Manual, they are defined as local and state agency level notification methods and arrangements which are applied concurrently with the use of community warning systems such as EA.

¹ Best Practice Guide for Warning Originators, page 1
² Attorney-General’s Department, Australian Emergency Warning Arrangements
³ Best Practice Guide for Warning Originators, page 4
Community information is one of five elements of community engagement and its goal is sharing information with and between communities and agencies to come to a mutual understanding. The underpinning principle that everyone is informed and able to take responsibility for decisions and actions.4

A transparent and consistent approach is required when determining what the most appropriate community warning or alert delivery method to use, then managing the consequences of the community warning and/or alert.

Community warnings, alerts and information can be issued or sourced by a number of methods depending on the type of disaster or emergency situation and/or agency. Queensland’s primary community warning, alert and information methods are:

- information through local government or agency websites and disaster information boards, local events and activities;
- opt-in alerts from local government which provide SMS, landline, email and social media community messaging;
- agency specific warnings and/or alerts, for example SunWater, Seqwater, Energex;
- alerts and information from media outlet broadcasts;
- Bureau of Meteorology weather warnings for tropical cyclones, severe thunderstorms, severe weather, tsunami and bushfires;
- QFES fire ban alerts and/or warnings under the Fire and Emergency Services Act 1990;
- QFES bushfire warnings (Advice: monitor conditions, Watch and Act: conditions are changing and Emergency Warning: you are in danger); and
- EA (Warning, Watch and Act or Advice).

Community warnings should be timely and to the greatest extent possible, be issued as soon as the appropriate recommendation for protective action can be made. It is important to know when to use a community warning, alert or information.

1.2. Emergency Alert

EA is a national telephone warning and alert system used to send voice messages to landlines and text messages to mobile phones within a defined spatial area about a likely disaster and/or emergency situation. EA relies on the telecommunication networks to send warning messages to mobile telephones. Text messages can be sent to the last known location of handsets at the time of the disaster or emergency situation and includes visitors and travellers. The registered service address and telephone numbers comes from the Integrated Public Number Database (IPND) which contains all public and private phone numbers in Australia.

The IPND is a Telstra maintained database which contains information related to all listed and unlisted public telephone numbers in Australia, regardless of service provider. Interfacing with the IPND is the Location Based Number Store (LBNS) which draws telephone numbers and geo-coded information located within the polygon for an EA Campaign.

Each use of the EA system is known as an EA Campaign. The management and administration of EA in Queensland is the responsibility of QFES. The State supports local government, where possible, to draft messages and prepare maps of potential warning and alert areas to ensure the timely dissemination of EA Campaigns.

All agencies using EA are to ensure warnings are consistent and complement any community alert messaging systems operated by local councils.

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4 AiDR Handbook 6 National Strategy for Disaster Resilience
1.3. System Capabilities

EA provides the capability to send warning messages (voice and text messages) to targeted areas of the Queensland community.

The system has the ability to perform the following functions:

- Define an area on a map, known as an EA Campaign Area (polygon), by utilising a Geographic Information System (GIS), or other system such as Google Earth, to locate and draw the polygon.
- Identify the phone services located within the polygon area by querying the LBNS.
- Selection of message severity (Priority 1: Warning/Priority 2: Watch and Act/Priority 3: Advice).
- Send a voice message of up to 35 seconds in duration to all identified landline telephone services based on their physical location.
  
  **Note:** longer messages can be sent but will cost more and may degrade the message delivery time.

- Send a text message of up to 160 characters to all identified mobile phone services based on their physical location and/or service (billing) address.
- Report on the delivery of these messages.
- Any EA Campaign with higher priority will be issued first by the EA System.

1.4. Effectiveness

Multi-modal warnings is one of the principles of the National Emergency Warning Framework which guides community warning and alert activities in Queensland. Community warnings and alerts are to be disseminated using a variety of delivery methods and in multiple information formats which complement each other to produce a complete picture of the likely disaster or emergency situation. Developing plans and processes for multi-modal warnings and alerts can allow for maximum reach to all members of the community and provision for redundancies in the case of critical infrastructure failure (e.g. power or telecommunications).

When deciding to use EA as one of the delivery methods for a community warning or alert, consideration needs to be given to the effectiveness of the EA system to timely deliver the warning or alert in the likely disaster or emergency situation. Below are some impacts which need to be considered on the effectiveness of the EA system:

- the likely disaster or emergency situation;
- impact time of the disaster or emergency situation;
- the time available to warn or alert a community;
- damage to critical infrastructure (e.g. power or telecommunications);
- known power or telecommunication blackout areas; and
- EA system capabilities.

CHAPTER 2: ADMINISTRATIVE REQUIREMENTS

2.1. Legislative Obligations and Processes

Commonwealth

The use or disclosure of information obtained by telecommunications carriers is prohibited under Sections 276 and 277 of the *Telecommunications Act 1997* (Cth) and Section 80Q of the *Privacy Act 1988* (Cth), this includes information held in the IPND. Access to this data imposes on Queensland a number of legal obligations which are summarised in Appendix 1.

Section 287 and 300 of the *Telecommunications Act 1997* (Cth) authorise the use of the data where:

- use of the information for the EA is for the purpose of, or connection with, preventing or lessening a serious and imminent threat to the life or health of a person; or
• use of the information is reasonably necessary to prevent or lessen serious and imminent threat to the life or health of another person.

Section 285A of this legislation permits disclosure of the information to Emergency Management Persons (EMP) who are prescribed in the Telecommunications (Data for Emergency Warning Systems) Instrument 2016 (Cth) for purposes connected with alerting members of the public to a disaster or emergency situation.

Queensland

In using an EA, Section 275D(1) of the Telecommunications Act 1997 (Cth) and the associated legislative instrument specify the definition of an “emergency law”. In Queensland this relates to:

• The definition of a “disaster” in Section 13(1) of the Disaster Management Act 2003 being, a serious disruption (as defined in section 13(2) of this Act) in a community, caused by the impact of an event (as defined in section 16(1)(2) of this Act) which requires a significant coordinated response by State and other entities to help the community recover from the disruption.

• The definition of an “emergency situation” in the Schedule to Section 4 of the Public Safety Preservation Act 1986 being, any explosion or fire; or any oil or chemical spill; or any escape of gas, radioactive material or flammable or combustible liquids; or any incident involving an aircraft, or a train, vessel or vehicle; or any incident involving a bomb or other explosive device or a firearm or other weapon; or any other accident which may cause a danger of death, injury or distress to any person, a loss of or damage to any property or pollution of the environment.

Queensland Police Service (QPS) is responsible for managing emergency situations as defined by the Public Safety Preservation Act 1986. In such situations time may be of the essence and the use of the EA could assist with warning persons to avoid an area, shelter in an area or move away from an area.

The use of an EA can only be applied to a disaster or an emergency situation and must be likely to occur. For a disaster, the use of EA can only be applied during the preparedness, response and recovery phases. For an emergency situation the use of EA can only be applied during emergency situations as defined by the Public Safety Preservation Act 1986. If the emergency situation is ongoing, the definition of a disaster could then be applicable as defined under the Disaster Management Act 2003.

2.2. Security

Queensland ensures the security of EA through the following measures.

• Security of access to the EA system is managed via three avenues:
  o use of Telstra’s Virtual Private Network and the QFES secure internal network;
  o user log-in is required to access the EA system; and
  o physical security measures have been adopted to secure the Next-G cards provided by Telstra.

• Selection of appropriate agency staff to undertake EA roles.
2.3. Management and Use of Emergency Alert

The management and administration of EA in Queensland is the responsibility of QFES and in accordance with legal obligations referenced in Appendix 1.

This includes:

- ongoing skills maintenance for all EA roles;
- the ongoing maintenance of training programs and EA documentation;
- regular review of EA documentation;
- coordinating and managing policies dealing with the use of EA;
- testing and capture of EA costs including measures for accountability and cost recovery;
- participation in procedural testing;
- record-keeping and reporting;
- future development;
- inter-government arrangements; and
- performance measurements.

2.4. Emergency Alert Roles and Responsibilities

Every person involved in the EA process should ensure situational awareness and credible intelligence informs all relevant decision making associated with EA.

The following roles ensure the legislation, guidelines and the EA process is adhered to. It is important all EA roles understand the legislative implications and the consequent use of LBNS and IPND data which can only be lawfully obtained and used when creating an EA Campaign or during defined training and/or exercise periods (refer to Section 2.1 of this Manual).

2.4.1. Incident Controller

In the context of EA, the Incident Controller (IC) is the person responsible for the request of an EA Campaign/s to be sent to a particular geographic area. In some instances, the IC may also be the Authorising Officer (AO). All ICs, or prospective ICs, need to ensure they understand the use of EA and the EA system capabilities prior to requesting an EA. In an event (or a likely event) the IC may be one of the following, but not limited to:

- a QFES Officer in a fire or hazardous material incident;
- a Police Forward Commander;
- a Local Disaster Coordinator or District Disaster Coordinator; and
- or any other functional lead agency, etc.

In a timely manner the IC is responsible for:

- assessing the use of an EA as an appropriate community messaging option;
- clearly defining the polygon where the EA will be delivered, type of message, message severity and the parameters of the EA Campaign (refer to Section 3); and
- managing consequences for example, surge of calls, other local authorities or affected agencies are aware, evacuation routes are clear.

If time permits, the IC must provide a completed EA Request Form to the EA User. Where circumstances are impractical and for expediency, the IC can phone through the EA request to the EA User and submit the EA Request Form in due course.

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5 The term Incident Controller is not prescriptive and may be used in a variety of emergency events and systems.
The IC must:

- confirm the polygon is correct; and
- confirm the audio and SMS messages are suitable to the operational situation and contain clear and relevant information.

Where appropriate the IC should contact Local and District Disaster Management Groups (DDMGs) prior to the release of an EA Campaign impacting their area to:

- ensure situational awareness;
- avoid duplicated EA requests; and
- provide additional quality assurance of EA messaging and the polygon.

