2024

TEMECULA ALERT

Emergency Notification System

REGISTER FOR EMERGENCY ALERTS AT
TEMECULACA.GOV/ALERTS

Alert & Warning Plan

This document supports the City of Temecula Emergency Operations Plan

PREPARED BY THE OFFICE OF EMERGENCY MANAGEMENT

This page is intentionally left blank

A comprehensive alert and warning program is a critical component to the City of Temecula's ability to effectively respond to emergencies and provide immediate information to the City Staff and our community. With recent disasters across the country and most recently wildfires throughout Northern California where alert and warning programs suffered, had gaps, and many inconsistencies, the Office of Emergency Management (OEM) has identified the need to establish guidelines for the purpose of enabling and encouraging consistent application of alert and warning best practices, procedures, and protocols.

It is the intent of the City's executive staff that, in the event of another catastrophe; like the 2017 firestorms in Northern California and the 2022 Fairview Fire in Hemet, every tool at our disposal be used to alert and warn all members of the community in any affected area. History finds and declares that the safety of people requires designated alerting authorities (City Manager) to ensure they have multiple operators (Alert & Warning Team), adequate validation, testing, and functional equipment and software. These City of Temecula Alert and Warning Guidelines were developed in collaboration with the Public Information Office (PIO) as part of the overall Emergency Management process.

This page is intentionally left blank

PLAN WORKSHEET

OBJECTIVE	Details the government's responsibility for alerting and warning the community to the potential for or actual emergency that requires immediate action be taken
FEDERAL EMERGENCY SUPPORT FUNCTION	Federal Emergency Support Function #13 – Public Safety and Security (ESF #13)
STATE OF CALIFORNIA EMERGENCY FUNCTION	State of California Emergency Plan Emergency Function #5 – Management (EF #5)
AUTHORITY	City of Temecula Emergency Operations Plan; City of Temecula Municipal Code 2.56; 2019 California Alert & Warning Guidelines; FEMA Integrated Public Alert & Warning System (IPAWS)
REQUIREMENTS	Standardized Emergency Management System (SEMS); National Incident Management System (NIMS); Incident Command System (ICS)
REFERENCE	This plan is a Support Plan to the City of Temecula Emergency Operations Plan (EOP)
HAZARDS ADDRESSED	All known impacts and issues related to the mass communication of Alert & Warning messages to the community
OUTCOMES	Provides a structure in which to effectively notify, alert and warn the community in the event of an emergent or disastrous situation
APPROVAL	Approval and recommendation for adoption by the City Council
UPDATES	Required every 3 years
WEBSITE	https://temeculaca.gov

This page is intentionally left blank

RECORD OF CHANGES

Any approved additions or modifications to this plan will be documented and noted in this section. The date of the change, the title of the person making the change, and a summary and reason for the modifications will be inserted into this section of the plan. If any major or significant changes to this plan need to be made, then the revised plan will be considered an update and the cover page, promulgation page, and approval and implementation page should reflect that it is a new plan.

After any modification to this plan, the Office of Emergency Management (OEM) will ensure that the updated version is distributed to all previously listed departments and agencies, and that the revised plan is uploaded to any share sites and/or webpages where this plan resides. Printed material will be available at the Emergency Operations Center (EOC). Personnel with a role in executive leadership, coordination and management, and operational implementation of emergency procedures are encouraged to keep a digital and/or printed copy of this plan and to make sure it is accessible to them at all times.

CHANGE NUMBER	DATE OF CHANGE	SECTION	SUMMARY OF CHANGE	CHANGE MADE BY (TITLE OR NAME)
1	March 2024	Entire Plan	Changes in guidance, new city alerting system, and process updates	OEM
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				
13				

This page is intentionally left blank

RECORD OF DISTRIBUTION

The City of Temecula's Office of Emergency Management prepares, coordinates, publishes, and distributes this Plan and any revisions made to it. The Plan is distributed to all departments/agencies identified below. The Plan is also available upon request by external organizations, also identified below.

COUNTY DEPARTMENTS / AGENCIES	LOCAL GOVERNMENTS / SPECIAL DISTRICTS	OTHER ORGANIZATIONS
Riverside County Emergency Management Department	City of Murrieta	Temecula Citizen Corps
Riverside County Sheriff's Department – Temecula	Rancho California Water District	
CALFire / Riverside County Fire - Temecula	Temecula Valley Hospital	
	Eastern Municipal Water District	
	Temecula Valley Unified School District	

This page is intentionally left blank

APPROVAL AND PROMULGATION

This plan has been revised and should be reviewed in its entirety.

This City of Temecula Alert & Warning Plan is a support plan to the City of Temecula Emergency Operations Plan and establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts for respective staff. This plan is reviewed by all departments/agencies who have a primary function in the City's Alert & Warning Plan. An approved support plan gives both the authority and the responsibility to departments and agencies within the city to perform their tasks; formalizes their responsibilities regarding preparing and maintaining their own procedures/guidelines; and commits them to carrying out required training, exercises, and plan maintenance necessary to support the Alert & Warning Plan.

A signature from the City Manager confirms that the Executive Staff have read the plan and have no conflicts with its content at the time of publishing. Upon review and concurrence, the Plan will be submitted to the Temecula City Council for review and approval. Upon approval by the Council, the Plan is officially adopted and promulgated via the City Clerk's Office. A letter of promulgation is located at the front of this Plan, which validates the concepts, roles and responsibilities, and the emergency management system for the City.

Aaron Adams — Date
City Manager

This page is intentionally left blank

TABLE OF CONTENTS

PLAN WORKSHEET **4**

RECORD OF CHANGES **6**

RECORD OF DISTRIBUTION **8**

APPROVAL AND PROMULGATION **10**

TABLE OF CONTENTS **12**

PROGRAM ADMINISTRATION **14**

Plan Distribution **14**

Plan Updates **14**

Plan Testing, Training, and Exercises **14**

After-Action Review **14**

EXECUTIVE SUMMARY **15**

PURPOSE **16**

WHAT IS PUBLIC ALERT AND WARNING **18**

ROLES AND RESPONSIBILITIES **18**

NATIONAL WEATHER SERVICE **20**

LOCAL ALERT & WARNING PROGRAM ADVISORY COMMITTEE **22**

LOCAL ALERT & WARNING PROGRAM SPECIFICATIONS **23**

MULTI-MODAL / MULTI-PLATOFRM ALERTING SYSTEM 23

PROCEDURES **27**

NOTIFICATIONS **31**

PRIVACY POLICY **39**

AFTER ACTION REPORT **40**

ALERT AND WARNING SAMPLE MESSAGES / TEMPLATES **46**

This page is intentionally left blank

PROGRAM ADMINISTRATION

Plan Distribution

As a Support Plan to the City of Temecula Emergency Operations Plan (EOP), the City of Temecula Alert & Warning Plan is intended for the city, including all agencies and special districts contained within. Copies of this plan, when complete, will be distributed to all City response partners and stakeholders with roles in Alert and Warning operations in Temecula.

Plan Updates

The City of Temecula Office of Emergency Management (OEM) will review and update this plan every three years following its adoption and after plan activations/exercises. Changes will reflect improvements identified from activations/exercises, and/or will be made to correlate this plan with changes that are made to the City's EOP and EOC Activation and Leadership guide during the prior three years.

Plan Testing, Training, and Exercises

The City of Temecula conducts all hazards drills and exercises relevant to the city and its respective identified hazards. To the extent practical, elements of this Plan will be incorporated into those drills and exercises that include a power disruption response element.

After-Action Review

The City of Temecula conducts all after-action reviews of drills, exercises, and real-world activations in compliance with the FEMA Homeland Security Exercise and Evaluation Program (HSEEP).

EXECUTIVE SUMMARY

This document provides guidance and expectations for City Executive Leadership and designated alerting authorities, administrators, and originators for implementing an alert and warning program within the City of Temecula. The City of Temecula's Alert and Warning Plan addresses the critical components of an effective and comprehensive alert and warning program, including:

- Roles and Responsibilities
- When and How to Issue a Public Alert or Warning
- Methods and Technologies
- Messaging
- Alerting Coordination
- Training Requirements
- System Testing and Exercise Requirements

These guidelines enable the development of a robust and effective alert and warning program throughout the community by providing comprehensive articulation of best practices, protocols, and procedures. This city-wide alert and warning plan was developed to support the State of California Alert & Warning Plan and aligned with the Standardized Emergency Management System (SEMS).

PURPOSE

The City of Temecula Alert and Warning Plan establishes guidelines for the use of our Alert and Warning systems in partnership with our local community and volunteer agencies. The alert and warning program provides the community, as well as city staff, notification of protective actions to take before, during, and after threats or emergencies and to disseminate other types of non-emergency messages to our population. The plan further provides the overarching direction to those alerting authorities, administrators, and designated alert originators on the use of, and proper methodology for, messaging along with those processes and procedures for developing messages and the re-issuance of updated information. This document supports the City of Temecula Emergency Operations Plan.

