

Queensland Emergency Alert

Manual – M.1.174



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Revision History

Revision Date	Version No.	Responsible Person(s)	Description of Changes
01/05/2018	1.0	Director, DM Guideline Unit, Queensland Fire and Emergency Services	Review and Update with Content Owners and consulted with Subject Matter Experts across Queensland's Disaster Management Arrangements, Published to the Disaster Management Website.
10/08/2018	1.1	Director, DM Guideline Unit, Queensland Fire and Emergency Services	Minor edits and updates requested by Content Owner, republished to Disaster Management Website
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10/03/2022	1.5	Director, State Operations Coordination Branch, Queensland Fire and Emergency Services	Minor updates to spelling, formatting, and duplicated polygon and message template content.
31/10/2022	1.6	Assistant Commissioner, Emergency Management and Community Capability, Queensland Fire and Emergency Services	Moderate review and update in accordance with the outcomes of the EA process efficiencies review undertaken by the Severe Weather Season Preparedness Project
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/2022	1.8	Assistant Commissioner, Emergency Management and Community Capability, Queensland Fire and Emergency Services	Minor updates to sections 2.1. Removal of Appendix 1 – detail already in the manual or placed in the relevant sections.

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List of Acronyms

AO	Authorising Officer
DDMG	District Disaster Management Group
DM	Disaster Management
DMA	<i>Disaster Management Act 2003</i> (Qld)
EA	Emergency Alert
EMP	Emergency Management Person as defined in the <i>Telecommunications Act 1997</i> (Cth)
ESRI	Environmental System Research Institute
GIS	Geographic Information System
GML	Geographical Markup Language
IPND	Integrated Public Number Database
ISM	Information Security Manual
KML	Keyhole Markup Language
KMZ	Keyhole Markup Language (Zipped)
LBNS	Location Based Number Store
LBS	Location Based Solution
LDMG	Local Disaster Management Group
PSPA	<i>Public Safety Preservation Act 1986</i> (Qld)
QDMTF	Queensland Disaster Management Training Framework
QFES	Queensland Fire and Emergency Services
QPS	Queensland Police Service
RO	Requesting Officer
SDCC	State Disaster Coordination Centre
SEWS	Standard Emergency Warning Signal
SMS	Short Message Service





CHAPTER 1: EMERGENCY ALERT IN QUEENSLAND

Queensland is a large, diverse state with a unique mix of rural, regional, remote, urban and coastal communities. Each of these communities is faced with its own set of opportunities and challenges in a time of unprecedented change and uncertainty. To thrive in such an environment, it is essential that Queenslanders are prepared and empowered to adapt to circumstances as they change, with over 5 million Queensland residents being regularly exposed to a range of hazards. These hazards, in conjunction with a warming climate, represent a significant threat to our ongoing safety and prosperity. Warnings provide the community with appropriate information, advice and steps to be taken in responding to a disaster or emergency. It is important any warning issued is timely, tailored and relevant to the community. Emergency Alert (EA) is one of many methods used to distribute warnings in Queensland.

The Queensland Emergency Alert Manual (the Manual) provides guidance to all persons and roles involved in the use of Emergency Alert (EA) as a warning messaging tool within Queensland and operating under the *Disaster Management Act 2003 (Qld)*, *Fire and Emergency Services Act 1990 (Qld)*, *Public Safety Preservation Act 1986 (Qld)* and the *Telecommunications Act 1997 (Cth)*.

The Manual outlines Queensland's EA:

- governance;
- system capabilities and constraints;
- obligations and use;
- process
- references and resources; and
- template message guidance for various hazards and severities.

Chapter 4 of the Manual also provides other relevant EA resources.

1.1. What is an Emergency Alert?

EA provides a platform for local and state agencies to issue warnings. EA is a way to deliver messages directly to a person's mobile or landline phone, it should complement other forms of public information or warning delivery such as traditional media, social media and website updates.

A transparent and consistent approach is required when determining the most appropriate warning delivery method to use. In preparing and sending an EA, consideration should also be given to the consequences of that decision and the likely community response. The management of consequences is through this consideration of any wider community impact.

Public information and warnings can be distributed by various state and local groups for disasters and emergency situations. Warnings should be timely and issued as soon as the appropriate recommendation for protective action can be made. Queensland's warning, alert and information channels include:

- opt-in alerts through text messages, landline and emails from local governments, response agency websites, social media community messaging and disaster information boards, local events and activities;
- news media broadcasts and publications;
- Bureau of Meteorology weather warnings for tropical cyclones, severe thunderstorms, severe weather, tsunami and bushfires;
- Queensland Fire and Emergency Services (QFES) fire ban alerts and/or warnings; and
- EA.