### 2.4.2. Emergency Management Person

EMPs are prescribed in the *Telecommunications (Data for Emergency Warning Systems) Instrument 2016* (Cth).

Under Section 276 and 277 of the *Telecommunications Act 1997* (Cth), it is prohibited to disclose or use information obtained by telecommunication carriers and extends to the disclosure and use of information contained in the IPND. However, under this legislation, IPND information may be disclosed to an EMP for the purposes connected with alerting the public to an emergency through an emergency warning. EMPs are specified in a legislative instrument issued by the Commonwealth Attorney-General.

An EMP may use or disclose information for an emergency warning:

- if the EMP believes an emergency is likely to occur;
- if an emergency is likely to occur;
- for testing of the emergency warning; and
- to persons “for the purpose of the information being later used or disclosed for a purpose connected with persons being alerted to an emergency or a likely emergency”.

An EMP must notify the Commonwealth of the full details associated with any breach on the use or disclosure of information gained from the LBNS database. An EMP commits an offence if information is used or disclosed and is not permitted under legislation with a penalty of imprisonment for two years.

In Queensland, the EMP is known as an AO and has overall responsibility of all aspects of the EA Campaign. AOs are determined by the Commissioner, Queensland Fire and Emergency Services (QFES) and Commissioner, QPS from within their relative agency. A review of AOs can be triggered by a change in government or agency roles.

The AO is responsible for:

- ensuring the management of consequence arrangements are in place (refer to Section 3.1);
- ensuring the checklist outlined in Appendix 7 have been completed and consequence management considerations have been complied with;
- authorising the release of the EA Campaign;
- ensuring all records, details and timings of the authorisation request and approval;
- when necessary, liaising with the IC to ensure all appropriate stakeholders are aware of the EA Campaign; and
- maintaining good situational awareness of the event, the appropriateness and timeliness of the EA Campaign, the consequences on the community and the political impact of the EA message.
2.4.3. **EA User**

The EA User is a person who has the required training and competency to use EA. All EA Users must be authorised by an EMP (AO) either by name or by position, as persons authorised to access the LBNS database. In Queensland the EA User is the State Disaster Coordination Centre (SDCC) Watch Desk staff.

In accordance with the EA request, the EA User will:

- action EA requests through the EA system;
- complete EA processes, in accordance with agency specific doctrine; and
- monitor the progress of the EA Campaign and record the results.

EA Users are to maintain EA skills through regular skills maintenance processes, manage and maintain EA Campaign records, conduct regular EA system and equipment testing and contribute to the maintenance of EA knowledge. EA User training is provided by QFES and is compulsory for all EA Users to successfully complete.

2.5. **EA Training**

Section 16A of the DM Act provides a legislative requirement for the Commissioner, QFES to ensure that persons involved in disaster operations are appropriately trained to maintain or enhance capability under Queensland’s disaster management arrangements. EA training in Queensland is:

- undertaken by disaster management stakeholders in accordance with the Queensland Disaster Management Training Framework (QDMTF) and includes training relating to community messaging through Module 1 “Introduction to Warning and Alert Systems” and Module 2 “Working with Warning and Alert Systems”; and
- undertaken by staff in EA AO and User roles.

In accordance with the Queensland Disaster Management Training Handbook, it is the responsibility of all disaster management stakeholders to undertake the training relevant to their role. The competency gained through the completion of EA training has been designed to ensure situational awareness and intelligence inform all relevant decision making associated with the running of an EA Campaign.

All other roles at the local, district and State level can complete the Warning and Alert Systems module on an as needs basis. EA process and system familiarisation sessions can be requested through the SDCC Watch Desk for Local Disaster Management Groups (LDMGs), DDMGs or State agencies. For EA training requirements or further information, contact your local Emergency Management Coordinator, QFES.
CHAPTER 3: EMERGENCY ALERT USE

The use of EA in Queensland can be categorised in six stages, which align with the National Emergency Warning Framework:

1. Community and jurisdictional preparedness;
2. Situational awareness and analysis;
3. Decision to warn;
4. Message construction, authorisation and dissemination;
5. Monitoring and closure; and
6. Review.

However, Stage 5 of the National Emergency Warning Framework “Management of Warning Consequence” has been reflected and is described across Stages 3 and 4 (refer to Figure 1: Stages of Emergency Alert Use in this Manual)

The stages of EA use are also underpinned by nine of the National Warning Principles:

1. Coordinated;
2. Authoritative and Accountable;
3. Consistent and Standard-based;
4. Complete;
5. Multi-modal;
6. All-Hazards;
7. Targeted;
8. Education and Awareness raising Activities; and

Chapter 3 provides guidance to ICs and AOs who are considering using EA, across each stage and is summarised in Appendix 2. EA consequence management considerations are specifically described in Stages 3-5 in this Chapter and IC and AO checklists as provided in Appendix 6 and 7.
COMMUNITY AND JURISDICTIONAL PREPAREDNESS

- Community messages and EA Campaigns are most effective when delivered to an informed and prepared community.
- Are community preparedness arrangements for community warnings planned or occurring?
- EA Campaigns are not limited by disaster management boundaries.

LIKENESS EMERGENCY OR DISASTER SITUATION

- Timeliness of a community warning is intrinsic to the effectiveness of community warning messages.
- Consideration must be given to how those affected should be warned most effectively.
- Does the community warning cross boundaries or jurisdictions?

MESSAGE CONSTRUCTION, AUTHORISATION AND DISSEMINATION

- A request for EA is required.
- Use criteria:
  - Is there a potential for loss of life and/or a major threat to a significant number of properties or the environment?
  - Is the community required to take action or is urgent action required due to the time of the situation i.e. in the night?
  - Is there adequate time available to process and approve the use of an EA to disseminate the community warning message?
  - What is the priority level of the EA Message?
    - Priority 1 WARNING
    - Priority 2 WATCH AND ACT
    - Priority 3 ADVICE
- Prepare an EA Request using the template EA Request Form (ensure it is clearly specified if the EA Campaign is a test or a actual request).
- Use of pre-prepared EA messages and polygons is recommended.
- All pre-prepared polygons must be tested by the SDCC Watch Desk.
- Once approved by the Authorising Officer the EA Campaign will be issued by the SDCC Watch Desk.
- EA message content needs to include:
  - the type of threat
  - issuing agency
  - area is affected
  - action required
  - source of further information
  - where relevant the timing of the threat impact.

MONITORING AND CLOSURE

Incident Controllers should:
- continue situational awareness.
- continue other community messaging methods.
- monitor the effectiveness of the EA message.
- Consider community messaging methods when threat has passed and/or closure of EA Campaign.

EA Users will:
- monitor the EA Campaign and record results.
- notify the Incident Controller of any large failure rates and seek further direction and advice from the Incident Controller and Authorising Officer.

REVIEW

- All agencies are required to conduct debriefs and capture feedback and improvements on experiences of the EA process and the community response.

NATIONAL WARNING PRINCIPLES

- EDUCATION AND AWARENESS RAISING ACTIVITIES
- ALL-HAZARDS
- COORDINATED
- COMPLIANT WITH RELEVANT LEGISLATION
- ACCOUNTABLE
- CONSISTENT AND STANDARD-BASED
- MULTI-MODAL
- TARGETED
- COMPLETE (END TO END)
3.1. Management of Warning Consequences

The management of consequences for community warnings, particularly EA, needs to be specifically considered across Stages 3 to 5 of EA use (refer Figure 1 above.)

Consequence management considerations for: Stage 3: Decision to Warn and Stage 4: Message Construction, Authorisation are discussed in Sections 3.4 and 3.5 of this Chapter and describe the considerations which need to be taken into account around the impacts of the decision to use EA.

When determining the most appropriate community warning to use, consideration must be given to the management of warning consequences. Under the National Emergency Warning Framework, the Best Practice Guide focuses on the following considerations:

- why warn;
- what to warn about;
- when to warn;
- who to warn;
- how to warn; and
- monitoring and closure.

3.2. Community and Jurisdictional Preparedness

Prior to and during likely disaster or emergency situations, preparation of communities, particularly around community warning messaging is key in helping to anticipate and manage risks and potentially reduce panic and uninformed decision making. In collaboration with relevant agencies, disaster management groups should ensure community warning preparedness arrangements are considered in relevant plans (e.g. disaster management plans or community engagement plans).

Refer to the Best Practice Guide for Warning Originators for further guidance and considerations on why warn and what to warn about.

Key considerations:

- Do you have arrangements to ensure vulnerable groups in the community and/or transitory members understand EA?
- Have you developed pre-prepared EA messages and polygons in relation to likely hazards and services based on risk assessments?
- Have pre-prepared EA Message and Polygons been tested by the SDCC Watch Desk?
- Do documents describe community warnings and EA use processes and triggers?
- Are agencies exercised in community warnings and EA processes?
- Is there effective and ongoing community engagement and preparedness programs on community warnings?
- Do arrangements and programs promote shared responsibility and resilience?
- Does the community understand risks in their environment?

3.2.1. Cross border and Cross Boundary Arrangements

EA Campaigns are not limited to local, district, regional or state boundaries and can cross other jurisdictions. For disaster or emergency situations impacting on multiple borders and/or boundaries, IC agency and SDCC Watch Desk agency arrangements are required for engaging with those impacted to advise of cross-border/boundary EA Campaigns, potential issues and other community warning requirements.

Cross-border or boundary arrangements for both the IC and the SDCC Watch Desk should be followed and need to consider the following:
• **Plan before an event using agency to agency contacts.** For known boundaries (local, district, regional or state) plans and/or existing arrangements (i.e. local memorandums of understanding) need to include processes around who is responsible for how an EA Campaign affecting the boundary/s will be managed.

Planning and/or existing arrangements between State agency counterparts in New South Wales, the Northern Territory or South Australia and international agency counterparts should cover how an EA Campaign affecting both sides of the borders and international jurisdictions, will be notified or managed.