SCOPE

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards, equipment acquisition and certification, and publication management processes and activities. This plan is applicable to Temecula City departments with Emergency Operations responsibilities and other departments with essential resources. Of particular importance to this document are:

- City Departments with emergency public safety functions or critical services
- City Departments having routine interaction with the public

This support plan is written as a component of the City of Temecula Emergency Operations Plan. Alerts and warning will be disseminated to the public when there is a perceived threat, immediate threat, or impending incident. Often, these notifications will ask that the public respond accordingly. Public Information processes provide for accessible and effective communications to the public. The City has integrated the use of multi-modal communications to include effective communication that is in accessible formats using mass notification systems, traditional media, social media, web-based media, printed publications, in-person communications, and email distribution. OEM will collaborate, coordinate, and review messages for ADA consistency and will seek additional support, when necessary, from the Riverside County Emergency Management Department AFN Coordinator and Alerting Administrators.

All emergency alert and warning messages will comply with ADA Guidance – Inclusionary, Accessible Messaging and Effective Communication.

SITUATION OVERVIEW

Characteristics

- **Location:** The City of Temecula covers approximately 37 square miles of land within the southwestern portion of Riverside County.

- **Demographics**: According to the U.S. Census Bureau, the 2022 population estimate for the City of Temecula is 111,881. This is approximately 3,023 people per square mile.

    - The term "people with disabilities" refers to a protected class; protected from discrimination as defined by federal civil rights laws such as the Americans with Disabilities Act (ADA) and other state civil rights protections that detail the right to equal participation to enjoy and use services. Civil rights definitions protect a broad group of people who meet specific criteria for participation in this class.
    - "People with disabilities and others with access and functional needs" is inclusive of broad and diverse groups of people who also directly benefit from physical, communication, and program access. This includes people who may or may not meet the definitions of civil rights laws or some of the 60 plus diverse definitions of disability.

- **Vulnerabilities:** The City of Temecula has multiple, accessible, redundant mass notification systems that it will utilize to reach the public for alerts and warnings. Factors to consider are the type of disaster or emergency, the population density, and the terrain in areas of Temecula. In some instances, the consequences of a disaster or emergency along with terrain and the geographical area may impact the effectiveness of notification systems.

ASSUMPTIONS

This support plan was created to integrate the concepts and structures defined by the National Incident Management System (NIMS), the California Standardized Emergency Management System (SEMS), and the National Incident Command System (ICS).

- All city, state, and federal processes, procedures and protocols reflected or referenced in this document were current as of the date of approval of this plan.
- In any disaster, primary consideration is given to the preservation of life. Additionally, time and effort must be given to providing critical life-sustaining needs.
- In a catastrophic incident, damage control and disaster relief will be required from the County, State, and Federal government, other local governments, and private organizations.

- The City Emergency Operations Center (EOC) may or may not be activated in support of an event. EOC activation will be determined based on the scope and scale of the event.
- There may not always be sufficient time to notify the public prior to an emergency but the City will make every effort to provide emergency alerts and warnings as expeditiously as possible.
- Communications infrastructure could be damaged causing disruption in land-line telephone, cellular telephone, radio, microwave, computer, and other communications services. Re-establishment of communications infrastructure will be critical.
- This support plan is meant to function as a coordination tool when distributing early warnings to the public, when necessary and not necessary, for on-going crisis messaging.
- Detailed information regarding an incident may not be available at the onset of a disaster or in the midst of a disaster depending on the nature of the event. As more information becomes available, the City will distribute updates as needed.
- Power outages, damage to infrastructure, and cybersecurity breaches could all impact the ability of communication systems to transmit information to the public. This plan incorporates multiple types of notification methods and ways of activating alerts to ensure emergency notification is still received by the public as much as possible.

WHAT IS PUBLIC ALERT AND WARNING

A **public alert** is a communication intended to attract public attention to an unusual situation and motivate individual awareness. The measure of an effective alert message is the extent to which the intended audience becomes attentive and searches for additional information.

A **public warning** is a communication intended to persuade members of the public to take one or more protective actions to reduce losses or harm. The measure of an effective public warning message is the extent to which the intended audience receives the message and takes protective action and/or heeds the guidance.

ROLES AND RESPONSIBILITIES

Planning for, preparing and disseminating alerts and warning are the responsibility of multiple levels of government. Each level of government – and designated entities within those levels – hold responsibility and/or authority to ensure the overall effectiveness of the local alert and warning system.

It is an inherent responsibility to keep the public informed about natural, human-caused, and technological disasters while providing them with protective actions for themselves and their families. As the local municipality affected, the City of Temecula would have the most accurate and timely understanding of the situation, necessary protective actions, and potential adverse impacts of the incident. It is incumbent upon the City and the OEM to rapidly communicate to the public what is occurring and any steps or actions the public needs to take.

These actions could include, but are not limited to:

- Evacuation orders (including evacuation routes, shelter info, key information, etc.)
- Locations of points of distribution (food, water, etc.)
- Direction to move to higher ground
- HazMat incidents
- Red Flag warnings
- Weather alerts
- Lockdown
- Shelter-in-Place guidance

The above actions may trigger the City of Temecula to send out an alert via one or more of their alerting tools. Specifically, the City of Temecula, as an alert and warning entity, is responsible for:

- Enactment of ordinances and/or policies identifying local roles and responsibilities to enable the issuance and coordinated dissemination of alerts and warnings to the public by responsible officials within their jurisdictions regarding imminent threats to human life and health or extraordinary threats to property
- Installation, maintenance, user training and exercise/testing of local public alert and warning capabilities within their jurisdiction
- Understanding the access and functional needs-related considerations associated with public alert and warning systems and messaging
- Obtaining authority and tools for accessing federal warning systems as a Collaborative Operating Group (COG) via the FEMA Integrated Public Alert and Warning System (IPAWS)
- Participate in revisions of mandated Federal Communications Commission (FCC) local EAS plans, including approval of authorized event codes
- Development of procedures for proper chain of command for initiating, cancelling, and revoking accidental alerts, and for rapidly correcting and updating alert details as additional information becomes available
- Coordination with adjoining jurisdictions, Operational Areas (OA), the State, and the National Weather Service (NWS) regarding origination of alerts and warnings over NWS Weather Radio related to hazards that have effects across jurisdictional boundaries, and
- Developing, maintaining, and submitting to the State EAS Committee a Local Emergency Alert and Warning Plan

Alerting Authority

An **alerting authority** is a jurisdiction with the designated authority to alert and warn the public when there is an impending natural or human-made disaster, threat, or dangerous or missing person.

Alert Administrator

An **alert administrator** is the authority responsible for the implementation and use of the jurisdiction's alerting system and the use of IPAWS in accordance with agency policies, plans, and procedures.

Alert Originator

An **alert originator** is an individual person at the keyboard/screen composing and issuing the alert. The alert originator utilizes the jurisdiction's current system as well as the Integrated Public Alert & Warning System (IPAWS) in accordance with the alerting authority's plans, policies, and procedures to create and send out emergency messaging.

TYPES OF WARNINGS

NATIONAL WEATHER SERVICE

The NWS has responsibility for originating public warnings regarding weather hazards. The NWS operates several public alert and warning dissemination systems, including NOAA Weather Radio All Hazards (NWR), a network of over 1,000 VHF radio transmitters serving the population of the United States, NOAA Weather Wire Service (NWWS), and the Emergency Managers Weather Information Network (EMWIN). In addition, the NWS National Tsunami Warning Center issues Tsunami statements, watches, and warnings which are disseminated by the Coastal CA NWS offices. While the NWS has responsibility for weather-related alerts, local government is not precluded from sending notifications and alerts in support of weather events.

NOAA Weather Radio All Hazards (NWR)

NWR is an "All Hazards" radio network, making it a single source for comprehensive weather and emergency information. In conjunction with Federal, State, and Local Emergency Managers and other public officials, NWR also broadcasts/conveys warning and post- event information for all types of non-weather hazards – including natural (such as earthquakes or avalanches), environmental (such as chemical releases or oil spills), and public safety (such as civil emergency messages or 9-1-1 telephone outages)

EAS

The EAS is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide the communications capability for the President to address the American public during a national emergency. The system also may be used by state and local authorities to deliver important emergency information, such as AMBER alerts, SILVER Alerts, and weather information targeted to specific areas.

NWS and EAS

The FCC, in conjunction with FEMA and NOAA NWS, implements the EAS at the federal level. The NWS develops emergency weather information to alert the public about imminent dangerous weather conditions.

The NWS requests activation of the EAS for imminent and dangerous weather conditions, uses NWR as its primary means to activate EAS, and NWS can assist with relaying state and local authorities' non-weather EAS messages and activations via NWR to communicate important non-weather emergency messages, such as 9-1-1 outages, shelter-in-place, and Civil Emergency Messages. However, as of 2018, CHP ENTAC is responsible for AMBER alerts via IPAWS for the state of CA, triggering EAS and WEA accordingly.

Apart from national-level activation of the EAS, it is voluntary for EAS participants, such as radio and television stations, to further relay NWS-generated messages. NWS EAS codes can be found here: https://www.weather.gov/NWR/eventcodes.