Specific criteria must be met for EA to be utilised in Queensland.





The Criteria for the use of EA is:

- 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.

1.2. Emergency Alert System

EA is a national telephone warning system, shared with other Australian jurisdictions, which is used to send voice messages to landlines and text messages to mobile phones, within a defined spatial area about a likely or actual disaster and/or emergency situation. The system was developed in April 2009 in response to a recommendation in the Victoria Bushfires Royal Commission, under a National Partnership Agreement on the development of a telephone based national emergency warning system, established by the Council of Australian Governments.

EA relies on Australian based telecommunication networks to send warning messages to landlines and mobile telephones. Text messages can be sent to the last known location of mobile handsets at the time of the disaster or emergency situation. This includes visitors and travellers if the mobile phones are registered to “roam” on an Australian network. International tourists who have not enabled international roaming on their mobile device and are not connected to an Australian network, will not receive an EA warning.

Recipients of emergency information and/or warnings often try to confirm the contents of the message before they take action to protect themselves. To ensure that individuals feel empowered to act, emergency information and warnings must come from a trusted source, such as government or emergency service agencies and be accurate. The public may question the reliability of government and emergency services agencies’ information when it is inconsistent across jurisdictions ¹.

The Integrated Public Number Database (IPND) is a Telstra maintained database which contains information related to all listed and unlisted public telephone numbers in Australia, regardless of service provider. Members of the public do not need to subscribe to ‘opt in’ to this service and cannot choose to ‘opt out’ of receiving the warnings. Interfacing with the IPND is the Location Based Number Store (LBNS) which identifies telephone numbers and geo-coded information located within a defined area for an EA.

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 areas to ensure the timely dissemination of EAs.

All agencies requesting the use of EA are to ensure warnings are consistent and complement any community alert messaging systems operated by local councils and other relevant stakeholders.

¹ [Royal Commission into National Natural Disaster Arrangements 2020, Chapter 13](#)





1.3. System Capabilities

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

The system has the ability to perform the following functions:

- Define an area on a map, known as a polygon, by utilising a Geographic Information System (GIS), or other mapping system (i.e. Google Earth), to draw the polygon.
- Identify the phone services located within the polygon by querying the LBNS. For mobile phones, this query can be based on the location of the phone, or by the billing address of the phone account holder.
- Selection of message severity (Priority 1: Emergency Warning, Priority 2: Watch and Act, Priority 3: Advice).
- Send a text message of up to 612 characters to all identified mobile phone services based on their physical location and/or service (billing) address. (Note: less than 160 characters preferred, see section 3.4.3.)
- Send a voice message of up to 4000 characters to all identified landline telephone services based on their physical location. (Note: less than 450 characters is preferred, see section 3.4.2).
- A follow-up message option can be sent to the original recipients of an EA message.
- Report summaries on the delivery of EA messages.

Within Queensland, any EA with higher priority than another will be processed first by the EA User. The delivery time of an EA in Queensland can be delayed if there are simultaneous warnings occurring inter/intrastate.

1.4. Effectiveness

The intent of a warning is to provide point-in-time information about a disaster or emergency situation that is impacting or about to impact a community. The warning will provide information on the impact, expected consequences and actions for the community to take; and where to find more information. This provides a complete picture of the likely disaster or emergency situation.

Developing plans and processes for the issuing of warnings via multiple channels, allows for broader community reach and also provides for redundancies in the case of critical infrastructure failure (e.g. power or availability of telecommunications network infrastructure).

When deciding to use EA as one of the delivery methods for a warning, consideration needs to be given to the effectiveness of the EA system to deliver the warning. 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 a community;
- damage to critical infrastructure (e.g. power or telecommunications);
- known power or telecommunication blackout areas; and
- EA system capabilities and constraints.





CHAPTER 2: OBLIGATIONS

2.1. Legislative Requirements

Telecommunications Act 1997 (Cth)

Emergency alerts use telecommunications systems that are subject to the [Telecommunications Act 1997 \(Cth\)](#). Part 13 of the *Telecommunication Act 1997 (Cth)* protects the confidentiality of information in those systems. Part 13 includes exceptions to allow emergency alerts. Under these exceptions, telecommunications providers can disclose information to Emergency Management Persons (EMP) for the EA system and Emergency Management Persons can use the information to issue EA: sections 285A and 295V of the *Telecommunication Act 1997*.

Use of Emergency Alert

The use of an EA is permitted for a purpose connected with persons being alerted to an emergency or likely emergency: section 295V of the *Telecommunications Act 1997 (Cth)*.

An EA may also be used for reasonable testing of the emergency alert system.