• **Act with the urgency the situation demands.** This Manual reflects the primary objective of the EA system: *if an emergency is life threatening - issue the EA warning.*

Where practical, the IC or IC agency should advise the other jurisdiction/s or boundary/s during the EA Campaign process about the emergency, which is likely or is impacting on the jurisdiction and if the EA Campaign issued has cross-border or boundary coverage. If early notification is not possible, information about the EA Campaign should be passed on as soon as practical.

• **Work locally; inform centrally.** If an agency is working in conjunction with a similar agency of another jurisdiction, local advice should be provided of an EA Campaign about to be requested by the IC or the IC Agency.

The SDCC Watch Desk is responsible for informing other State, Territory or international emergency operations centres when the use of an EA may be close to or cross jurisdictional national and international borders. The SDCC Watch Desk will need to inform the IC of any notifications provided to State, Territory or international jurisdictions.

**Key considerations:**

- Do you have cross-border and/or cross boundary plans and/or existing arrangements?
- Are cross border and/or boundary plans and/or existing arrangements current?
- What notification processes exist if an EA campaign were to cross multiple borders and/or boundaries?

### 3.3. Situational Awareness and Analysis

The intent of the community warning is to ensure timely and accurate information on a disaster or emergency situation is provided enabling the community to make an informed decision about preparedness and safety. The timeliness of preparing to use EA as a community warning method is intrinsic to the success of the EA process. Triggers and pre-prepared warning messages and polygons need to be considered when undertaking disaster or emergency situation risk based planning.

Ongoing situational awareness and analysis is required to ensure information about an event informs timely decision-making to use EA and the warning message. The outcome of situational awareness and analysis ensures the person making the decision to use EA (usually an IC) has the necessary and relevant information about an event.

Queensland agencies can obtain information about disaster or emergency situations through various methods, including but not limited to:

- situation briefings;
- monitoring systems;
- forecasts and predictions;
• community;
• media;
• social media; and
• other agencies.

When analysing the situation and information being received, consideration needs to be given in the decision to use EA, about how those affected should be most effectively warned. Understanding who in the situation is being warned can also influence the state of preparedness of the community and the urgency of the community warning can dictate the decision to use EA.

Further information and guidance on who and how to warn is detailed in the Best Practice Guide for Warning Originators.

Key considerations:

- What communities are at risk?
- Have other delivery methods of community warning, alert or information been initiated?
- Has any critical infrastructure been affected by the disaster or emergency situation?
- Is it likely community warnings will be required?
- What is the most effective delivery method suited to the disaster or emergency situation?
- Are there any actions or directions for the community to follow, are there any language barriers?
- Consider how will the community respond to the community warning?
- Will the community warning cause flow on impacts, such as congestion to the traffic or telephone network?
- Can websites support an increase in their user load, will there be an impact upon emergency numbers such as triple zero?
- Is there sufficient time to warn the community using EA?
- Are there known power or telecommunication blackout areas which will limit the effectiveness of an EA Campaign?
- How effective is it to use EA for the situation requiring a community warning?
- Are there more effective delivery methods to warn the community?

3.4. Decision to Warn

EA is just one means to provide community warnings, however may not be suited for all circumstances. As an example, a microburst, which can be a very destructive meteorological phenomenon, usually only has a life span of five to 15 minutes. Queensland’s policy is to use EA as one element in a suite of existing methods for community warning and advice.

ICs considering the use of EA should also continue to use a range of other community warnings, alerts and/or information to inform the community, such as social media, local disaster dashboards, radio, etc. Those responsible for decisions on warning communities need to ensure they are aware of EA and its capabilities.

Queensland’s use of EA will be guided by applying the following and must be present to use EA:

- there is a direct and likely threat to a community;
- there is a potential for loss of life and/or a major threat to a significant number of properties or the environment;
- the community needs to act in some way such as relocate to a safer area, prepare property and/or be aware of information;
- there is adequate time to process and approve the use of EA to disseminate the community warning; and
• the time of the emergency or disaster situation, such as, a community needing to be warned and/or act urgently in a short period or in the night.

Consideration must also be given to network coverage in remote and regional areas, tailored EA messages to community members, perceptions and consequence management activities, particularly the time and resources required for authorities to establish activities on which the community will rely after the EA Campaign has started. For example, if people are requested to self-evacuate, where should they go and what facilities and resources will be required when they arrive.

Other considerations can include:

• What is the severity of the EA message? Warning, Watch and Act or Advice?
• Is EA the most appropriate method to warn of the disaster or emergency situation?

The decision to request an EA should only be made after completing the checklist prompts for IC’s outlined in Appendix 6.

Emergency Alert consequence management considerations:

- Have other affected agencies Local Government, LDMGs, DDMGs, QPS, Ministers Office etc. been informed?
- Will the decision to use EA activate our evacuation plans or processes?
- Are evacuation routes impacted by the situation, will it affect the effectiveness of using EA?
- Have call centres been briefed?
- Have you considered the delivery of community warnings which cross jurisdictional borders?
- Are there neighbouring boundary/s also issuing EA? Is there the potential for communities within neighbouring boundary/s receiving duplicated or conflicting community warnings?

3.5. Message Construction and Dissemination

EA messages are intended to achieve two distinct outcomes:

- to inform the community of a likely disaster or emergency situation; and
- to provide information and/or advise appropriate action.

Message content and the EA Request Form must:

- be simple, clear and brief;
- be relevant to the community;
- be worded in accordance with advice from the relevant agencies; and
- utilise EA template message guides, if required (Appendix 4).

Message content should cover:

- the type of threat;
- the issuing agency;
- the affected area;
- action required;
- information about where further information can be found; and
- where relevant, the timing of the threat impact.

EA messages should consider the principles outlined in the Commonwealth policy paper Emergency Warnings – Choosing Your Words (2008) available at www.ag.gov.au. Where possible, consult with your relevant agencies media unit or local Emergency Management Coordinator for the most appropriate wording and communication method guidance.
3.5.1. General Message Format

Queensland has pre-planned message templates (refer Appendix 4) which comply with the National Telephony Warning System Guidelines and the Common Alerting Protocol (CAP) to assist in the timely development and dissemination of EA messages to the community.

Please note the templates are examples only and provide guidance on EA messaging and identify where free text is required. All messages will indicate they originated from telephone number 0444 444 444 but it will not be possible to phone or SMS this number.

Care must be taken to ensure abbreviations are kept to a minimum to avoid confusion while ensuring the message informs individuals of a particular danger, states an action required to be done without delay and refers to appropriate sources for further information.

The order of message format shown below is not definitive and has been aligned with Emergency Warnings - Choosing Your Words. This is a reasonably natural order of information, but variations encompassing the same range of information may be equally effective.

<table>
<thead>
<tr>
<th>EXAMPLE ONLY</th>
</tr>
</thead>
</table>
| **Header**   | SMS: - +61 444 444 444  
| **The Name/Title of Warning** | Classification of Warning (Advice, Watch and Act, Warning) |
| **Authority (Issuing Agency)** | Authorising Agency |
| **Event Type** | Emergency/Incident Type (fire, flood, cyclone) |
| **Severity** | Advice on the Likely / Very Likely / Will of the Emergency / Disaster and severity Dangerous / Very Dangerous |
| **Location [Free Text]** (Affected Area) | Township / District / Location (Can reference the number of kilometres) |
| **Event Description [Free Text]** (Timing of the Threat Impact) | Impact / Threat Details |
| **Response Instruction [Free Text]** (Action Required) | Advice on what actions the community needs to undertake |
| **Information about where further information can be found** | Advice on where further information can be sourced e.g. a telephone number, web site address. |
| **Serial/Date/Time** | Automated - generated by system |

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6 [Attorney-General's Department Emergency Warnings - Choosing Your Words](#)
3.5.2. Voice Message

Messages should be structured as above and ideally provided as typed text and be no more than about 450 characters (including spaces). This equates to a 31 second length message, which allows for the four second SEWS tone at the start of a warning message.

Messages should preferably be no longer than 35 seconds in total, as the delivery speed may be reduced. The EA system does allow for a maximum length of 4,000 characters, however this equates to a message length of over four minutes.

The text received for EA voice messages may be altered slightly by the SDCC Watch Desk to allow for the phonetic requirements of the system. The SDCC Watch Desk will notify the IC if the message content is changed from the EA Request Form.

The EA system also allows the choice of male or female voices. In making the choice, users should consider, in general, reassurance is better delivered by a female voice, whilst a call to action comes better from a male voice.

3.5.3. SMS Message to Mobiles

SMS EA Campaign messages are limited to 160 characters including spaces. SMS can be sent based on the physical location of a mobile phone, this is known as Location Based Solution (LBS). It can also be sent based on the service (billing) address.

3.5.4. Message Severity

The EA system does not follow a strict policy of “first in first out” when processing EA Campaigns. EA Campaigns with a higher priority (severity) will take precedence over those with a lower priority to enable messages to be sent to those in greater danger. Priority 1: Warning is the highest. As EA is a national system, message severity may impact other jurisdictions.

The IC will select the message severity on the EA Request Form and the AO is responsible for confirming the EA message severity is appropriate.

The following table provides guidance on when the EA system may be used and the relationship with the three priority levels.

<table>
<thead>
<tr>
<th>Message Severity</th>
<th>Priority</th>
<th>General Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warning</td>
<td>1</td>
<td>The community will be impacted by the emergency. You <strong>are in danger</strong> and <strong>must take action immediately</strong>. Voice messages will be preceded by a four second sound of the SEWS, followed by the words “Emergency, Emergency”.</td>
</tr>
<tr>
<td>Watch and Act</td>
<td>2</td>
<td>The community is likely to be impacted by the emergency and should start taking action to protect life and family. You <strong>may be in danger</strong>.</td>
</tr>
<tr>
<td>Advice</td>
<td>3</td>
<td>There is <strong>no immediate danger</strong>. General information to the community about their local area which requires awareness and/or monitoring.</td>
</tr>
</tbody>
</table>
3.5.5. Polygon

A polygon is a closed two-dimensional shape and is used to define an area required to receive the EA message. Valid EA polygons must only contain straight lines. The message area can be identified by importing a polygon shape file directly into the EA system or manually drawing the polygon, based on advice given by the IC. Polygons should be simple in design (square or rectangle is preferred) i.e. less points in the polygon results in a less complex boundary and will ensure messages are delivered quicker.