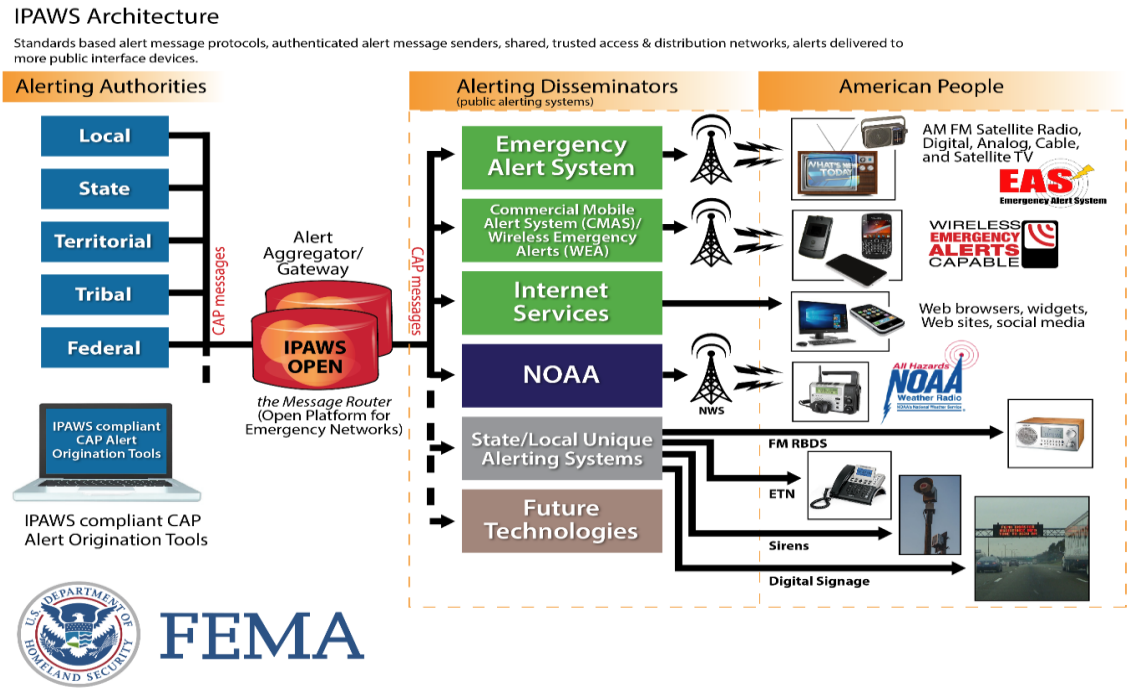
NWS and Wireless Emergency Alerts (WEA)

The NWS coordinates with its local partners prior to issuing WEA messages for continuity of operations and effective response. The NWS in conjunction with the FCC has an established list of weather warnings that will trigger WEA for the affected area, generally defined as a polygon. WEA messages are disseminated via FEMA's Integrated Public Alert and Warning System (IPAWS). The approved NWS warnings that will initiate a WEA are:

- Tsunami (TSW)
- Flash Flood (FFW) – including, due to dam inundation and debris flows
- Tornado (TOR)
- Hurricane (HUW)
- Storm Surge (SSW)
- Dust Storm (DSW), and
- Extreme Wind (EWW)

IPAWS

This section contains information on the software used by public safety officials to send public alerts and warnings through IPAWS.



To access IPAWS, Alerting Authorities must purchase (or develop) a Common Alerting Protocol (CAP) - compatible software platform, which will interface with IPAWS Open to disseminate the alert message to the public. Jurisdictions should have a methodology built into their alert and warning programs for issuing alerts through IPAWS. The following checklist is provided for those jurisdictions who wish to become IPAWS alerting authorities directly.

LOCAL ALERT & WARNING PROGRAM ADVISORY COMMITTEE

The City of Temecula Alert and Warning Program Advisory Committee is a committee of the Office of Emergency Management (OEM) composed of participating departmental representatives which also make up the alert and warning team and public information. Maintained and led by the Emergency Manager, the committee shall meet semi-annually or more frequently as established by the committee members. The purpose of the Advisory Committee is to conduct after action reviews of the system usage, coordinate ongoing administration, training, public outreach, modifications of plans, guidelines, and protocols or other issues related to the alert and warning program. All recommendations for substantive changes to the alert and warning program shall be submitted to the appropriate committee.

LOCAL ALERT & WARNING PROGRAM SPECIFICATIONS

The City of Temecula alert and warning program:

- Contains tools for accessing the RAVE System platform
- Contains a variety of tools to communicate with the staff and community during emergencies
- Consideration should be made to include tools that allow operators to geo-target alerts to the community in the affected areas of the emergency
- Coordinates with all Alerting Authorities within our area of influence
- Contains features for cancelling and revoking accidental alerts, and for rapidly correcting and updating alert details
- Considers geographic gaps in communication availability within the community and hazards and threats most likely to affect the local community

OEM administers the city Alert and Warning Program. Maintenance, user training, exercises, and testing are coordinated through OEM as the Alert and Warning Program Administrator. For detailed instructions on accessing the system, see attached guidelines at the end of this document.

MULTI-MODAL / MULTI-PLATOFRM ALERTING SYSTEM

A highly effective alert and warning program will use as many delivery methods as possible. The most effective system leverages all opportunities to link delivery systems, such as being able to send a message through text, email, and social media through a single delivery system. It is however critical to test or exercise this connectivity on a regular basis to confirm functionality with the various delivery methods.

Fixed Location Public Address (PA) Systems

PA systems that are permanently installed at a facility are incredibly useful as they have already been designed to reach their target audience for internal messaging purposes. The challenges to be aware of are coordination with the system owner to use these systems. In some instances, a system can be automatically triggered, and in others it is a more manual procedure.

Mobile PA Systems

Public address loudspeakers are sometimes attached to emergency response vehicles to notify people in more remote areas or ones not covered by loudspeakers. Careful attention must be paid to the intelligibility of a message by the target audience. Vehicle mounted systems may contain a slightly longer message provided the operator drives slowly enough for the entire message to be heard. Special care must be used when relying on hand systems, such as bullhorns, to enunciate the message as clearly as possible as the device itself can be hard to hear/understand.

Telephone Alert Systems (TAS) (e.g. Reverse 9-1-1)

Many localities possess the capability to call or text telephone numbers from an organizational database and play an audio message or leave a text message. Such systems can be very effective when notifying a known list of recipients, such as the members of a team, organization, or student body. The possibility of precise geographic targeting of messages has made such systems extremely popular. Telephonic notification systems can provide extensive warning information. The amount of time to execute all calls, however, can be limited by the local telephone infrastructure, length of a verbal message, or limits on the technology initiating the call.

E-Mail Distribution

Many jurisdictions may already have e-mail distribution to various target audiences and might not even realize it. The city has a multitude of email distribution lists for different positions, departments, groups, and categories that most of the staff are enrolled in or assigned to.
Externally, almost every system that you manually sign up for will request an e-mail address for the account. Some websites have opt-in e-mail distribution systems designed to push e-mail notifications to target audiences when a webpage is updated, or an emergency alert is published.

Website Over-Ride

Many websites managed by external companies via Content Management System can override the home page of the website and display an emergency message prior to being redirected to the normal homepage. Temecula's Information Technology Department is the content owner of our internal Share Point site and external forward-facing website. The staff of IT can change the information on the "splash page" to provide emergency information as well as providing a page or banner on the external website for any visitors that may go to our page.

Social Media

Social media has become a critical component to disseminating emergency messaging, instructions, and recovery information to both the media and the public. Due to its unique nature, it functions instantaneously and creates the appearance of a highly official two-way dialogue between the agency and very large groups of people, including news media and stakeholders. Messaging for social media must be very carefully managed. It has the capability to deliver text, audio, video, images, infographics, maps, and other data and requires a skill set of regular use. These platforms have inherent expectations for two-way engagement (the agency will be responsive to questions and comments through responses) and therefore demand more staff time and resources. Additionally, these platforms can be resource-driven with needs for graphic design and video production to produce content that performs better on the various channels. Social media is more successful when the community is engaged and aware of accounts prior to a disaster. Social platforms may include:

- Social networking
- Image sharing and messaging
- Video sharing

- Social blogging, and
- Social community

Considerations for incorporating social media into alert and warning before, during, and after emergencies include:

- Social media outreach is highly dependent on working cellular and data networks that may be impaired or down during and following an emergency
- Consider the variety of languages and the complexity of language to post in postings
- Social media is highly effective at reaching the news media, which may assist in more broadly sharing messages
- Briefings and updates via live and recorded video are recommended when internet access and bandwidth allows
- Allow public comments to be posted and seen; two-way engagement is expected by the public and dedicated staff resources are necessary to facilitate it. This is controlled by rumor management personnel assigned to the JIC
- Be aware that social media usage varies widely among different social, economic, and demographic groups. Information gleaned from social media analysis may not reflect a balanced or complete picture, and
- Ensure messaging is consistent across all alerting platforms

City Owned Sound Systems

The City of Temecula has upgraded its Old Town outdoor sound system to allow pre-recorded information to be played reminding the public of upcoming city events and/or road closures that impact Old Town. This system is tapped into during special events in Old Town and information is published by a live person during the event. This system is key and critical in the event of an emergency and can serve as a platform for providing the public in Old Town with the necessary information and actions to be taken to ensure their safety.

Auxiliary Disabilities, Access, and Functional Needs (DAFN) Tools

DAFN Coalition – The Office of Emergency Management (OEM) and the Temecula Community Services Department (TCSD) work collaboratively with community stakeholders who represent and serve people with disabilities and others with access and functional needs. Through these community partnerships, the city can, when necessary, communicate warnings and notifications with disability service institutions, independent living centers, community groups, etc. that will be trusted and reliable relays of information to the people in their network.