Meaning of emergency

The *Telecommunications Act 1997 (Cth)* adopts the meaning of 'emergency' from state and territory laws: section 275C of the *Telecommunications Act 1997 (Cth)* and [Telecommunications \(Data for Emergency Warning Systems\) Instrument 2020 \(Cth\)](#).

'Emergency' means:

- an 'emergency situation' under the definition in the schedule of the [Public Safety Preservation Act 1986 \(Qld\)](#); or
- a 'disaster' under section 13(1) of the [Disaster Management Act 2003 \(Qld\)](#): [Telecommunications \(Data for Emergency Warning Systems\) Instrument 2020 \(Cth\)](#)

Emergency situation under the Public Safety Preservation Act 1986 (Qld)

emergency situation means—

- (a) any explosion or fire; or
- (b) any oil or chemical spill; or
- (c) any escape of gas, radioactive material or flammable or combustible liquids; or
- (d) any accident involving an aircraft, or a train, vessel or vehicle; or
- (e) any incident involving a bomb or other explosive or a firearm or other weapon; or
- (f) any impact of a naturally occurring event such as a flood or a landslide; or
- (g) any other accident or incident;

that causes or 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.





An emergency situation includes a situation arising from any report in respect of any of the matters referred to in paragraphs (a) to (g) of the definition of 'emergency situation' that if proved to be correct would cause or 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.

Disaster under the Disaster Management Act 2003 (Qld)

A 'disaster' is a serious disruption in a community, caused by the impact of an event, that requires a significant coordinated response by the State and other entities to help the community recover from the disruption.

'Event' means any of the following—

- (a) a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening;
- (b) an explosion or fire, a chemical, fuel or oil spill, or a gas leak;
- (c) an infestation, plague or epidemic (for example, a prevalence of foot-and-mouth disease);
- (d) a failure of, or disruption to, an essential service or infrastructure;
- (e) an attack against the State;
- (f) another event similar to an event mentioned in paragraphs (a) to (e).

An event may be natural or caused by human acts or omissions.

'Serious disruption' means:

- (a) loss of human life, or illness or injury to humans; or
- (b) widespread or severe property loss or damage; or
- (c) widespread or severe damage to the environment.

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

If an emergency situation is ongoing, the definition of a disaster could be applicable as defined under the *Disaster Management Act 2003* (Qld).

Emergency Management Persons

Under section 295V of the *Telecommunications Act 1997* (Cth), an 'Emergency Management Person' authorises the EA. An EA may be issued for a likely emergency if the Emergency Management Person believes on reasonable grounds that an emergency is likely to occur.

'Emergency Management Persons' are the persons in the positions listed by legislative instrument: section 275B(2) of the *Telecommunications Act 1997* (Cth). The list is contained in the [Telecommunications \(Data for Emergency Warning Systems\) Instrument 2020 \(Cth\)](#). That list is set out in section 4.2.4 below.

In Queensland, the Emergency Management Persons are called Authorising Officers (AO).

Other circumstances where an EA can be used

Sections 287 and 300 of the *Telecommunications Act 1997* (Cth) authorise the use of information 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 lesson serious and imminent threat to the life or health of another person.





Breach of the Telecommunications Act

Part 13 of the *Telecommunication Act 1997* (Cth) prohibits the use of information in the integrated public number database and other protected information unless an exemption applies, for example, sections 276 and 277 of the *Telecommunication Act 1997* (Cth) create offences for disclosure of information.

The exceptions include use of information for EA under 295V of the *Telecommunication Act 1997* (Cth).

Notification of breaches – Queensland must promptly notify the Commonwealth with full details if its obligations under legislation if there is a breach (or suspected to have been breached) by any person.

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:
 - use of Telstra’s Virtual Private Network and the QFES secure internal network;
 - user log-in is required to access the EA system; and
 - physical security measures have been adopted to ensure that the Telstra EA telecommunications equipment is secure.
- Selection of appropriate agency staff to undertake EA roles
- Adherence to the Queensland Government Information Security Classification Framework and Australian Government Protective Security Policy Framework where relevant.

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 Chapter 2 – 2.1.

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 are 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 or during defined training and/or exercise periods (refer to Section 2.1 of this Manual):

- Requesting Officer
- Authorising Officer (Emergency Management Person)
- Emergency Alert User.

2.4.1 Requesting Officer

The Requesting Officer is the person who can request an EA. They have responsibility for ensuring an EA is sent to a particular geographic area when required. In some instances, the Requesting Officer may also be the Authorising Officer (AO). All Requesting Officers, or prospective Requesting Officers, need to ensure they understand the use of EA and the EA system capabilities prior to requesting an EA. The Requesting Officer may be one of the following, but not limited to:

- a Local Disaster Coordinator or District Disaster Coordinator or State Disaster Coordinator
- a QFES Officer in a fire or hazardous material incident (Incident Controller);
- a Police Forward Commander or Terrorist Emergency Commander; or
- any other hazard specific primary agency or functional lead agency.