To ensure timely dissemination of an EA Campaign, polygon shape files and/or pre-prepared polygons shape files are preferred. However, should polygon shape files not be used, polygons can also be provided by:

- referencing maps such as topographic or street;
- coordinates; or
- maps which clearly shows the boundaries and direction of North.

3.5.5.1. Pre-prepared Polygons

Circumstances exist where pre-prepared polygons and messaging for particular events may be required, such as known areas of risk and stored for easy access on the QFES Disaster Management (DM) Portal.

The SDCC Watch Desk will test all pre-prepared polygons in the EA system and will advise their suitability. Should a pre-prepared polygon be rejected, the SDCC Watch Desk will provide reason/s for the rejection and notify the relevant agency.

Pre-prepared shape files should be checked with the SDCC Watch Desk to ensure it can be loaded into the EA system prior to a disaster or emergency.

For more information about Polygon Spatial Requirements, refer to Appendix 3.

3.5.6. Threat Direction

Threat direction can be included in EA voice messages. This functionality allows communities closer to the threat and who may be at a higher risk, to be advised earlier than communities who are further away. Threat direction is applicable only for EA Campaigns with Priority 1 (Warning). Where threat direction is required, the IC must indicate the threat direction on the EA Request Form. A map or clear directions must be given to indicate where the threat is coming from.

For example, a threat direction would enhance an EA Campaign for a dam failure by issuing the message to the communities closest to the dam wall first, then moving to communities who are located downstream.

<table>
<thead>
<tr>
<th>Emergency Alert consequence management considerations:</th>
</tr>
</thead>
<tbody>
<tr>
<td>☐ Has relevant information been uploaded/made available at the site/location that the EA message directs people to?</td>
</tr>
<tr>
<td>☐ Are the messages consistent across different sources available to the general public?</td>
</tr>
<tr>
<td>☐ Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning).</td>
</tr>
<tr>
<td>☐ Are messages compliant with relevant Commonwealth and jurisdictional legislation and policy?</td>
</tr>
<tr>
<td>☐ Is the message simple, clear and brief?</td>
</tr>
<tr>
<td>☐ Is the message relevant to the community receiving the EA?</td>
</tr>
<tr>
<td>☐ Is the message worded in accordance with advice from the relevant agencies?</td>
</tr>
<tr>
<td>☐ Do the messages contain all relevant and pertinent details?</td>
</tr>
<tr>
<td>☐ Are the messages presented in a way which is easily and quickly understood?</td>
</tr>
</tbody>
</table>
Is a threat direction required? (Can only be used for EA Warnings).
Are pre-prepared EA messages and polygons stored on the QFES DM Portal?
Have all pre-prepared EA messages and polygons been tested by the SDCC Watch Desk?
Did you know SMS messages can be received up to seven days later i.e. when phone is turned back on or comes within range?
Are you aware to avoid garbled messages causing confusion, weak signals will not receive an EA message?

3.6. Authorisation Process

For rapid onset events and to ensure timeliness and prevent the delay of EA messages, the SDCC Watch Desk can initiate pre-prepared and pre-approved polygons and messaging (refer to Section 3.5.5). During these situations, the SDCC Watch Desk will inform local government of the warning given. Please refer to Figure 2: Emergency Alert Request Process Map and agency specific documentation for detailed guidance.

The AO may appoint a consequence management coordinator to allow the AO to concentrate on their primary authorising responsibilities and assist the IC with defining the target area and message construction.

Emergency Alert consequence management considerations:

Has the AO verified the IC has addressed any required consequence management actions? (Many of these measures will be required at the local level and should form a critical component of the IC’s decision making process to use EA for a community warning message tool.)

Has the AO ensured the following have been contacted and briefed by the SDCC Watch Desk:

- QFES Media to issue information to the media and start uploading data to websites and QFES social media pages?
- Smart Services Queensland, Police Link or other call centres to warn of possible increase in calls?

Has verification been provided by the IC of any on-the-ground consequence management measures in place or at least in the process of being established?
3.6.1. Emergency Alert Request Process Map

**Incident Controller – IC (Requestor)**

- **Disaster/Emergency Situation Occurs**
- **Emergency Alert IS required**
  - Yes
    - Start Emergency Management System (EMS) Workflow for EA
  - No
    - Initiate/Continue other methods of informing/alerting/warning the community

**SDCC Watch Desk / EA User**

- **Contact the SDCC Watch Desk**
- **Prepare EA Request using the template EA Request Form**
  - Form can be located at www.disaster.qld.gov.au
- **Notify the DDC and SDCC Watch Desk**

**Authorising Officer – AO**

- **Receive call to advise there is an event occurring which requires the use of EA**
- **Do you confirm the Polygon Area and Message playback**
  - Yes
    - Approve EA Campaign for release
    - Under section 285A Telecommunications Act 1997 (cth)
  - No
    - Adjustments Required

**Complete Incident Controller Checklist**

**Submit the EA Request Form to the SDCC Watch Desk**

**Advise SDCC Watch Desk of adjustments**

**Complete Authorising Officer Checklist**

**In the event of a large failure rate contact the IC and AO for direction and advice**

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*Decision to Use – EA is required:
- Is there a potential for loss of life and/or unique threat to a significant number of properties or the environment?
- Is the community required to take action or is urgent action required due to the time of the situation i.e. in the night?
- Is there adequate time available to process and approve the use of an EA to disseminate the community warning message?*
3.6.2. Dissemination

Upon the approval by the AO, the EA Campaign will be submitted by the SDCC Watch Desk for dissemination.

Notification of an EA Campaign should be communicated across multiple methods to maximise saturation and penetration, for example:

- notification from the official warning agency e.g. disaster management website;
- TV;
- Radio; and / or
- Social Media.

When an EA is issued, message recipients will be directed to sources of further information and advice to provide information on further action to be taken. Message recipients may be directed to listen to local radio, other information sources, or complementary warning mediums including official warning agencies, official media, social media, telephony based, radio-based, TV-based, internet-based, local sirens and person-to-person. People should also be directed to advise neighbours, family and other community members when an EA message is received.

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Emergency Alert consequence management considerations:

- Has an AO approved the message for dissemination?
- Have messages been disseminated using a variety of delivery mechanisms? Do they complement each other to produce a complete picture?
- Have relevant community message platforms and other sources of further information been updated? i.e. local government website, social media feeds?
- Are media outlets aware an EA Campaign is being issued?

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3.7. Monitoring, Closure and Review

3.7.1. Real-time Monitoring: EA Monitor and Review

The SDCC Watch Desk monitors the EA Campaign in real time and reports any campaign issues to the IC or AO.

The IC and AO may seek information from the SDCC Watch Desk regarding an EA Campaign to review success rates of the EA Campaign and identify any further needs for subsequent community warning, alert or information methods.

Key considerations:

- If applicable, was the IC notified of any EA Campaign issues?
- Does the community require subsequent warnings, alerts or information about the disaster or emergency situation?
- Is the disaster or emergency situation easing?

3.7.2. Real-time Monitoring: EA Campaign Completion

The agency responsible for issuing the initial messages (IC’s agency) may issue a final message through the most appropriate methods, balancing the advantages of telling people the same way verses the disadvantage if evacuation advice was given.

Agency Media units will issue information to media outlets when the threat situation has eased or ended.
3.7.3. Review: Evidence Based Improvements

At the end of each emergency or disaster situation where EA was used, it is the responsibility of all agencies to conduct debriefs and capture feedback and improvements on their respective experiences of the EA process and the community response. These findings are to be shared with the relevant federal and state agencies, local and regional staff so lessons identified can be reported and implemented through the improvement of this Manual and relevant agency plans, process and training. Additionally, reviews and learnings from EA Users in other states can also provide opportunities to improve Queensland’s use of EA and associated processes. Both interstate and national review may also inform reviews of relevant legislation.

The Manual and relevant documentation and training is to be reviewed annually.

Data obtained during the real-time monitoring of an EA Campaign is stored in the EA System and available to the SDCC Watch Desk. This data is used to improve future SDCC Watch Desk processes, preparations and planning.

Undertaking regular review of appropriate community and EA message wording against a variety of scenarios and message severities assists the identification of preparation, planning and training program improvements.