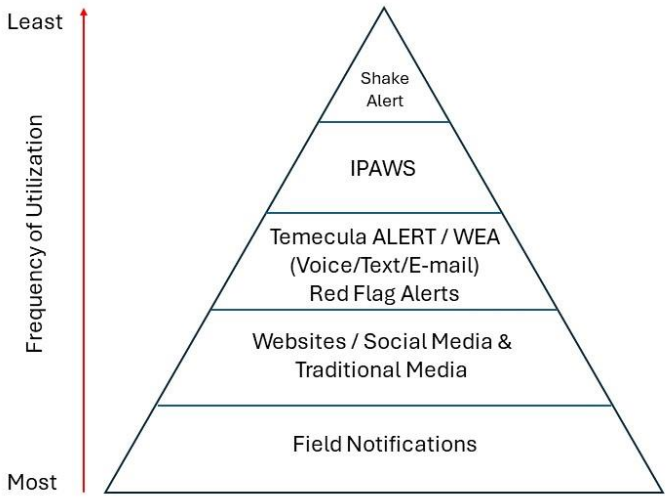
emPOWER Data – the emPOWER dataset is a Department of Health and Human Services (HHS) data that can be used to provide the field and emergency operations center (EOC) with timely and accurate information on DAFN populations that are reliant on electricity dependent

equipment and medical therapies. This data contains household specific information for all individuals who receive Medicare provided durable medical equipment.

In certain situations, this data can be used as an additional method of providing targeted, potentially life-saving notifications to at-risk and vulnerable population groups. This targeted approach to notifications is consistent with the best practice of multiple modes of communication for DAFN populations.

ShakeAlert

The United States Geological Survey (USGS) operated ShakeAlert Earthquake Early Warning System detects significant earthquakes so quickly that alerts could reach many more people before shaking arrives. ShakeAlert is not earthquake prediction, rather when one receives a ShakeAlert-powered alert it indicates that an earthquake has begun and shaking could be imminent. The USGS produces ShakeAlert Messages which contain an estimate of earthquake location, size (magnitude), and distribution of shaking. Alert delivery comes by other public and private means (internet, radio, television, cellular), including WEA alerts delivered by FEMA's IPAWS system. USGS licensed alert distribution partners operate in critical sectors such as utilities, hospitals, transportation systems, educational environments, and more are in development. The USGS and its partners continue to expand these applications in coordination with state agencies in Washington, Oregon, and California.



This page is intentionally left blank

PROCEDURES

Guidelines for Issuing Alert and Warnings

Events and incidents can evolve in extreme ways. Alert and warning shall be an integral component of the City's response to those events. Issuing public alerts and warnings requires the exercise of reasonable and well-informed judgement. This action must be well practiced and familiar to the alert originator when incidents dictate.

There is no all-encompassing formula for making warning decisions. There are, however, some evidence-based principles and best practices that can help guide the decision maker:

- Incomplete or imperfect information is not a valid reason to delay or avoid issuing a warning. **Time is of the essence**, as recipients of warnings will need time to consider, plan, and act after they receive a warning message. This is particularly true among staff and individuals with disabilities and staff and family members with access and functional needs. They may require additional time to evacuate or may be at increased risk of harm without notification.
- Utilization of alerting mechanisms within the city framework should be a primary route to issue alerts and warnings to ensure the greatest number of recipients within the impacted area are being alerted.
- The responsibility for issuing alerts and warnings during an emergency rest with designated City leadership – known as Alerting Authorities – these may include personnel such as the City Manager or Assistant City Manager.
- Temecula's plan has identified our Alerting Authority(ies) as:
  - City Manager
  - Assistant City Manager
- Warning messages can, and should be, updated and refined as additional information becomes available. Additionally, when the threat or warning messages are no longer applicable, a message stating it no longer applies should be sent.
- Warning messages sent in error should be updated, clarified, or retracted within 10 minutes from the message being confirmed as being erroneous.

Coordination of Notifications

The City Manager's Office, Office of Emergency Management, and the Public Information Officer work collaboratively to coordinate efforts when utilizing the alert and warning program. Alert and warning notifications that extend across multiple jurisdictions will be communicated and coordinated with the impacted and neighboring jurisdictions.

Authorized Users

System access and authorization to send broadcasts is the responsibility of the designated and authorized mass notification Alerting Authority delegated to the Alert Administrators. Each Alerting Administrator and Originator will:

- Have his/her own password
- Not share passwords
- Ensure passwords meet stringent security measures
- Change their password every 90 days
- Not exceed their authority in the use of the system
- Log off the system before leaving their workstation

System Of Record – City of Temecula

System	Access Approval Body	Permissible Use
RAVE	OEM	OEM / Alert & Warning Team
FEMA IPAWS (using RAVE Alert)	OEM / PIO	OEM / Alert & Warning Team
NOAA Weather Radio	Local NWS Warning Office	None
All Staff E-Mail	Director of Human Resources	OEM
Social Media	Public Information Officer	PIO / Designated Alerting Personnel

System Training

All system users must receive proper training in the use of the alert and warning program prior to being granted access to the system platform. Once the training is completed, this will be documented in the City's Learning Management System (LMS) and authorization to access the system will be granted based upon the level of training received and the authorization level required for messaging. OEM and Human Resources maintain training records of all authorized users and will grant access to system users based on roles assigned. The required training for each member of the team is as follows:

- **Alerting Authority**
  - FEMA IS-251.a IPAWS for Alert Administrators ***(Once)***
- **Alert Administrators**
  - FEMA IS-251.a IPAWS for Alert Administrators ***(Once)***
  - FEMA IS-247.b IPAWS for Alert Originators ***(Once)***
  - RAVE Alert ***(Every 2 Years)***
- **Alert Originators**
  - FEMA IS-247.b IPAWS for Alert Originators ***(Once)***
  - RAVE Alert ***(Every 2 Years)***

Allocation of Sufficient Resources

Adequate staffing and resources to operate the alert and warning program in an effective manner must be scalable and based on the risk analysis within the Emergency Operations Plan. A minimal staffing level will be maintained to ensure the availability of a trained operator to operate the alert and warning program.

Staffing Availability

The Office of Emergency Management will be available 24/7, and available to activate emergency alerts as required. If OEM cannot be reached or will be out of the area, a member of the alerting team (with 24-hour response capability) will be designated as a back-up alerting originator in advance.

System Redundancy

The system is available 24/7, and accessible from any location via the World Wide Web, including out-of-area locations. If the primary system is not available, OEM will work with the Riverside County Emergency Management Department (EMD) as the back-up system (Alert RIVCO) to ensure that emergency messaging is made available. This information is also defined in the Communications Plan of the EOP and the Continuity of Operations Plan.

Exercises

As a shared goal, the City of Temecula will participate in one or more annual exercises to validate the collaboration, coordination, system proficiency, integration, and knowledge of our alerting staff. In addition, the City of Temecula will exercise their mass notification and recall capability once per quarter as directed by the FEMA IPAWS Agreement.

Required Testing

Required system testing includes:

- RAVE Alert
    - Validation and recall message to the Temecula Citizens Corps (TCC) (Quarterly)
    - Validation and test message to the City Staff (Bi-Annually)
    - Reverse 911 (Annually)
- FEMA IPAWS
    - Monthly Test Message to the IPAWS Lab

NOTIFICATIONS

Alert and Warning Messaging

Warning messages that do not answer key questions may lead to those affected seeking additional information from uninformed friends or relatives, or other sources of misinformation, such as rumors, superstitions, and urban myths. To maximize warning effectiveness, the tone of the language of a warning message should be:

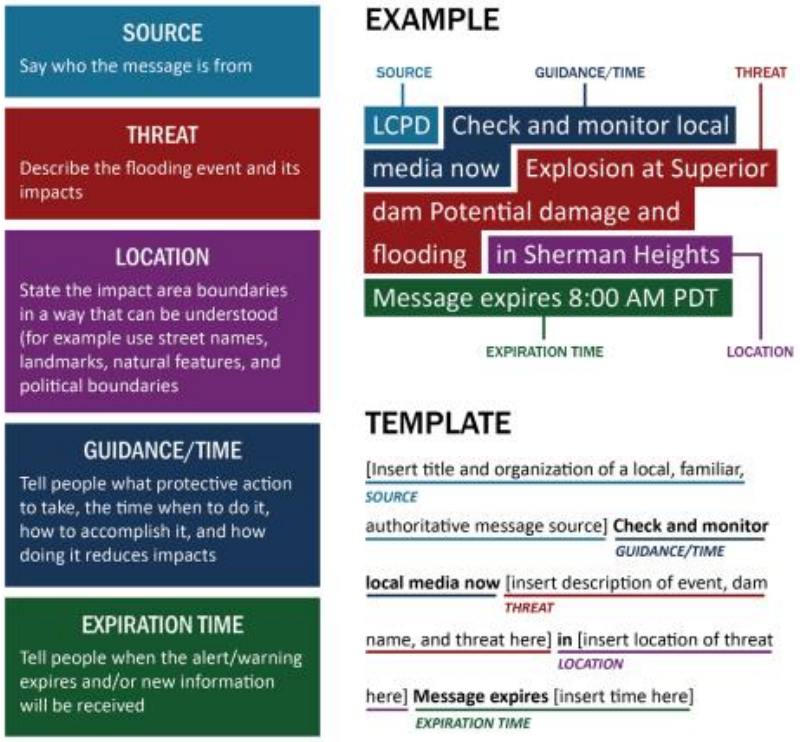
- **Specific** – The message should make it clear which people are at risk and what protective action they should take. Inevitably, some people who are not at risk will receive the message; they should be able to determine that from the message text.
- **Consistent** – The public should receive consistent and mutually reinforcing messages through all media and from all sources.
- **Confident** – Even if the underlying information is uncertain, there should be no hedging or ambiguity about the protective action recommendations.
- **Clear** – Wording must be in simple language that can be easily understood. Technical jargon should be avoided.
- **Accurate** – If people learn or suspect they are not receiving correct and complete information, they may begin to ignore both the message and the source.