In a timely manner the Requesting Officer 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 EA message, message severity and the parameters of the EA (refer to Section 3); and
- managing consequences e.g. surge of calls, other local authorities or affected agencies are aware, evacuation routes are clear.

The Requesting Officer must provide a completed EA Request Form to the EA User. Where circumstances are impractical and for expediency, the Requesting Officer can phone through the EA request to the EA User and submit the EA Request Form in due course.

The Requesting Officer must:

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

Where appropriate the Requesting Officer should contact Local Disaster Management Groups (LDMGs) and District Disaster Management Groups (DDMGs) prior to the release of an EA 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 Authorising Officer (Emergency Management Person)

An Emergency Management Person (EMP) is prescribed in the Telecommunications (Data for Emergency Warning Systems) Instrument 2020 (Cth). Within Queensland, the EMP is known as the Authorising Officer (AO) and are determined by the Commissioner, QFES and Commissioner, QPS from within their relative agency. A review of AOs can be triggered by a change in government or agency roles. In Queensland, the AO has overall responsibility of all aspects of the EA.

The AO is responsible for:

- under certain circumstances, initiating a direct AO approval without delay (refer Section 3.3.1);
- ensuring consequence management arrangements are in place (refer to Section 3);
- ensuring the AO checklist outlined in Appendix 8 has been completed;
- authorising the release of the EA;
- ensuring all records, details and timings of the authorisation request and approval;
- when necessary, liaising with the Requesting Officer to ensure all appropriate stakeholders are aware of the EA; and
- maintaining good situational awareness of the event, the appropriateness and timeliness of the EA, the consequences on the community and the political impact of the EA message.

A list of persons within Queensland who have authority to authorise the release of an EA are contained within the [Telecommunications \(Data for Emergency Warning Systems\) Instrument 2020](#) (Cth).

An extract of the Queensland positions are as follows. Definitions are provided in Appendix 9.

- Commissioner, Queensland Fire and Emergency Services
- Commissioner, Queensland Police Service
- State Disaster Coordinator, Queensland Police Service
- Deputy Commissioner, Queensland Fire and Emergency Services
- Deputy Commander, State Disaster Coordination Centre
- Assistant Commissioner, Queensland Fire and Emergency Services
- Chief Superintendent, Queensland Fire and Emergency Services
- Executive Officer, State Group
- Chairperson, State Disaster Coordination Group
- Terrorist Emergency Commander
- Emergency Commander
- Commander, State Disaster Coordination Centre
- Superintendent, Queensland Fire and Emergency Services





- Regional Director, State Emergency Service (Far Northern Region)
- Director, State Coordination Command, Queensland Fire and Emergency Services
- Director, State Emergency Service, Queensland Fire and Emergency Services
- Executive Manager, Emergency Management (Far Northern Region), Queensland Fire and Emergency Services
- Executive Manager, State Coordination Command, Queensland Fire and Emergency Services
- Regional Manager, State Emergency Service, Queensland Fire and Emergency Services

2.4.3 EA User

The EA User is a person who has the required training and competency to use the EA system. 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 24/7 State Disaster Coordination Centre (SDCC) Watch Desk staff that have undertaken the required training to process an EA request. The term SDCC Watch Desk and EA User are used interchangeably.

In accordance with the EA request, the SDCC Watch Desk will:

- action EA requests through the EA system;
- under certain circumstances, initiating a direct AO approval without delay (refer Section 3.3.1);
- complete EA processes, in accordance with agency specific doctrine; and
- monitor the progress of the EA Alert and record the results.

EA Users are to maintain EA skills through regular skills maintenance processes, manage and maintain EA 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 SDCC Watch Desk to successfully complete.

2.4.4 Queensland Fire and Emergency Services Media

QFES Media assumes responsibility for communicating the dissemination of an EA to a broader audience on behalf of all requesting agencies that don't have a 24/7 media/comms service.

This communication takes place through social media and traditional media as well as publishing information about the EA on the Queensland Disaster Management website.

The content of the EA is formatted for Facebook and Twitter and posted on QFES accounts and the Queensland Disaster website.

QFES Media personnel contact pre-determined contacts at Commercial Radio Australia – affiliated radio stations in the affected area, as well as the Emergency Broadcast representative for ABC in the area to advise them that an EA has been issued. This contact triggers a set of protocols to be followed by the aforementioned organisations to frequently and repeatedly broadcast information relevant to the EA.