Key considerations:

☐ What improvements can be made to the EA process?
## APPENDIX 1: LEGISLATIVE OBLIGATIONS

<table>
<thead>
<tr>
<th>Legal Obligation or Advice</th>
<th>The Manual Section where this is referred</th>
</tr>
</thead>
<tbody>
<tr>
<td>The <em>Telecommunications Act 1997</em> (Cth) refers to the term “emergency” which is defined by a legislative instrument listing each jurisdiction’s emergency and disaster legislation. In Queensland this is the <em>Disaster Management Act 2003</em> (DMA 2003) and <em>Public Safety Preservation Act 1986</em> (PSPA 1986). EA can be used for a likely “disaster” under the DMA 2003 or a likely “emergency situation” under the PSPA 1986.</td>
<td>Section 2.1</td>
</tr>
<tr>
<td>It is important to make the distinction between when a disaster or emergency situation is likely and when it is only potential. Potential is not a sufficient basis for authorisation of an EA. When used for a likely event, the EMP must have an actual belief at the time of authorisation the disaster or emergency situation is likely AND it must be reasonable to hold the belief in the circumstances. An emergency situation under the PSPA 1986 is similar to a disaster event under the DMA 2003. The use of EA does not require any legislative declarations to be made. From receipt of a request to the release of an EA Campaign it can take less than 10 mins providing the request is acceptable. It could take longer if information is not correct e.g. text message exceeds 160 characters including spaces and punctuation. Complex maps take longer for the SDCC Watch Desk to replicate in EA and due to the higher number of vertices in the polygon, it may have a detrimental effect on EA, particularly if multiple campaigns are running. There is also a risk the polygon may not exactly mirror the original map however pre-defined polygons and pre-saved message templates can be used.</td>
<td>Section 3.6.2</td>
</tr>
<tr>
<td>Close cooperation is required with QFES Media as they update the disaster.qld.gov.au website and advise local media who play a vital role in getting messages to the community. The Queensland EA Manual must be followed when submitting messages for public broadcast.</td>
<td>Section 3.2.1</td>
</tr>
<tr>
<td>In cases where EA may be close to or cross jurisdictional borders (New South Wales, Northern Territory or South Australia), the SDCC Watch Desk will notify the relevant jurisdictions. AO need to ensure the warning message applies to Queensland only, for example, if schools will be closed, the message must say Queensland schools as they could still be open across the border.</td>
<td>Section 2.1 Section 2.4.1 Section 3.1 Appendix 2</td>
</tr>
</tbody>
</table>

**Responsibility and for Consequences**

Queensland accepts it is fully and solely responsible for:
- its use of the IPND and LBNS data, and the consequences of use;
- ensuring it is able to issue emergency warnings by such means (including non-telephony means), as it requires, notwithstanding any fault, error, defect or unavailability of the IPND or LBNS data; and
- all acts and omissions in relation to any emergency warning it issues, or should have issued.
<table>
<thead>
<tr>
<th>Legal Obligation or Advice</th>
<th>The Manual Section where this is referred</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Use</strong></td>
<td>Section 2.1</td>
</tr>
<tr>
<td>Queensland acknowledges it must only use the LBNS and only request use and disclose LBNS data:</td>
<td></td>
</tr>
<tr>
<td>• for a purpose connected with persons being alerted to an emergency or a likely emergency; and</td>
<td></td>
</tr>
<tr>
<td>• for the purpose of reasonable testing of whether, in the event of an emergency occurring, persons would be able to be alerted to the emergency.</td>
<td></td>
</tr>
<tr>
<td><strong>Selling of Data</strong></td>
<td>Section 2.1</td>
</tr>
<tr>
<td>QFES and QPS must not sell or make available the LBNS and IPND data to any third party.</td>
<td></td>
</tr>
<tr>
<td><strong>Timeliness</strong></td>
<td>Described across the Manual, particularly Section 3.3</td>
</tr>
<tr>
<td>Agencies should be mindful of the criticality of a timely warning.</td>
<td></td>
</tr>
<tr>
<td><strong>Identification of Responsible Individuals</strong></td>
<td>Sections 2.4.1</td>
</tr>
<tr>
<td>Queensland must clearly define and articulate those individuals and/or positions responsible for the authorisation of the warning release.</td>
<td></td>
</tr>
<tr>
<td><strong>Security</strong></td>
<td>Section 2.2</td>
</tr>
<tr>
<td>Queensland must take reasonable steps to:</td>
<td></td>
</tr>
<tr>
<td>• prevent and detect unauthorised access to and use of the LBNS;</td>
<td></td>
</tr>
<tr>
<td>• prevent the IPND and LBNS data being used for any purpose other than a permitted purpose; and</td>
<td></td>
</tr>
<tr>
<td>• ensure adequate security measures are in place to prevent any disclosure (inadvertently or otherwise) of any IPND or LBNS data in a manner which could result in the user jurisdiction breaching the Deed Poll Agreement or the Telecommunications Act 1997 (Cth).</td>
<td></td>
</tr>
<tr>
<td><strong>Responsible Individuals to Sign</strong></td>
<td>Sections 2.2</td>
</tr>
<tr>
<td>Before supplying or disclosing IPND or LBNS data to a third-party agent acting for Queensland on a commercial fee for service basis or contractor engaged by Queensland from time to time in relation to the operation of EA, Queensland must obtain a legally enforceable undertaking from the agent or contractor in favour of both the Commonwealth and Queensland:</td>
<td></td>
</tr>
<tr>
<td>• not to access or use the IPND or LBNS, or access, use or disclose the IPND or LBNS data for any purpose other than the permitted purposes;</td>
<td></td>
</tr>
<tr>
<td>• to destroy the IPND or LBNS data:</td>
<td></td>
</tr>
<tr>
<td>o when it is no longer required for the permitted purposes;</td>
<td></td>
</tr>
<tr>
<td>o when this agreement expires or is terminated; or</td>
<td></td>
</tr>
<tr>
<td>o when required to do so by the user jurisdiction.</td>
<td></td>
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<tr>
<td>(For example: This may occur occasionally when an investigation or inquiry is required).</td>
<td></td>
</tr>
<tr>
<td>Legal Obligation or Advice</td>
<td>The Manual Section where this is referred</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td><strong>For Official Use Only Material</strong></td>
<td>Section 2.1</td>
</tr>
<tr>
<td>Queensland must comply with relevant principles in the Australian Government Information Security Manual (ISM) which apply to the transfer of “For Official Use Only” data across UNCLASSIFIED networks.</td>
<td></td>
</tr>
<tr>
<td><strong>Engagement with Other Jurisdictions</strong></td>
<td>Section 3.2.1</td>
</tr>
<tr>
<td>Queensland is responsible for engaging with other impacted jurisdiction/s to discuss cross-border issues and warning requirements for Queensland EA Campaigns impacting on other jurisdictions.</td>
<td></td>
</tr>
<tr>
<td><strong>Decision-making</strong></td>
<td>Section 3.4</td>
</tr>
<tr>
<td>Jurisdictions must also have in place clear decision making processes to ensure accurate, timely and relevant warnings are issued. Each hazard has its own set of triggers and it is the responsibility of the relevant authorising/decision making agency to undertake a dynamic risk assessment process and make a decision on the requirement to disseminate a warning in the format of EA. The decision to utilise the telephony system will be the responsibility of the respective agencies and will be defined by the emergency and operational and warning requirements.</td>
<td></td>
</tr>
<tr>
<td><strong>Reliance</strong></td>
<td>Section 3.3</td>
</tr>
<tr>
<td>It is essential agencies do not rely solely on telephony based warnings to inform the community of an emergency. Depending on the level of network congestion, it may take some time for the message to reach the intended target. EA is just one of a suite of methods to alert the community.</td>
<td></td>
</tr>
<tr>
<td><strong>Principles for Communication</strong></td>
<td>Section 3.5</td>
</tr>
<tr>
<td>Warnings should reflect the principles outlined in the <em>Commonwealth policy paper Emergency Warnings – Choosing Your Words</em> (2008).</td>
<td></td>
</tr>
<tr>
<td><strong>Pre-planned Messages</strong></td>
<td>Section 3.5.5 Appendix 3</td>
</tr>
<tr>
<td>Jurisdictions are encouraged to have pre-planned message templates to assist in the timely development and dissemination of warnings to the community.</td>
<td></td>
</tr>
<tr>
<td><strong>Effects on the Telecommunications Network</strong></td>
<td>Section 1.3 Section 3.3</td>
</tr>
<tr>
<td>Queensland must take reasonable steps to ensure the use of the LBNS and LBNS data does not adversely affect the operation of a telecommunications network.</td>
<td></td>
</tr>
<tr>
<td><strong>Consequence Management</strong></td>
<td>Chapter 3 Section 3.1</td>
</tr>
<tr>
<td>Agencies responsible for issuing warnings must ensure consideration is given to the consequences of the warnings. Activities to manage the consequences of the warning should be performed prior to and/or concurrent to the message being disseminated to the community.</td>
<td></td>
</tr>
<tr>
<td>Legal Obligation or Advice</td>
<td>The Manual Section where this is referred</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>-------------------------------------------</td>
</tr>
<tr>
<td><strong>Monitoring</strong></td>
<td>Section 3.7</td>
</tr>
<tr>
<td>Agencies should monitor, in real time, the</td>
<td></td>
</tr>
<tr>
<td>effectiveness of the warnings. This involves</td>
<td></td>
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<tr>
<td>monitoring the effectiveness of the warning</td>
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<tr>
<td>medium utilised, as well as monitoring the</td>
<td></td>
</tr>
<tr>
<td>community response to the warning.</td>
<td></td>
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<tr>
<td><strong>Records of Use</strong></td>
<td>Section 2.4</td>
</tr>
<tr>
<td>Queensland will maintain accurate records of</td>
<td></td>
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<tr>
<td>all decision-making activities and processes,</td>
<td></td>
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<tr>
<td>messages disseminated and associated costs.</td>
<td></td>
</tr>
<tr>
<td><strong>Notification of Breaches</strong></td>
<td>Section 2.3</td>
</tr>
<tr>
<td>Queensland must promptly notify the</td>
<td>Section 2.4.1</td>
</tr>
<tr>
<td>Commonwealth with full details if its</td>
<td></td>
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<tr>
<td>obligations under legislation if there is a</td>
<td></td>
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<tr>
<td>breach (or is suspected to have been breached)</td>
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</tr>
<tr>
<td>by any person.</td>
<td></td>
</tr>
<tr>
<td><strong>Training and Awareness</strong></td>
<td>Section 2.4</td>
</tr>
<tr>
<td>Jurisdictional and agency protocols are to</td>
<td></td>
</tr>
<tr>
<td>contain sufficient information and appropriate</td>
<td></td>
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<tr>
<td>training to ensure agencies are aware of</td>
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<tr>
<td>system capacity and capability.</td>
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</tbody>
</table>
## APPENDIX 2: EA USE CONSIDERATIONS