Emergency Alert and Warning message content is driven by the rules governing the Integrated Public Alert and Warning System (IPAWS) and the State of California Alert and Warning Guidelines of March 2019. Pre-scripted messages have been developed following the best practices described by FEMA and CalOES, but final message content is determined by the message requester working with the message writer. Many warning delivery systems have limitations on character length or composition that require a warning message to be brief. However, "keep it short" is not necessarily a good guideline for composing a warning message. The warning messages should address five essential topics:

1. Source	Identify who – agency/authority – the alert or warning is coming from. This should be a source that is familiar to and trusted by the community.
2. Hazard	Describe the threat and its impacts.
3. Location	Articulate the impact boundaries in common language, i.e. use street names, landmarks, neighborhood name, etc…
4. Protective Action	Say what protective action to take, the time to do it, how to accomplish it and how doing it reduces the impact.
5. Time	Expected duration, if known, or "until further notice".

Because of character limitations and inability to include multimedia in most initial notifications, it is also recommended to include a **URL** or link to a website that hosts alert information, or to drive alert recipients to monitor media outlets for additional information. Be sure to confirm the capacity of the resource to avoid the potential of overloading the site.

The following diagram, adapted from Dr. Dennis Mileti's 2018 FEMA PrepTalk, shows how source, threat, location, guidance/time, and expiration time are arranged in a message template and in a sample message.



Graphic Credit: Dr. Dennis Mileti (2018) https://www.fema.gov/preptalks/mileti

California Standard Statewide Evacuation Terminology

This section identifies the standardized evacuation terminology for use across the State of California. This terminology, developed by CalOES in collaboration with public safety partners demonstrates the state's continued leadership in protecting lives and property through clear and consistent alert and warning protocols. Born out of necessity during the 2017 and 2018 catastrophic wildfires, it exposed inconsistencies in terminology that local governments were using when informing their residents of the need to evacuate, shelter-in-place, and to return home. These inconsistencies led to confusion among the public at a moment when clarity and certainty were needed most.

- **Evacuation Order**: Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.

- **Evacuation Warning**: Potential threat to life and/or property. Those who require additional time to evacuate, and those with pets and livestock should leave now.

- **Shelter-in-Place**: Go indoors. Shut and lock doors and windows. Prepare to self-sustain until further notice and/or be contacted by emergency personnel for additional direction.

- **Evacuation Order(s) Lifted**: The formal announcement of lifting evacuations in an area currently under evacuation.

- **Hard Closure**: Closed to all traffic except fire and law enforcement.

- **Soft Closure**: Closed to all traffic except fire, law enforcement and critical incident resources (i.e. utilities, CALTRANS, City/County Roads departments etc. or those needed to repair or restore infrastructure.

- **Resident Only Closure**: Soft closure with the additional allowance of residents and local government agencies assisting with response and recovery.

ALERT & WARNING METHODS & TECHNOLOGIES

Methods

A successful alert and warning program is one that incorporates multiple methods and technologies to accomplish the goal of reaching the largest percentage of the target population. Selecting specific methods and technologies that will be most effective for the jurisdiction's demographic, cultural, and geographical area should consider:

- Mobile phone usage rate of target population
- Community's adoption of Voice Over Internet Protocol (VOIP) vs traditional land-line
- Potential "off-the-grid" sub-communities
- Generational usage of text vs email
- Proportion of local vs. transient population, such as travelers
- Connectivity and bandwidth limitations of the community's geography and infrastructure
- Individuals with access and functional needs (AFN) (i.e. people with disabilities, seniors, children, limited English proficiency, and transportation disadvantaged)

Important Considerations

All warning systems need to be protected from:

- Unauthorized activation
- Improper use
- Cyber security gaps
- Interference with authorized activation (denial of service) and
- Outage due to lack of duplication or back-up services

Special consideration should be given to implementing redundancy and enhancing interoperability, whenever possible, to prepare for:

- Loss of power
- Loss of cell towers or overloaded cell systems
- Internet outages
- Overloaded networks
- Cyber-attacks
- Ability of carriers to redistribute
- Overloaded infrastructure
- Cross-jurisdictional needs and
- Availability of staffing to effectively manage and deploy systems

Access & Functional Needs Considerations

To ensure messages are developed for maximum accessibility, alerting platforms should ideally include the ability to control the following:

- TTY/TTD
- Font size
- Color analyzer
- Sound & vibrations
- Flashes
- Use of attachments (video)
- 508 compliances (use of screen-readers)
- Posting of accessible electronic content, documents, and videos and
- Video relay as an option

Alert & Notification Schedules

To ensure the community is receiving relevant, timely, and actionable emergency information, the following items should be considered:

- Clearly designate a position within response operations to monitor current alert and warning content
- Ensure the alerting authority, alerting originator, Public Information Officer (PIO), Joint Information Center (JIC), and designated social media staff are synchronized on current notifications and
- Establish a schedule for determining whether the alerting and warning activities are achieving the intended outcomes, i.e. the public is responding as intended. (This can be built into shift briefings.)

Note: Some alert and warning systems have a maximum time limit. Ensure all alerting stakeholders are aware of when messages may need to be renewed.

Translation of Notifications

The City of Temecula is comprised of many diverse communities, some of which include Limited English Proficiency populations. Identifying the most commonly used languages and having a process in place to translate warning messages will ensure the greatest number of residents of the city receive the warnings that are being sent. It is important, however, to not let the inability to translate a message delay notification when time is of the essence and lives are at risk.

Culture

Due to the rich cultural diversity within the city and in California, communities may respond to messaging in an alert in different ways. For example, some communities may respond negatively to instructions from the government. Prior to an incident, it is important to locate trusted agents within communities who can help convey the intended meaning of a message and educate the impacted community on the jurisdiction's alert and warning program. This may include religious leaders, non-profit agency representatives, local elected officials, or prominent business owners within the respective community. Leveraging the relationships that have been established with these leaders will be a force multiplier when the time comes for a warning to be communicated out to the community.

Translation Technologies

Reduce reliance on free digital translation services as they can often misinterpret the message. Where feasible, contract for translation services, such as local translators and/or telephonic interpretation services.

Message Library

Jurisdictions are encouraged to establish a message library with sample messages that have been translated into the languages most commonly used in the communities that they serve. Pre-planned messages can save time in a disaster and ensure that accurate translations exist for messages that are critical for the community.

Pre-Message Coordination

Inform all critical stakeholders of the notification contents and implications prior to full message dissemination, as feasible while maintaining timely notification under emergency situations. Use message templates to ensure consistency of content delivery and use checklists when informing critical stakeholders.

To the extent a warning originator has the ability, warnings should be targeted to the area known to be at risk, while coordinating with any other affected jurisdictions as soon as possible. If the initial warning originator lacks the ability to deliver warnings to the at-risk area, coordination with other jurisdictions should be given priority. Having relationships in place to ensure continuity of operations is imperative. If a warning is issued from a higher level of government or jurisdiction, lower levels within the target area of the initial warning need not repeat that warning. However, local jurisdictions should issue additional warning messages, or request assistance from an Alerting Authority, if needed, to communicate local variations on the recommended protective action, to expand the target area for the message, or to utilize local warning dissemination capabilities that will enhance delivery of the warning to people at risk.

Evacuation messages are particularly demanding on their originators, as they must be coordinated with agencies responsible for transport, traffic control, and evacuee reception and sheltering. Confusing and/or uncoordinated evacuation orders can have unintended adverse consequences. Evacuation messages must come from the jurisdiction's designated authority, often the local law enforcement authority and should address issues such as:

- Direction of the destination of travel (include a map image if possible)
- Routes to be used and routes to be avoided
- Means of travel (by auto, by bus, or on foot, etc.)
- Accessible transportation and sheltering resources
- Things to take along (papers, medications, pets, etc.)
- Expected duration of relocation (a few hours, a day, etc.) and
- Phone or social media links for additional information

Post-Message Coordination

Evaluate whether or not another message is warranted, if clarification is needed, or "message fatigue" is occurring.

When to Issue Alert and Warning

Warnings should be issued when there is an **imminent threat to life, health, or property.** This can include alerts and warnings issued in advance of forecasted severe weather events when doing so will give the public time to evacuate. When a threat exists, even though it might not be imminent, such as a Red Flag Warning, hurricane, or flooding, it is advised to communicate that threat out to the staff so that they may be better prepared. Warning systems, such as sirens, while helpful in alerting a community of a hazard, should not be used for reassuring the staff that an ongoing situation or an upcoming event is not hazardous; other public information channels should be used for those purposes instead.