The same external organisations are contacted when the EA is cancelled so they can adjust their broadcasting protocols. It is important to cancel an EA when it is no longer current to avoid inaccuracies and unnecessary saturation of messaging.

If the hazard is a bushfire, the QFES Information and Warnings team assumes the above responsibilities. If QPS is the lead agency, they assume the above responsibilities.





2.4.5 EA Training

Section 16A(c) of the *Disaster Management Act 2003* (Qld) provides a legislative requirement for the Commissioner, QFES to ensure that persons involved in disaster operations are appropriately trained. 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 Warnings and Alerts” and Module 2 “Working with Emergency Alert”; and is undertaken by officers 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.

EA process and system familiarisation sessions can be requested through the SDCC Watch Desk for 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, refer Figure 3:

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.

The stages of EA use are underpinned by Australia’s Warning Principles, refer the [Public Information and Warnings Handbook \(aidr.org.au\)](https://www.aidr.org.au/public-information-and-warnings-handbook)

The management of consequences for warnings, particularly EA, needs to be specifically considered across the EA Stages (Figure 2).

When determining the most appropriate warning delivery system to use, consideration must be given to the management of warning consequences. According to the Australian Institute for Disaster Resilience², assessing risk can help determine when and how to issue a warning by evaluating:

- the hazard
- likely exposure to that hazard, and
- the vulnerability of the people who are exposed.

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

Refer summary of Consequence Management Considerations across all EA Stages in Appendix 1 and Requesting Officer Quick Reference Guide Appendix 2.

² [Public Information and Warnings Handbook, AIDR](https://www.aidr.org.au/public-information-and-warnings-handbook)