<table>
<thead>
<tr>
<th>Stage of EA</th>
<th>National Warnings Principles</th>
<th>Considerations</th>
</tr>
</thead>
</table>
| Stage 1: Community and Jurisdiction Preparedness | Underpinned by Education and Awareness raising activities | - Do you have arrangements to ensure vulnerable groups in the community and/or transitory members understand EA?  
- Have you developed pre-prepared EA messages and polygons in relation to likely hazards and services based on risk assessments?  
- Have pre-prepared EA Messages and Polygons been tested by the SDCC Watch Desk?  
- Do documents describe community warnings and EA use processes and triggers?  
- Are agencies exercised in community warnings and EA processes?  
- Is there effective and ongoing community engagement and preparedness programs on community warnings?  
- Do arrangements and programs promote shared responsibility and resilience?  
- Does the community understand risks in their environment?  
- Do you have cross-border and/or cross boundary plans and/or existing arrangements?  
- Are cross border and/or boundary plans and/or existing arrangements current?  
- What notification processes exist if an EA campaign were to cross multiple borders and/or boundaries? |
| Stage 2: Situational Awareness and Analysis | All-Hazards | - What communities are at risk?  
- Have other delivery methods of community warning, alert or information been initiated?  
- Has any critical infrastructure been affected by the disaster or emergency situation?  
- Is it likely community warnings will be required?  
- What is the most effective delivery method suited to the disaster or emergency situation?  
- Are there any actions or directions for the community to follow, are there any language barriers?  
- Consider how will the community respond to the community warning?  
- Will the community warning cause flow on impacts, such as congestion to the traffic or telephone network?  
- Can websites support an increase in their user load, will there be an impact upon emergency numbers such as triple zero?  
- Is there sufficient time to warn the community using EA?  
- Are there known power or telecommunication blackout areas which will limit the effectiveness of an EA Campaign?  
- How effective is it to use EA for the situation requiring a community warning?  
- Are there more effective delivery methods to warn the community?  
- What is the severity of the EA message? Warning, Watch and Act or Advice? |
<table>
<thead>
<tr>
<th>Stage of EA</th>
<th>National Warnings Principles</th>
<th>Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>• Are there neighbouring boundary/s also issuing EA and the potential the community within either jurisdictions receiving duplicated or conflicting community warnings?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is EA the most appropriate community warning for the disaster or emergency situation?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Have checks been done with other warning agencies to avoid duplication?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Have call centres been briefed?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Have other affected agencies local government, LDMGs, DDMGs, QPS, Ministers Office etc. been informed?</td>
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<tr>
<td></td>
<td></td>
<td>• Have you considered the delivery of community warnings for operations which cross jurisdictional borders?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Will the decision to use EA activate our evacuation plans or processes?</td>
</tr>
<tr>
<td>Stage 3: Message construction and dissemination</td>
<td>Consistent and Standard-based</td>
<td>• Are the messages consistent across different sources available to the general public?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is the message simple, clear and brief?</td>
</tr>
<tr>
<td></td>
<td>Multi-modal</td>
<td>• Are messages disseminated using a variety of delivery mechanisms, and do they complement each other to produce a complete picture?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Do the messages contain all relevant pertinent details?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are the messages presented in a way which is easily and quickly understood?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Have relevant community message platforms and other sources of further information been updated? i.e. local government website, social media feeds?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are media outlets aware an EA Campaign is being issued?</td>
</tr>
<tr>
<td>Targeted</td>
<td>What to warn about?</td>
<td>• Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is the message relevant to the community receiving the EA?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is the message worded in accordance with advice from the relevant agencies?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Is a threat direction required? (Can only be used for EA Warnings)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are pre-prepared EA messages and polygons stored on the DM Portal?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Has all pre-prepared EA messages and polygons been tested by the SDCC Watch Desk?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Did you know that SMS messages can be received up to 7 days later i.e. when phone is turned back on or comes within range?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Are you aware to avoid garbled messages causing confusion weak signals will not receive an EA message?</td>
</tr>
</tbody>
</table>
### Stage of EA

<table>
<thead>
<tr>
<th>National Warnings Principles</th>
<th>Considerations</th>
</tr>
</thead>
</table>
| Compliant with Relevant Legislation | • Are messages compliant with relevant commonwealth and jurisdictional legislation and policy?  
• Has an authorised person approved the message for dissemination?  
• Have you maintained a record of the message approval and delivery process? |
| Accountable | • Has the AO verified the IC has addressed any required consequence management actions? (Many of these measures will be required at the local level and should form a critical component of the IC’s decision making process to use EA for a community warning message tool.)  
• Has QFES Media issued information to the media and start uploading data to websites and QFES social media pages?  
• Have Smart Services Queensland, Police Link or other call centres been warned of possible increase in calls?  
• Has verification been provided by the IC that any on-the-ground consequence management measures are in place or at least in the process of being established?  
• Is there a need for the AO to appoint a consequence management coordinator? |
| Stage 4/5: Monitoring, Closure and Review | Complete |
| Monitoring and closure | • If applicable, was the IC notified of any EA Campaign issues?  
• Does the community require subsequent warnings, alerts or information about the disaster or emergency situation?  
• Is the disaster or emergency situation easing?  
• Has [www.disaster.qld.gov.au](http://www.disaster.qld.gov.au) been updated by QFES Media?  
• Has the community been notified the disaster or emergency situation has eased or ended?  
• What improvements can be made to the EA process? |
APPENDIX 3: EA POLYGON SPATIAL REQUIREMENTS

EA is able to import spatial data to define a particular geographic area, known as a polygon, to send EA notifications to. For agencies such as local governments seeking to send EA notifications, QFES would prefer spatial extents are defined by the agency to ensure notifications are sent to appropriate communities at risk and to reduce time in preparing polygons. Below outlines the format of spatial data to be provided to QFES for EA Campaigns.

Some local governments have prepared risk assessments and risk registers identifying potential known hazards such as a tsunami, riverine and flash flood or other critical events. Local governments are responsible for storing the spatial extents and maintaining its currency in readiness for any potential future event but it can be quickly and easily emailed to QFES when an EA is required.

The Manual is to be followed when requesting an EA Campaign. The EA Request Form is available on the Disaster Management Website and DM Portal

Spatial Format
EA has strict limitations for importing spatial data of predefined extents. To ensure accurate and timely alerts, spatial data must be provided to QFES in one of the following formats with all the required file extensions:

<table>
<thead>
<tr>
<th>GIS Format</th>
<th>Required File Extensions</th>
</tr>
</thead>
<tbody>
<tr>
<td>KML (preferred option)</td>
<td>*.kml</td>
</tr>
<tr>
<td>ESRI</td>
<td>*.dbf, *.prj, *.shp, *.shx</td>
</tr>
<tr>
<td>GML</td>
<td>*.gml, *.xsd</td>
</tr>
<tr>
<td>MapInfo TAB</td>
<td>*.MIDI Sequence, *.mif</td>
</tr>
<tr>
<td>MapInfo Mid/Mif</td>
<td>*.dat, *.id, *.map, *.tab</td>
</tr>
</tbody>
</table>

- KML files are the preferred format and can easily be created by most GIS products.
- Shape file to be supplied in geographics coordinate system using GDA94 datum (see below)
- ESRI shape files must be created in a Geodatabase.
- Polygons are to be simple i.e. no donuts and no multipart shapes are to be provided.
- No spaces or special characters in the shape file name.
- No additional file extensions to those listed above, for examples SBN fire formats which contains the spatial index format.
- No circular shape files unless it only covers a very small area.
- Polygon names should follow the file naming conventions detailed further in this appendix.

Polygons with many vertices can slow the EA system. QFES recommend to keep the polygon shape as simple as possible (preferably under 15 vertices). However, there may be cases such as when modelling a flooded river, more complex shapes are required. Generally, these polygons are usually acceptable unless it covers a substantial quantity of high density dwellings such as high-rise apartments.
Example polygon shapes:

The pink area on the right depicts a simple polygon.

The pink polygon on the left covers part of the Brisbane River. The EA system has identified less than 16,000 fixed lines and about 6,500 mobiles within the polygon.

Projection Definition
When setting the projection as Geocentric Datum of Australia (usually referred to as GDA94, or just GDA), please ensure it is not also incorporated in the zone. GDA94 is a coordinate system for Australia. That is, it’s a system of latitudes and longitudes, or east and north coordinates. The projection definition should be in accordance with the information detailed at http://spatialreference.org/ref/epsg/4283/.

To change the projection to GDA94 (without the zone) in MapInfo:

- From the MapInfo menu bar choose Map > Options > Projection.
- Choose ‘Longitude / Latitude’ in the ‘Category’ box.
- Choose ‘Longitude / Latitude (Australia GDA94)’ in the ‘Category Members’ box.

EA Campaign Considerations
When agencies are predefining extents the following considerations should be followed to ensure the timely notification of alerts.

- Limit the number of notifications for each extent to around 50,000 notifications (i.e. estimated number of land lines in the polygon). For large populated areas it is suggested to have a number of smaller EA Campaigns around 50,000 maximum notifications rather than one large EA Campaign. QFES will provide advice to the agencies if numbers are excessive.
- When defining extents consider priority areas especially in highly populated areas. For example agencies may wish to define separate extents for communities which will be first affected by the hazard and separate extents for ones which will be affected at a later time.
- Do not extend polygons a long way out into open water as this can slow the EA Campaign down as the EA system searches for phone numbers in the polygon.
File Naming Conventions
For consistency, QFES recommends the polygons saved on the DM Portal or provided to the SDCC Watch desk, follow the file naming convention – **Hazard Name_Agency_Extent Number**

Where the Hazard Name reflects the type of event, such as Tsunami: For example: Tsunami_BCC_01, Stormtide_MRC_01, Flood_GCCC_01

For referable dams the following naming convention applies - **Hazard Name_Agency Name_Dam Name_Extent Number**

Where the name of the dam is made clear. For example:

- Flood_GCCC_TallebudgeraCreekDam_01
- Flood_DEWS_GlenNivenDam
- Flood_LL_SpringfieldLakesDam PMF_01

Where the agency reflects the requesting agency’s name but it does not have to be fully spelt out.