The City of Temecula should issue alert and warning messages as soon as feasible given the circumstances of the situation. Access to the designated alerting authority and alerting originator should not be delayed due to limited resources or non-operational equipment. Designated alerting staff should have ready and reasonable access to primary or back-up alerting systems and be properly trained and well versed in how to operate the equipment.

Fear of triggering "panic" is NOT a valid reason to delay or avoid issuing a warning. "Mass panic" very rarely occurs as the result of a warning message. Note that justified anxiety or physical flight is not the same as panic. When public warning information is delivered by a credible alerting authority, the staff should respond by following the recommended actions. Rarely do such warning messages lead to mistrust or panic.

When dealing with uncertain or conflicting information about a threat, the Alerting Authority should choose to **err on the side of protecting the staff**. Some warning systems have provisions for communicating the general degree of certainty associated with threat information but may

only permit a yes-or-no decision as to warning the public. Reasonable detail should be provided, but a warning message is not the place for extended discussion of data or probabilities.

Irrelevant warnings can fatigue the staff rapidly and lead to recipients discounting further warning messages or opting out of receiving future alerts and warnings. Every effort should be made-within the capabilities of the warning systems(s) – to **limit the warning to people actually at risk.** Warning systems become more effective to the extent they can target limited areas or specific at-risk locations or populations.

Structured training and practice will reduce **false alarms**. It is recommended that the alerting capability be practiced either in a simulated environment or in real time no less than twice a year. While repeated **false alarms** can be damaging to the credibility of both the source and the delivery channel, false alarms or erroneously issued warnings historically **have not significantly eroded staff confidence** in issued warnings if they were promptly corrected or retracted. Warning originators should use their best judgement but err on the side of staff safety.

How to Issue Alert and Warning

Warning messages should be distributed to all members, to the extent possible, of the community who are at risk, including commuters, travelers, staff members and families with disabilities. People rarely act on a single warning message alone. To be effective, warnings should be delivered in various formats across multiple media platforms, both to increase reliability of warning delivery and to provide a sense of corroboration that will encourage our staff to take protective actions. The city has multiple methods to send out warning messages, and each of these tools should be utilized with similar messages to ensure that the greatest number of staff, whether at work or at home, receive the messages. When sending out messages, coordination amongst the jurisdictions within the impacted area is important to reduce confusion and ensure contradictory messages are not being sent.

Prohibited Use

- Unauthorized disclosure of personal data contained within the system
- Manipulation or usage of system or data beyond ascribed user level
- Any usage beyond the scope as outlined in this plan

Emergency Use

Emergency use covers incidents where life or property is threatened, and responders need affected community members to take immediate protective actions. Proactively deliver emergency messages. The nature of the incident and directions from authorized public safety officials will dictate the specific protective action instructions for a given incident or event.

OEM, in consultation with the Alerting Authority, will determine whether the alert and warning program should be activated. The Alerting Authority may designate Authorized Users within OEM with pre-approval to disseminate emergency messages using the alert and warning program.

Send emergency messages in the most targeted manner possible to avoid “alerting fatigue” of unaffected members of the staff.

When appropriate, follow-up notifications should be broadcast through the emergency alerting systems to provide the impacted area or staff with critical updates or changes to the message, or to notify them that the emergency has concluded. When an evacuation order has been lifted, consideration should be given to the scale of the incident and the number of evacuees. To minimize confusion and ensure an organized reentry process, other available means of disseminating this information should be strongly considered.

Non-Emergency Use

The alert and warning program may be used to disseminate non-emergency information.

Alert and Notification Schedules

To ensure the community is receiving relevant, timely, and actionable emergency information, the following items should be considered:

- Clearly designate a position within response operations to monitor current alert and warning content
- Ensure the alerting authority, alerting originator, Public Information Officer (PIO), EOC Director and designated social media staff are synchronized on current notifications and
- Establish a schedule for determining whether the alerting and warning activities are achieving the intended outcomes, i.e. staff are responding as intended (this can be built into shift briefings)

CITY OF TEMECULA ALERT AND WARNING TEMPLATES

Below are templates that currently reside within the City of Temecula Mass Notification System and can be published as is or edited for additional information and use. These templates are what are currently housed within the system are not exhaustive. Final messages should always be tailored to the specific needs of the unique event precipitating their need.

- Bomb Threat
- Active Assailant / Shooter
- Evacuation Warning / Order
- Extreme Weather Alert
- Fire Alert
- Lockdown
- Shelter in Place
- Utility Outage
- Traffic Advisory

PRIVACY POLICY

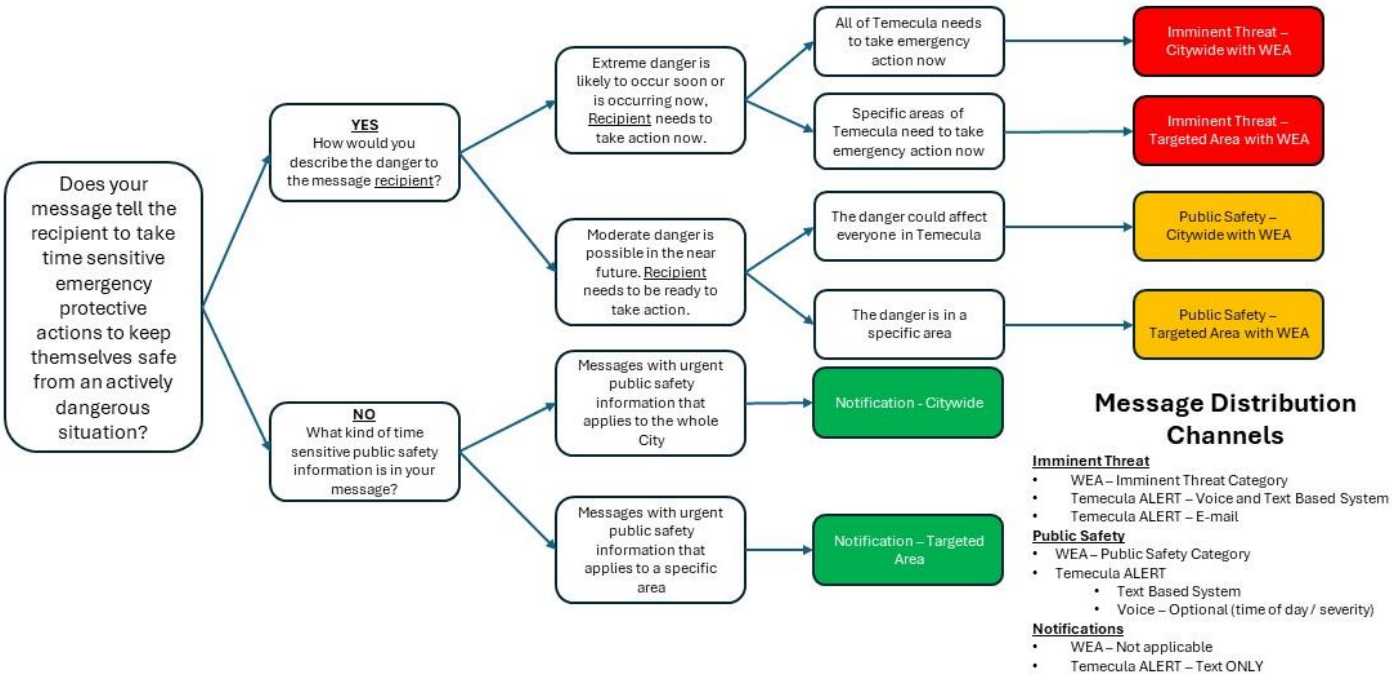
It is policy that each member preserves and protects the integrity and privacy of personal data collected for use with the alert and warning program. No personal data will be disseminated or extracted from master records, nor reports be produced as part of the alert and warning program will be used for purposes other than mass notification.

AFTER ACTION REPORT

While an after-action report is recommended for all emergency notifications, it is only required when it is coupled with an emergency affecting the city. OEM will be responsible for completing and forwarding the report to the Executive Staff within 90 days after the close of the incident or event.