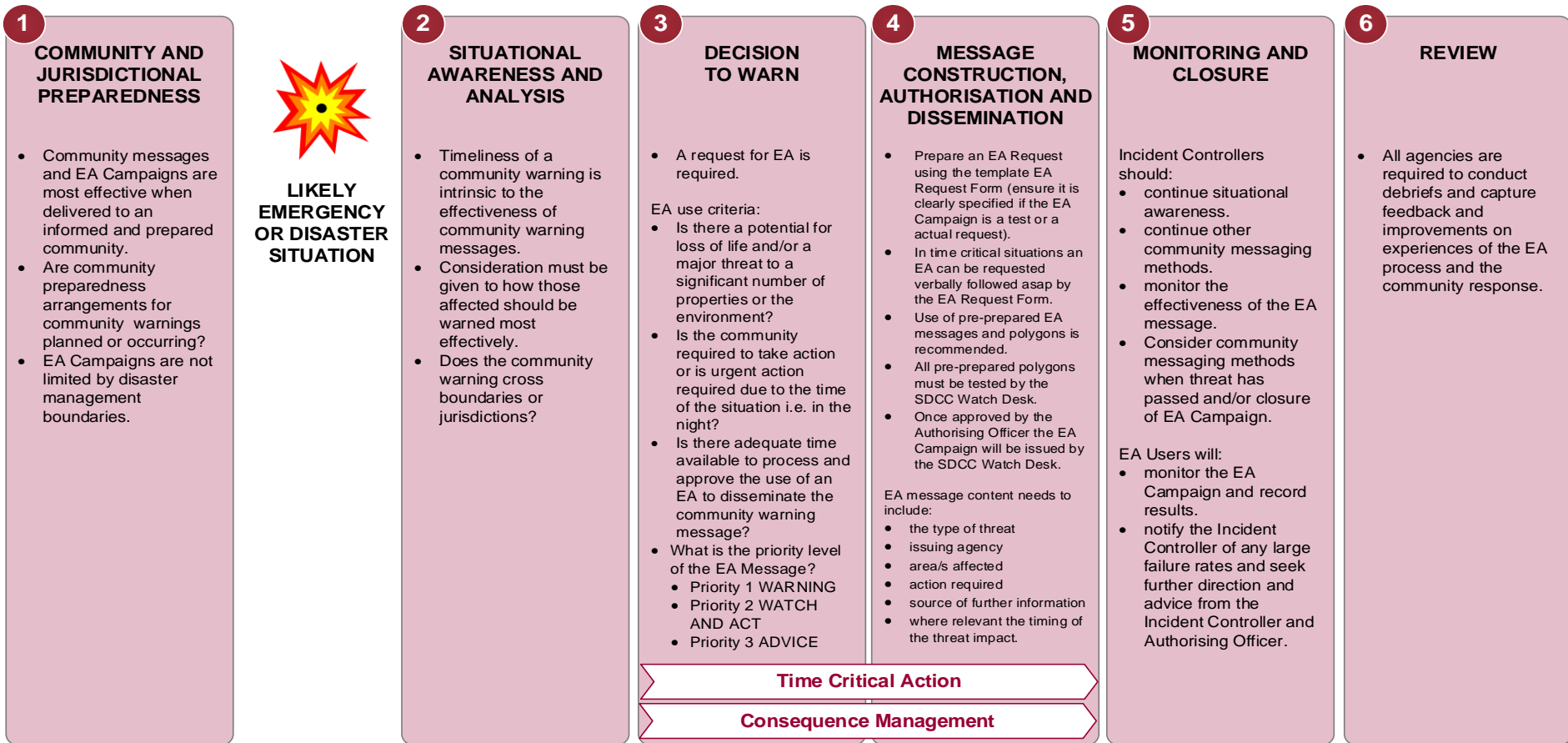


Figure 1 Stages of Emergency Alert Use



3.1 STAGE 1: Community and Jurisdictional Preparedness

Prior to a likely disaster or emergency situations, preparation of communities, particularly around warning messages 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 warning preparedness arrangements are considered in relevant plans (e.g. disaster management plans or community engagement plans).

Community expectations of government agencies and emergency services continue to grow in an era of rapidly evolving information sharing technologies. Experience from previous disasters highlight challenging expectations that timely, targeted, and tailored warnings will always be provided. Communities expect important information will be shared promptly and effectively³. Refer to the [Public Information and Warnings Handbook](#) and companion documents for further guidance and considerations on why warn and what to warn about.

Refer Consequence Management Considerations of this Stage in Appendix 1.

Triggers and pre-prepared warning messages and polygons need to be considered when undertaking disaster or emergency situation risk-based planning.

3.1.1 Neighbouring LDMG/LGA Arrangements

EAs are not limited to local, district, regional or state boundaries and can cross other neighbouring jurisdictions. When a disaster or emergency situation crosses boundaries, Requesting Officer agency and SDCC Watch Desk arrangements are required.

Neighbouring arrangements should 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 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 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 Requesting Officer or Requesting Officer agency should advise the other jurisdiction/s or boundary/ies during the EA process about the emergency, which is likely or is impacting on the jurisdiction and if the EA issued has neighbouring coverage. If early notification is not possible, information about the EA 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 about to be requested by the Requesting Officer or the Requesting Officer 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 Requesting Officer of any notifications provided to State, Territory or international jurisdictions.

Refer Consequence Management Considerations in Appendix 1.

³ [Australian Institute for Disaster Resilience Public Information and Warnings Handbook 2018](#)





3.2 STAGE 2: Situational Awareness and Analysis

The intent of a warning is to ensure timely and accurate information is made available to the community in a disaster or emergency situation. The aim is to empower people to make informed decisions about their safety. Timely preparation is key to ensuring the best results are achieved by utilising EA as a warning tool.

A community survey of impacted communities was conducted by the Queensland Inspector General, Emergency Management following the 2019-2020 bushfire season. Of the three communities surveyed, at least 75% said they would expect a text message to their mobile device when the threat of a disaster is identified.

Ongoing situational awareness and analysis is required to ensure information about an event informs timely decision-making to use EA. The outcome of situational awareness and analysis ensures the person making the decision to use EA (usually a Requesting Officer) 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 a community's preparedness level can influence the urgency of the warning and decision to use EA.

Refer Consequence Management Considerations of this Stage in Appendix 1.

3.3 STAGE 3: Decision to Warn

EA provides one method for warning delivery, 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 warning the communities.

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 an EA.

During an emergency, members of the community require warning information to be sent from a trusted source such as government and emergency service agencies and be accurate⁴.

⁴ [Royal Commission into National Natural Disaster Arrangements 2020 Chapter 13: Emergency information and warnings](#)





Requesting Officers considering the use of EA should also continue to use a range of other warnings, alerts and/or information to inform the community, such as social media, local disaster dashboards, radio, etc. It is essential agencies do not rely solely on telephony based warnings to inform the community of an emergency. Those responsible for decisions on warning communities need to ensure they are aware of EA and its capabilities, constraints, and complexities.

When considering an EA, considerations may include:

- Have the specific criteria been met for EA to be utilised Queensland?
- What is the message severity of the EA? Emergency Warning, Watch and Act or Advice?
- Is EA the most appropriate method to warn of the disaster or emergency situation?
- What other platforms is the information being made available?
- What is the network coverage like in the warning area? e.g. remote and regional areas.
- Is there enough time and resources for authorities to establish consequence management activities prior to the issuing of the EA? e.g. if people are requested to self-evacuate, where should they go and what facilities and resources will be required when they arrive.