Where the extent number is a unique identifier, such as _04

**Example of a KML**

![Flood_CCC_01.kml](5 KB KML File)

**Example of ESRI files**

<table>
<thead>
<tr>
<th>File Name</th>
<th>Size</th>
<th>Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tsunami_BCC_04.dbf</td>
<td>1 KB</td>
<td>DBF File</td>
</tr>
<tr>
<td>Tsunami_BCC_04.prj</td>
<td>1 KB</td>
<td>Text Document</td>
</tr>
<tr>
<td>Tsunami_BCC_04.shp</td>
<td>20 KB</td>
<td>SHP File</td>
</tr>
<tr>
<td>Tsunami_BCC_04.shx</td>
<td>1 KB</td>
<td>SHX File</td>
</tr>
</tbody>
</table>

Data Integrity
Agencies are responsible for maintaining the currency of their own data and must clearly specify the filenames on the EA Request Form.

File Size Limits
The maximum email size which can be received by QFES from an external agency is 5 megabytes. For further advice contact the SDCC Watch Desk.

Storing Prepared Polygons and messages
The DM Portal [https://dmportal.disaster.qld.gov.au/](https://dmportal.disaster.qld.gov.au/) contains an EA sub-web where agencies can directly upload polygons (preferably in KML format). Word documents containing the associated voice and SMS text can also be uploaded to the EA sub-web. See Appendix 4 for message wording template and section 3.5 for advice on message composition and maximum character counts.

For polygons related to referable dams that are not owned by local government, the EA sub-web has a dedicated folder to store these. Polygons for Seqwater and Sunwater owned referable dams also have a dedicated folder

Example screen shot of the EA sub-web on the DM Portal:

> If you require an Authorising Officer for your Emergency Alert Message please contact the SDCC Watch Desk on 07 3635 2387.
If you do not have access to the DM portal or EA sub web, please register by completing the portal registration form at [http://www.disaster.qld.gov.au/Pages/DM-Portal](http://www.disaster.qld.gov.au/Pages/DM-Portal)

**Coordinates to Create Polygons**

Polygons can be created using a list of coordinates written as Well Known Text (WKT). The coordinates are in latitude/longitude decimal degrees up to six places. Coordinates must be in the following format only:

1. longitude;
2. space;
3. minus sign;
4. latitude;
5. comma; and
6. space;

For example: 152.0 -27.0, 152.546789 -27.0, 152.259 -26.5, 152.0 -27.0

**Note 1.** The longitude is entered before the latitude.

**Note 2.** The last coordinate must be the same as the first one but without the final comma and space, as this closes the shape. This results in a triangle having four coordinates instead of three.
APPENDIX 4: TEMPLATE MESSAGES GUIDES FOR VARIOUS HAZARDS

The following messages are examples only and are currently default messages in the EA System. Tailored messages for your community need to be considered when using EA.

Severe Weather Events

<table>
<thead>
<tr>
<th>Message Type</th>
<th>Severity</th>
<th>Voice Message</th>
<th>Text Message</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cyclone</td>
<td>Warning</td>
<td>Emergency. Emergency This is a Cyclone Warning from //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// is likely to be affected by Tropical Cyclone //NAME//. Very destructive winds are likely in //NUMBER// hours OR from //TIME//. You should warn neighbours secure belongings and seek safe shelter. For more information listen to local radio or visit <a href="http://www.disaster.dot">www.disaster.dot</a> qld.dot gov dot au. For cyclone damage assistance contact the State Emergency Service on 1 3 2 500.</td>
<td>Cyclone Warning-//DIRECTIONANDAREA//- Destructive wind likely in //xx// hours OR at //TIME//.- Warn others. Seek shelter-Radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a> for info.</td>
</tr>
<tr>
<td>Cyclone</td>
<td>Watch and Act</td>
<td>This is a Cyclone Watch and Act message from //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// is likely to be affected by Tropical Cyclone //NAME//. Destructive winds are likely in //NUMBER// hours OR from //TIME//. You should warn neighbours, secure belongings and seek safe shelter. For more information listen to local radio, or visit <a href="http://www.disaster.dot">www.disaster.dot</a> qld.dot gov dot au. For cyclone damage assistance contact the State Emergency Service on 1 3 2 500.</td>
<td>Cyclone Watch &amp; Act message - Destructive wind likely in //xx// hours OR at //TIME//.- Warn others. Seek shelter-Radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a> for info.</td>
</tr>
<tr>
<td>Cyclone</td>
<td>Advice</td>
<td>This is a Cyclone Advice from the //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// may be affected by Tropical Cyclone //NAME//. Destructive winds are likely in //NUMBER// hours OR from //TIME//. You should warn neighbours, secure belongings and seek safe shelter. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot au. For cyclone damage assistance contact the State Emergency Service on 1 3 2 500.</td>
<td>Cyclone Advice - Destructive wind possible in //xx// hours OR at //TIME//.- Warn others. Seek shelter-Radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a> for info.</td>
</tr>
<tr>
<td>Storm Tide</td>
<td>Warning</td>
<td>Emergency. Emergency This is a Storm Tide Warning from the //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// is likely to be affected by a very dangerous Storm Tide caused by Cyclone //NAME// in //NUMBER// hours-OR at //TIMEandDAY//. You should warn neighbours, secure belongings and seek safe shelter. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot au.</td>
<td>Storm Tide Warning-//DIRECTIONANDAREA// - Dangerous Storm Tide likely in //xx// hours-OR at //TIME//.- Seek shelter-for info use radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a>.</td>
</tr>
<tr>
<td>Storm Tide</td>
<td>Watch and Act</td>
<td>This is a Storm Tide Watch and Act message from the //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// is likely to be affected by a very dangerous Storm Tide caused by Cyclone //NAME// in //NUMBER// hours-OR at //TIMEandDAY//. You should warn neighbours, secure belongings and seek safe shelter. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot au.</td>
<td>Storm Tide Watch&amp;Act message-//DIRECTIONANDAREA// - Dangerous Storm Tide likely in //xx// hours-OR at //TIME//.- Seek shelter-check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a>.</td>
</tr>
<tr>
<td>Storm Tide</td>
<td>Advice</td>
<td>This is a Storm Tide Advice from the //RELEVANTAUTHORITY//. The area //DIRECTIONANDAREA// may be affected by a dangerous Storm Tide caused by Cyclone //NAME// in //NUMBER// hours-OR at //TIMEandDAY//. You should warn neighbours, secure belongings and seek safe shelter. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot au.</td>
<td>Storm Tide Advice- //DIRECTIONANDAREA// - Dangerous Storm Tide possible in //xx// hours-OR at //TIME//.- Seek shelter-for info use radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a>.</td>
</tr>
<tr>
<td>Message Type</td>
<td>Severity</td>
<td>Voice Message</td>
<td>Text Message</td>
</tr>
<tr>
<td>--------------</td>
<td>------------</td>
<td>-------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Tsunami</td>
<td>Warning</td>
<td>Emergency Emergency. This is a Tsunami Warning from the //RELEVANTAUTHORITY//. Areas between //PLACE// are forecast to experience dangerous and destructive waves around //TIME//. You should warn neighbours, move to higher ground immediately, at least ten metres above sea level, or if possible move at least one kilometre away from all beaches and the waters edge of harbors and coastal estuaries. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>Tsunami Warning from //RELEVANTAUTHORITY// for //PLACEPLACE//-expect destructive waves at //TIME//:Warn others-Seek higher ground NOW-Listen to local radio</td>
</tr>
<tr>
<td>Tsunami</td>
<td>Watch and Act</td>
<td>This is a Tsunami Watch and Act message from the //RELEVANTAUTHORITY//. Areas between //PLACE// are forecast to experience dangerous and destructive waves around //TIME//. You should warn neighbours, move to higher ground immediately, at least ten metres above sea level, or if possible move at least one kilometre away from all beaches and the waters edge of harbors and coastal estuaries. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>Tsunami Watch &amp; Act message from //RELEVANTAUTHORITY// for //PLACEPLACE//-expect destructive waves at //TIME//:Warn others-Seek higher ground NOW-Listen to local radio</td>
</tr>
<tr>
<td>Tsunami</td>
<td>Advice</td>
<td>This is a Tsunami Advice from the //RELEVANTAUTHORITY//. Areas between //PLACE// may experience dangerous and destructive waves around //TIME//. You should warn neighbours, move to higher ground immediately, at least ten metres above sea level, or if possible move at least one kilometre away from all beaches and the waters edge of harbors and coastal estuaries. For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>Tsunami Advice from //RELEVANTAUTHORITY// for //PLACEPLACE//-possible destructive waves at //TIME//:Warn others-Seek higher ground NOW-Listen to local radio</td>
</tr>
<tr>
<td>All Purpose</td>
<td>Warning</td>
<td>Emergency Emergency For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>for info use radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>All Purpose</td>
<td>Watch and Act</td>
<td>For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>Listen to local radio</td>
</tr>
<tr>
<td>All Purpose</td>
<td>Advice</td>
<td>For more information listen to local radio, or visit w w w dot disaster dot q l d dot gov dot a u</td>
<td>Listen to local radio</td>
</tr>
<tr>
<td>Message Type</td>
<td>Severity</td>
<td>Voice Message</td>
<td>Text Message</td>
</tr>
<tr>
<td>----------------------</td>
<td>-------------------</td>
<td>-------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Bushfire</td>
<td>Warning; Watch and Act</td>
<td>This is a bush fire warning from Queensland Fire and Emergency Services. There is a significant fire occurring in //SUBURBS//. You need to stay updated and see what action is required by looking at the latest warning for the //SUBURBS// fire at q f e s dot q l d dot gov dot a u</td>
<td>Bushfire warning from Qld Fire &amp; Emergency - fire in //SUBURBS//. Check what action to take &amp; stay updated at <a href="https://bit.ly/1JJidVF">https://bit.ly/1JJidVF</a></td>
</tr>
<tr>
<td>Chemical Spill</td>
<td>Warning</td>
<td>Emergency. Emergency. This is a Chemical Spill Emergency Warning from the Queensland Fire and Emergency Services. A Chemical Incident is located at //PLACE// and is expected to impact the areas of //SUBURBS// for the next //TIME//. Residents are strongly advised to shelter indoors, close windows and doors and turn off air conditioning. For further information listen to local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Chemical Spill Emergency Warning from QFES-PLACE-/Avoid area-Shelter indoors-Close windows doors-Shut off aircon-Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Chemical Spill</td>
<td>Watch and Act</td>
<td>This is a Chemical Spill Watch and Act message from the Queensland Fire and Emergency Services. A chemical incident is located at //PLACE// and is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed and prepare to relocate to a safer area if instructed. For further information listen to your local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Chemical Spill Watch &amp; Act Message from QFES-/PLACE/-Stay informed and prepare for evacuation. Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Chemical Spill</td>
<td>Advice</td>
<td>This is a Chemical Spill Advice message from the Queensland Fire and Emergency Services. A chemical incident is located at //PLACE// and is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed. For further information listen to your local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Chemical Spill Advice from QFES-/PLACE/-Stay informed-Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Smoke or Toxic</td>
<td>Warning</td>
<td>Emergency. Emergency. This is a Smoke Plume Emergency Warning from the Queensland Fire and Emergency Services. A chemical incident is located at //PLACE// and is expected to impact the areas of //SUBURBS// for the next //TIME//. Residents are strongly advised to shelter indoors, close windows and doors and turn off air conditioning. For further information listen to local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Smoke Plume Emergency Warning from QFES-/PLACE/-Shelter indoors-Close windows doors-Shut off aircon-Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Chemical Plume</td>
<td>Watch and Act</td>
<td>This is a Smoke Plume Watch and Act message from the Queensland Fire and Emergency Services. A chemical incident is located at //PLACE// and a smoke plume is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed and prepare for relocation to a safer area if instructed. For further information listen to your local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Smoke Plume Watch &amp; Act Message from QFES-/PLACE/-Stay informed and prepare for evacuation. Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Smoke or Toxic</td>
<td>Advice</td>
<td>This is a Smoke Plume Advice message from the Queensland Fire and Emergency Services. A chemical incident is located at //PLACE// and a smoke plume is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed. For further information listen to your local radio or go to w w w dot disaster dot q l d dot gov dot a u</td>
<td>Smoke Plume Advice from QFES-/PLACE/-Stay informed-Check radio or <a href="http://www.disaster.qld.gov.au">www.disaster.qld.gov.au</a></td>
</tr>
<tr>
<td>Message Type</td>
<td>Severity</td>
<td>Voice Message</td>
<td>Text Message</td>
</tr>
<tr>
<td>---------------</td>
<td>--------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| Fire Incident | Warning      | Emergency. Emergency. This is a //FireIncident// Emergency Warning from the Queensland Fire and Emergency Services. A //FireIncident1// is located at //PLACE// and is expected to impact the areas of //SUBURBS// for the next //TIME//. Residents are strongly advised to shelter indoors, close windows and doors and turn off airconditioning. For further information listen to local radio or go to www.disaster.qld.gov.au. | //FireIncident// Emergency Warning from QFES-
//PLACE//:Shelter indoors-Close windows doors-Shut off aircon-Check radio or
www.disaster.qld.gov.au |
| Fire Incident | Watch and Act| This is a //FireIncident// Watch and Act message from the Queensland Fire and Emergency Services. A //FireIncident1// is located at //PLACE// and is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed and prepare for relocation to a safer area if instructed. For further information listen to your local radio or go to www.disaster.qld.gov.au. | //FireIncident// Watch & Act Message from QFES-
//PLACE//:Stay informed and prepare for evacuation. Check radio or
www.disaster.qld.gov.au |
| Fire Incident | Advice       | This is a //FireIncident// Advice message from the Queensland Fire and Emergency Services. A //FireIncident1// is located at //PLACE// is expected to impact //SUBURBS// for the next //TIME// minutes. Residents are advised to stay informed. For further information listen to your local radio or go to w w w dot disaster dot q l d dot gov dot a u. | //FireIncident// Advice from QFES-
//PLACE//:Stay informed-Check radio or
www.disaster.qld.gov.au |
APPENDIX 5: OTHER RESOURCES