This page is intentionally left blank

APPENDIX A: CITY OF TEMECULA EMERGENCY PUBLIC INFORMATION AND WARNING INCIDENT TEMPLATE SELECTOR



Category	Description	Target Contact Methods
Imminent Threat - Citywide	Emergency instructions on protective actions for recipients citywide to follow due to an extreme danger actively occurring or likely to occur immediately. Message should be approved by the Incident Commander and/or Emergency Manager in concurrence with PIO & City Manager *Example:* Post-Earthquake	**WEA** • Imminent Threat Category, Simplified full City WEA Shape **Temecula ALERT** • Phone Call, Text, Email, Social Media, Website
Imminent Threat – Targeted Area	Emergency instructions on protective actions for recipients in a targeted area to follow due to an extreme danger actively occurring or likely to occur immediately. Message should be approved by the Incident Commander and/or Emergency Manager in concurrence with PIO & City Manager *Example*: Post-Earthquake	**WEA** • Imminent Threat Category, Specific Targeted Area **Temecula ALERT** • Phone Call, Text, Email, Social Media, Website
Public Safety - Citywide	Emergency instructions on protective actions for the recipients citywide to take due to a moderate danger likely or possible in the near future. Message should be approved by the Emergency Manager and PIO *Example*: Curfew	**WEA** • Public Safety Category, Simplified full City WEA Shape **Temecula ALERT** • Phone Call, Text, Email, Social Media, Website • **Optional: Phone Call:** Based on time of day / urgency
Public Safety – Targeted Area	Emergency instructions on protective actions for the recipients in a targeted area to take due to a moderate danger likely or possible in the near future. Message should be approved by the Emergency Manager and PIO *Example*: Gas leak or Shelter in Place	**WEA** • Public Safety Category, Targeted Area **Temecula ALERT** • Phone Call, Text, Email, Social Media, Website • **Optional: Phone Call:** Based on time of day / urgency
Notification - Citywide	Urgent messages that advise on timely public safety information citywide. The message should be approved by the Emergency Manager and the PIO. *Example:* Mask ordinance or Dangerous Weather	**Temecula ALERT** • Text, Email, Social Media, Website
Notification – Targeted Area	Urgent messages that advise on timely public safety information for a specific area. The message should be approved by the Emergency Manager and the PIO. *Example*: Avoid the area due to a broken water main	**Temecula ALERT** • Text, Email, Social Media, Website

APPENDIX B: TEMECULA ALERT – EMERGENCY ALERT MESSAGE CONSTRUCTION GUIDE

Variables

Source: Name of the agency who requested the message: RSO, CALFire, TVUSD, Rancho Water, City of Temecula

Protective Action: Shelter-in-Place, Evacuate, Take Health Precautions, Avoid the Area

Hazard: Gas Leak, Active Shooter, Wildfire, Earthquake, Curfew, etc.

Location: State boundaries of the impacted area. Use street names, landmarks, easy to understand location information

Duration/Expiration Time: How long does the recipient need to take this action. "Now" will fit for most emergency scenarios.

90 Character Message

Order of Variables: **Source, Protective Action, Hazard, Location, Duration/Expiration Time**

Rules: Spaces and punctuation are part of the 90-character count. Do not include any special characters/characters not found on a typical keyboard. Do not copy and paste into RAVE – type directly into the system. Whenever possible, include a link for more information.

Example (90 Characters): City of Temecula: Evacuate from gas leak. One mile radius of the CRC evacuate now temeculaca.gov

360 Character Message

Order of Variables: **Source, Protective Action, Hazard, Location, Duration/Expiration Time**

Rules: Spaces and punctuation are part of the 360-character count. Do not include any special characters/characters not found on a typical keyboard. Do not copy and paste into RAVE – type directly into the system. Whenever possible, include a link for more information.

Example (360 Characters): A major gas leak has triggered an evacuation order for the area within a one-mile radius of the CRC. Everyone within the perimeter of Margarita Road, Pauba Road, Rancho California Road and Ynez Road should evacuate immediately. A shelter is set up at Great Oak High School on Deer Hollow Way.

If You Encounter Any Problems Sending the Alert, Contact:

For technical assistance with the software, contact the Emergency Manager 24/7 at 951-491-9037.

APPENDIX C: ALERT AND WARNING SAMPLE MESSAGES / TEMPLATES

Below are sample messages the City of Temecula can use as a guide to draft a specific message relevant to a local emergency. These samples have been taken from the California State Alert and Warning Guidelines and are not exhaustive. Final messages should always be tailored to the specific needs of the unique event precipitating their need.

Evacuation Sample Messages

Long Messages

- This is (agency) with a mandatory evacuation order for (location). Take the following protective actions and leave immediately; 1. Gather all family members. 2. Gather all pets. 3. Gather only essential items. 4. Be sure to bring essential medications with you. 5. Turn off all appliances and lights in your home. 6. Lock your home. The evacuation route is: (evacuation route). An evacuation center is open at (name and location of evacuation center). For more information, please tune to local radio and television stations, visit (URL), or call (inert resources). Please listen to (radio station) for updated details.

- The Marin County Sheriff's Office is issuing a mandatory evacuation order for (location). The National Weather Service has issued a flood warning for (location). All residents in the impacted area should evacuate immediately. An evacuation center/shelter is open at (location). For more information go to (insert resource). Please listen to (radio station) for updated details.

Short Messages

- Wildfire threat – Evacuation Order for (location) – leave now – details on (agency) website

Shelter-in-Place Sample Messages

Long Messages

- This is (agency) reporting mandatory shelter-in-place for residents in (location) due to a hazardous materials release. Take self-protective actions immediately. 1. Go inside immediately and stay inside your house or building. 2. Bring pets indoors only if you can do so quickly. 3. Close all windows and doors. 4. Turn off air conditioners and heating system blowers. 5. Close fire place dampers. 6. Gather radio, flashlight, food, water, and medicines. 7. Call 911 only if you have a true emergency. You will be advised when this dangerous condition has passed and it is safe to go outside and resume normal activities. For more information, please tune to local radio and television stations, visit (URL), or call (###-###-####).

- The Fire Department requests everyone within a ½ mile radius of (location) to get inside and remain inside due to a hazardous materials release. Stay indoors, closer your windows, turn off your air conditioner and/or heater, and bring your pets indoors. More information to follow. (URL)

Short Messages

- Hazardous Materials release. All within ½ mile of (location). Get inside. Stay Inside. Stay Tuned.

Weather Awareness Sample Messages

Long Messages

- This is (Agency) reporting mandatory evacuation order for (location) due to potential flooding. Take the following protective actions and leave immediately; 1. Gather all family members or other individuals. 2. Gather all pets. 3. Gather only essential items. 4. Be sure to bring essential medications with you. 5. Turn off all of your appliances and lights in your home. 6. Lock your home. The evacuation route is: (insert evac route). An Evacuation Center is open at (insert where). For more information, please tune to local radio and television stations, visit (URL), or call (###-###-####).
- The National Weather Service is predicting flooding in (location) within the next 24 hours. Police are advising residents who live in this area to be prepared for potential evacuations at any time. Info on how to prepare to evacuate is (here). Updates to follow.

Short Messages

- Flood warning for (location). Avoid area. Turn Around – Don't Drown. Stay tuned for updates.

Active Shooter Sample Messages

Long Messages

- This is (insert agency) reporting an active shooter near (location). Avoid the area. If you are near (location), get inside, stay inside, and take the following protective measures: 1. Go inside immediately and stay inside your residence. 2. Bring pets indoors only if you can do so quickly. 3. Close and lock all windows and doors. 4. Call 911 immediately if you have a true emergency or hear or see any suspicious activity in or near your location. You will be advised when your safety is no longer at risk. For more information, please tune to local radio and television stations, visit (URL), or call (###-###-####).

- As of 11 am, Police advise the public to avoid area of (location). Officers are responding to an Active Shooter. Those located in the area should seek shelter and mute phones. If engaged with the shooter, RUN, HIDE, FIGHT. Please go to (URL) for additional information and standby for further instructions.

Short Messages

- Active shooter near (location). Avoid Area or Run, Hide, Fight. Stay tuned in for updates.

This page is intentionally left blank

APPENDIX D: ALERT & WARNING PROGRAM CHECKLIST

Minimum expectation checklist for jurisdictions and designated Alerting Authorities implementing an alert and warning program within the State of California.

Establishing an Alert & Warning Program	
☐	Develop a Local Alert & Warning Plan that includes all of the key steps below.
☐	Clearly identify and train designated Alerting Authorities within the jurisdiction on local alert &warning capabilities and their role and responsibilities in the Local Alert & Warning Plan.
☐	Clearly identify and train designated Alerting Originators within the jurisdiction on local alert &warning capabilities and their role and responsibilities in the Local Alert & Warning Plan.
☐	Develop a training plan for Alerting Authorities and Originators to ensure expertise on local alerting protocols, system expertise, and IPAWS, including Emergency Alert System (EAS) EventCodes and Wireless Emergency Alerts (WEA).
☐	Apply for IPAWS at https://www.fema.gov/how-sign-ipaws to obtain authority and tools foraccessing federal warning systems.
☐	Select, install, and train on a public alert & warning platform that incorporates a wide range ofalerting methods.
☐	Establish redundant alert & warning capabilities via neighboring jurisdictions, the California StateWarning Center, and the National Weather Service.
☐	Test coordination protocols with the primary and secondary Public Safety Answering Point (PSAP) per the Local Alert & Warning Plan.
☐	Coordinate alert and warning protocols with cross-agency, cross-jurisdictional partners, the State, and the National Weather Service (NWS).
☐	Confirm that the warning system technology is secure, and software is up to date.
☐	Identify and train multiple individuals as designated Alerting Authorities and Originators to ensure someone with authority to approve an alert and someone with the ability to execute an alert is accessible at all times.
☐	Ensure messaging platforms account for accessibility considerations for individuals with access or functional needs.
☐	Conduct routine emergency exercises and drills to test the Alert and Warning System, includingalerting protocols, roles and responsibilities, and technology capabilities.