The EA Process Map in Appendix 3 outlines the steps for Requesting Officers, SDCC Watch Desk and Authorising Officer from decision to warn (Stage 3) to the completion of an EA (Stage 5). The Routine EA Process is applied when a Requesting Officer decides to warn using EA and submits the EA Request Form.

In time critical situations, an EA can be initiated verbally by the Requesting Officer by contacting the SDCC Watch Desk. Verbal requests should be followed with the EA Request Form as soon as practicable.

The SDCC Watch Desk will then prepare the EA in the system and follow the Routine EA Process as outlined in Appendix 3: EA Process Map.

Refer Consequence Management Considerations of this Stage in Appendix 1.

3.3.1 Authorising Officer Approval without Delay

Should the decision to warn using EA be initiated by an EA User or Authorising Officer, to expedite the initiation and request of an EA, a direct AO approval without delay may be required. Circumstances in which an AO approval without delay may be used include:

- For rapid onset events e.g. tsunami; or
- Where there has been a serious disruption to communications, connectivity, or capacity and capability with local and district arrangements.

The SDCC Watch Desk will prepare the EA in the system and follow the AO approval without delay process outlined in Appendix 3: EA Process Map.

3.3.2 Notification of Delays

Where delays in the EA process or system are being experienced. or anticipated, the SDCC Watch Desk will notify the Requesting Officer and EA Notification Group, as relevant.

When there is a notification of delay, the Requesting Officer will then need to consider initiating or continuing other methods of informing, alerting, and warning the community.





3.4 STAGE 4: Message Construction and Dissemination

The EA Request Form is provided in Appendix 4 and on the [Disaster Management Website](#). The form is completed for each EA. The form captures the relevant information for the EA to be processed. A completed and signed EA form is required to be submitted to the SDCC Watch Desk for each EA and for records management.

Where a verbal request or AO approval without delay process is required, the EA Request Form is completed as soon as practicable.

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 6).

Message content should cover:

- the type of threat;
- threat severity
- the issuing agency;
- the affected area;
- action required;
- where to find more information; and
- where relevant, the timing of the threat impact.

EA messages should consider the principles outlined in the relevant National publications including [Warning Message Construction: Choosing your Words](#). Where possible, consult with your relevant agency's media unit or QFES Emergency Management Coordinator for the most appropriate wording and communication method guidance.

When the EA Request Form is submitted, the Requesting Officer completes the checklist outlined in Appendix 7 and the SDCC Watch Desk will follow the Routine EA Process as outlined in Appendix 3: EA Process Map.

3.4.1 General Message Format

Queensland has pre-planned message templates (refer Appendix 6) 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 telephone 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.

3.4.2 Voice Message

Location Base Number Store Voice (LBNS Voice) messages should be structured as in Section 3.4, Stage 4: Message Construction and Dissemination, and ideally provided to the SDCC Watch Desk as typed text.

LBNS Voice EAs are the slowest method of sending out an EA to the community. It is expected that 1,000 calls are made per minute. LBNS Voice messages are dispatched through one telecommunication provider.

It is preferred that no more than about 450 characters (including spaces) are used in an LBNS Voice message. This equates to a 35 second length message, which allows for the four second SEWS tone at the start of a warning message.

Other factors that impact the speed of delivery of LBNS Voice messages include the:

- length of the message e.g. if a message uses all 4,000 characters this could be 5 minutes long;
- need to convert the text to speech;
- need to playback the message for quality assurance
- number of reattempts (x3) made if the call is not answered.

Message formatting and spelling may be modified by the SDCC Watch Desk to allow for phonetically accurate pronunciation by the EA system.

If the SDCC Watch Desk is required to modify or adjust the message content, they will notify the Requesting Officer.

3.4.3 SMS Message to Mobiles

There are two methods of Short Message Service (SMS) EAs that can be sent:

- Based on the registered service address of the mobile service (referred to as, Location Based Number Store SMS – LBNS SMS)
- Based on the last known location of the mobile service (referred to as, Location Based Solution SMS – LBS SMS)

Further, each EA has an attached 'expiry' time period. This is the defined time-period for which the message will keep attempting to send the alert.

The expected speed of dispatch is 500 text messages per second. Less than 160 characters is preferred for SMS messages. Longer messages can be sent, however may place additional load on the EA system if multiple Alerts are being sent. Should a longer message be required, as not to compromise the intent of the EA message, then it is recommended that an LBS message be utilised. LBS message it is the fastest method of distributing the message as it utilises three telecommunications providers' networks compared to a LBNS message which uses one.

If the SDCC Watch Desk is required to modify or adjust the message content, they will notify the Requesting Officer.