- National Emergency Alert Website\(^7\)
- Australia’s Emergency Warning Arrangements 2013\(^8\)
- Best Practice Guide for Warning Originators 2013\(^9\)
- Emergency Warning Choose your Words 2008\(^10\)
- Communicating with People with Disability; National Guidelines for Emergency Managers 2013\(^11\)
- Queensland’s Prevention, Preparedness, Response and Recovery Disaster Management Guideline\(^12\)
- Queensland Disaster Management Website\(^13\)

\(^7\) http://www.emergencyalert.gov.au
\(^13\) http://www.disaster.qld.gov.au/Pages/default.aspx
### APPENDIX 6: IC CHECKLIST

<table>
<thead>
<tr>
<th>Stage of EA</th>
<th>National Warnings Principles</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decision to Warn</td>
<td>Coordinated</td>
<td>☐ Is there a potential for the loss of life or a major threat to a number of properties or the environment?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>☐ Does the community need to act in some way such as relocate to a safer area, prepare property or be aware of information?</td>
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<td></td>
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<td>☐ Is the community required to take action or is urgent action required due to the time of the situation i.e. in the night?</td>
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<td>☐ Have you considered the delivery of messages for operations which cross jurisdictional borders?</td>
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<td></td>
<td></td>
<td>☐ Have checks been done with other warning agencies to avoid duplication?</td>
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<tr>
<td></td>
<td></td>
<td>☐ Have call centres been briefed?</td>
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<td></td>
<td></td>
<td>☐ Have other consequence management issues been addressed?</td>
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<tr>
<td></td>
<td></td>
<td>☐ Have other affected agencies local government, LDMGs, DDMGs, QPS, Ministers Office etc. been informed?</td>
</tr>
<tr>
<td>Warning and Alert Message construction and dissemination</td>
<td>Consistent and Standard-based</td>
<td>☐ Are the messages consistent across different sources available to the general public?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>☐ Is the message simple, clear and brief?</td>
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<tr>
<td></td>
<td>Multi-modal</td>
<td>☐ Are messages disseminated using a variety of delivery mechanisms, and do they complement each other to produce a complete picture?</td>
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<td></td>
<td></td>
<td>☐ Do the messages contain all relevant pertinent details?</td>
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<tr>
<td></td>
<td></td>
<td>☐ Are the messages presented in a way which is easily and quickly understood?</td>
</tr>
<tr>
<td></td>
<td>Targeted</td>
<td>☐ Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning)</td>
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<tr>
<td></td>
<td></td>
<td>☐ Is the message relevant to the community receiving the EA?</td>
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<tr>
<td></td>
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<td>☐ Is the message worded in accordance with advice from the relevant agencies?</td>
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<tr>
<td></td>
<td></td>
<td>☐ Is a threat direction required? (Can only be used for EA Warnings)</td>
</tr>
<tr>
<td></td>
<td>Compliant with Relevant Legislation</td>
<td>☐ Are messages compliant with relevant commonwealth and jurisdictional legislation and policy?</td>
</tr>
<tr>
<td></td>
<td>Accountable</td>
<td>☐ Has an authorised person approved the message for dissemination?</td>
</tr>
<tr>
<td>Monitoring, Closure and Review</td>
<td>Complete</td>
<td>☐ Are there any subsequent community messaging requirements needed?</td>
</tr>
</tbody>
</table>
## APPENDIX 7: AO CHECKLIST

<table>
<thead>
<tr>
<th>Stage of EA</th>
<th>National Warnings Principles</th>
<th>Prompts</th>
</tr>
</thead>
</table>
| Decision to Warn                 | Coordinated                 | ☐ Have checks been done with other warning agencies to avoid duplication?  
☐ Have call centres been briefed?  
☐ Has the IC has addressed any required consequence management actions?  
☐ Have other affected agencies local government, LDMGs, DDMGs, QPS, Ministers Office etc. been informed?  
☐ Have you considered the delivery of messages for operations which cross jurisdictional borders?  
☐ Have other consequence management issues been addressed? (e.g. Smart Services Queensland or other call centres been warned of possible increase in calls, evacuation centres have been opened)  
☐ Are there neighbouring boundary/s also issuing EA and the potential the community within either jurisdictions receiving duplicated or conflicting EA messages? |
| Warning and Alert Message construction and dissemination | Consistent and Standard-based | ☐ Are the messages consistent across different sources available to the general public?  
☐ Are the messages only targeted to those communities at risk? (Avoid public complacency and over-warning)  
☐ Are you aware to avoid garbled messages causing confusion weak signals will not receive an EA message?  
☐ Are messages compliant with relevant commonwealth and jurisdictional legislation and policy? |
| Multi-modal                      |                             | ☐ Do the messages contain all relevant pertinent details?  
☐ Are the messages presented in a way which is easily and quickly understood?  
☐ Are media outlets aware an EA Campaign is being issued? |
| Targeted                         |                             | ☐ Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning)  
☐ Are you aware to avoid garbled messages causing confusion weak signals will not receive an EA message?  
☐ Are messages compliant with relevant commonwealth and jurisdictional legislation and policy? |
| Compliant with Relevant Legislation |                             | ☐ Are messages compliant with relevant commonwealth and jurisdictional legislation and policy? |
| Accountable                      |                             | ☐ Has an authorised person approved the message for dissemination?  
☐ Has a record been of the message approval and delivery process maintained? |
| Monitoring, Closure and Review   | Complete                    | ☐ Has [www.disaster.qld.gov.au](http://www.disaster.qld.gov.au) been updated by QFES Media?  
☐ If applicable, has the IC been notified of any EA Campaign issues? |