☐	Read and understand the Statewide Alert & Warning Guidelines, CA State Warning Plan, and, ifapplicable, County and/or Local EAS Plan.
☐	Incorporate alert and warning systems into Local and Operational Area standard procedures and protocols, as appropriate.
☐	Coordinate with all Alerting Authorities within an Operational Area, Operational Areas withinsame Local EAS Plan, and neighboring jurisdictions that serve the same population(s).
☐	Coordinate training, testing, and exercising of countywide alerting and warning systems.
Executing an Alert & Warning Program	
☐	Issue warnings when there is an imminent threat to life or health.
☐	Ensure that alert and warning messages are accessible and issued as soon as feasible.
☐	Confirm the jurisdiction for the incident prompting the alert.
☐	Confirm the incident location.
☐	Ensure warning messages are distributed to, and are accessible for, all members of the community at risk, including persons who use commonly spoken languages, individuals who are blind, have low vision, are deaf or are hard of hearing.
☐	Craft messages with appropriate tone and language to maximize warning effectiveness.
☐	If other jurisdictions (cities, Operational Areas, tribes) are affected, ensure those jurisdictions' public safetyofficials and PSAPs are provided the emergency alert and warning information.
☐	Ensure warning messages are updated and refined as additional information becomes available.
☐	Ensure that a warning message sent in error is promptly clarified or retracted.
☐	Avoid issuing irrelevant warnings.
☐	Implement considerations for the whole community.
Issuing Alert & Warning Notifications	
☐	Limit the alert and warning distribution area, as much as technically feasible, to the area at risk.

☐	Ensure the notification is reviewed for accuracy by a second person for verification before dissemination, whenever feasible.
☐	Identify the originating agency clearly.
☐	Ensure the message includes source, hazard, location, protective actions, and timeframe whenever possible, given message length constraints.
☐	Update and refine messages as additional vetted information becomes available.
☐	Ensure that any message sent in error is promptly clarified or retracted.
☐	Ensure accessible resources are available to find additional information about the alert and warning notification.
☐	Send a follow-up message when the threat has passed, or the warning is no longer applicable.
Maintaining an Alert & Warning Program	
☐	Establish a regular (weekly or monthly) alert and warning technology maintenance check to confirm technology is operational.
☐	Annually review and update the Local Alert and Warning Plan.
☐	Annually review, update, and train (new personnel) the key personnel with alert and warning responsibilities within the Local Alert & Warning Plan.

This page is intentionally left blank

APPENDIX E: GLOSSARY OF TERMS

Access and Functional Needs (AFN) – As defined in Government Code section 8593.3, access and functional needs refers to individuals who have developmental, intellectual, or physical disabilities; chronic conditions or injuries; limited English proficiency or non-English speaking; Or, individuals who are older adults, children, or pregnant; living in institutional settings; low-income, homeless, and/or transportation disadvantaged; or from diverse cultures.

Advisory – Highlights special conditions that are less serious than a warning, shelter in place, or evacuation. They are for events that may cause significant inconvenience, and if caution is not exercised, it could lead to situations that may threaten life and/or property.

Agency Representative – A person assigned by a primary, assisting, or cooperating federal, state, territorial, tribal, or local government agency or private entity that has been delegated authority to make decisions affecting that agencies or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Agency – A division of government with a specific function offering a particular kind of assistance. In the Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Alert – a communication intended to attract attention and warn of a danger or threat typically with the intention of avoiding or dealt with it.

Alert Aggregator - The Alert Aggregator, known as the IPAWS Open Platform for Emergency Networks (IPAWS-OPEN), is the part of the IPAWS system that collects emergency alerts, authenticates the sender, and makes the alerts available for alert dissemination services.

Alerting Authority – Alerting Authorities are public officials that are granted the authority to alert the public of emergency situations through Federal, State, and local laws. These are designated in a local FCC EAS Plan, and within a signed FEMA MOU.

Alerting Originator – Alerting Originators are designated individuals who have been designated the authority and have the training to draft and distribute the alert and warning message through the approved notification systems.

Alert Origination Tool - Alert origination tools are software products used by emergency managers, public safety officials, and other alerting authorities to create and send critical lifesaving messages to the public or to other emergency management officials for collaboration.

Collaborative Operating Group – IPAWS is structured around Collaborative Operating Groups (COG). A COG is a virtual organization of alerting authorities that holds membership in IPAWSOPEN and manages system access within that organization. When the application process is complete, FEMA will assign each agency a COG Identification number and Digital Certificate.

Common Alerting Protocol (CAP) - The Common Alerting Protocol (CAP) is an XML-based OASIS data format standard adopted by FEMA for exchanging public warnings between alerting technologies. CAP allows a warning message to be sent simultaneously over many warning systems to many different outlets (such as radio, television, mobile devices, Internet).

Disaster – The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, or a terrorist act, including but not limited to fire, flood, earthquake, wind, storm, hazardous substance incident, water contamination requiring emergency action to avert danger or damage, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.

Emergency – A suddenly occurring and often unforeseen situation which is determined by the Governor to require state response or mitigation actions to immediately supplement local government in protecting lives and property, to provide for public health and safety, or to avert or lessen the threat of a disaster. Local government's adaptation of this definition connotes an event that threatens or actually does inflict damage to people or property, exceeds the daily routine type of response, and still can be dealt with using local internal and mutual aid resources.

Evacuation – the action of evacuating a person or a place.

FIPS Codes – Federal Information Processing Standards Codes (FIPS Codes) are a standardized set of numeric or alphabetic codes issued by the National Institute of Standards and Technology (NIST) to ensure uniform identification of geographic entities. The entities covered include states, counties, American Indian and Alaska Native areas, etc. FIPS codes are used by IPAWS as one method to specify geographic warning areas.

Imminent Threat Alert - "Imminent Threat" is one of the three categories of Wireless Emergency Alerts. Imminent Threat alerts must meet specific criteria for urgency, severity, and certainty.

Integrated Public Alert and Warning System (IPAWS) – In the event of a national emergency, the President will be able to use IPAWS to send a message to the American people quickly and simultaneously through multiple communications pathways. IPAWS is available to United States Federal, State, local, territorial, and tribal government officials as a way to alert the public via the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), NOAA Weather Radio and other National Weather Service dissemination channels, the internet, existing unique warning systems, and emerging distribution technologies.

IPAWS-OPEN - IPAWS Open Platform for Emergency Networks (IPAWS-OPEN) is the Alert Aggregator that receives and authenticates messages transmitted by alerting authorities and routes them to alert dissemination services.

Jurisdiction – A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, state, or federal boundary lines) or functional (e.g., police department, health department).

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

Memorandum of Agreement (MOA) – An agreement document between two or more agencies establishing reciprocal assistance to be provided upon request (and if available from the supplying agency) and laying out the guidelines under which this assistance will operate.
For IPAWS, Memorandum of Agreement is a cooperative document written between parties to work together on an agreed upon project or meet an agreed objective. FEMA executes MOAs with alerting authorities who would like to use IPAWS to send alerts and warnings as well as system developers who would like to test products in the IPAWS-OPEN test environment.

Mutual-Aid Agreement – Written agreement between agencies and/or jurisdictions that they will assist one another upon request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National Weather Services (NWS) – Federal government agencies charged with weather related reporting and projections.

NOAA Weather Radio - "The voice of the National Weather Service" - NOAA Weather Radio Broadcasts National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day. It is provided as a public service by NOAA. The NOAA Weather Radio network has more than 480 stations in the 50 states and near adjacent coastal waters, Puerto Rico, the U.S. Virgin Islands and U.S. Pacific Territories.

NOAA Radio's Specific Area Message Encoding (SAME) – provides in a digital format specific, timely information on the nature and location of a threat to the safety of those most immediately at risk from severe weather or other hazards. Its greatest value is to significantly improve the automatic selection and distribution of messages about events that threaten people and/or property.

Non-Weather Emergency Message (NWEM) - NWEM refers to emergency messages for the public about hazardous events that are originated by government organizations other than the National Weather Service, but still utilize NWS alert dissemination services.

Presidential Alert - A Presidential Alert is one of the three categories of Wireless Emergency Alert (WEA) messages that is reserved for use of the President of the United States in the event of a national emergency.

Primary Entry Point (PEP) Stations - Primary Entry Point (PEP) Stations (also known as LP-1 and LP-2) are private/commercial radio broadcast stations that cooperatively participate with FEMA to provide emergency alert and warning information to the public prior to, during, and after incidents and disasters.

Shelter in place – Take immediate shelter where you are—at home, work, school, or wherever you can take protective cover. It may also mean "seal the room"; in other words, take steps to prevent outside air from coming in.

Severe Weather Potential Statement - This statement is designed to alert the public and state/local agencies to the potential for severe weather up to 24 hours in advance. It is issued by the local National Weather Service office. This could be used to make citizens aware of the non-weather situation.

Severe Weather Statement - A National Weather Service product which provides follow up information on severe conditions which have occurred or are currently occurring. Could use a Statement for evacuation or shelter-in-place updates.

Operational Area – the county and its sub-divisions with responsibility to manage and/or coordinate information, resources, and priorities among local governments and serve as the link between the local government level and the regional level.

State – When capitalized, refers to the State of California.

Warning – Communication intended to persuade members of the public to take one or more protective actions in order to reduce losses or harm.

Wireless Emergency Alert (WEA) - Wireless Emergency Alerts (WEA) were established pursuant to the Warning, Alert and Response Network (WARN) Act under Federal Communication Commission (FCC) rules. Alerting authorities can broadcast WEAs to cellular carrier customers with compatible mobile devices located in the geographic vicinity of cellular towers serving an affected area.