3.4.4 Message Severity

As EA is a National system, shared with other jurisdictions, it is possible that multiple EAs will be running simultaneously across Australia. In Queensland, the SDCC Watch Desk will prioritise EAs with a higher priority (message severity) and they will take precedence over those with a lower priority to enable messages to be sent to those in greater danger. The Priority 1: Emergency Warning is considered the highest-level warning.





The Requesting Officer 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 message severity levels.

Message Severity	Priority	General Meaning
Emergency Warning	1	You may be in danger and need to take action immediately. Any delay now puts your life at risk.
Watch and Act	2	There is a heightened level of threat. Conditions are changing and you need to start taking action now to protect you and your family.
Advice	3	There is no immediate danger. Stay up to date in case the situation changes.

Figure 2 Emergency Alert message severity levels

The Standard Emergency Warning Signal (SEWS) is a distinctive audio signal that is used to alert the community to the broadcast of an urgent safety message relating to a major or significant emergency event. If a priority 1 – Warning level message is sent, the voice messages sent will be preceded by SEWS.

3.4.5 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 be completed 2D shapes. The warning 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 Requesting Officer. 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.

Valid polygons are typically with simple designs and no curves. Complex designs and curves in the polygon shape make processing an EA warning slower.

Polygons with curves, complex designs, or incomplete shapes will need to be modified prior to processing. This can be done by the Requesting Officer.



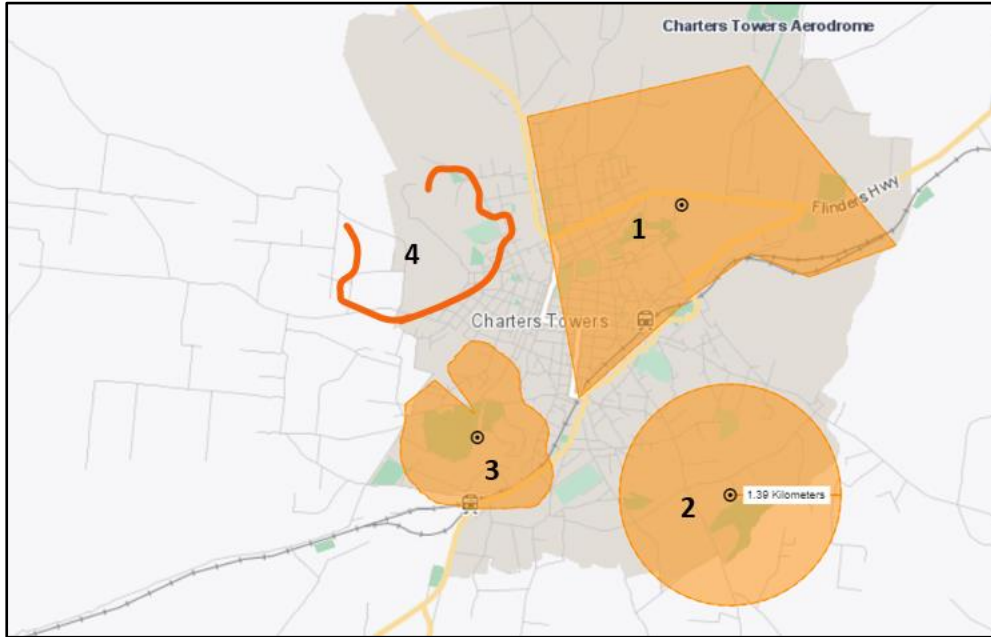


Figure 3 Valid and Invalid polygon types. Valid Polygons (Polygon 1, 2 and 3) are suitable shapes. Invalid polygons (Polygon 4) cannot be processed while incomplete.

To ensure timely dissemination of an EA, polygon shape files and/or pre-prepared polygon 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.

3.4.6 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 a Queensland Government Platform.

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.

For more information about Polygon Spatial Requirements, refer to Appendix 5.

3.4.7 Threat Direction

A Threat direction is available to be used in an Emergency Warning (Priority 1) message and can only be used for a voice or LBNS message. 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. Where a threat direction is required, the Requesting Officer must provide a map or clear directions to indicate where the threat is coming from and the direction of the threat.

For example, a threat direction would enhance an EA 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. Refer Consequence Management Considerations in Appendix 1.

3.4.8 Who receives an EA?

Location Based Solution Messaging: Location-based EAs are based on the last known location of a mobile device. Several factors can affect the delivery of EA messages including, but not limited to:

- Weather





- Terrain
- Buildings/obstructions
- Power outages
- Movement of the mobile phone

While a polygon defines a warning area, mobile phones outside the designated warning area may also receive the message. Figure 4 demonstrates how mobile phones connected to the same tower/s that services the warning area are likely to receive the warning message. Phones connected to mobile phone towers that do not service the warning area are not likely to receive the message.

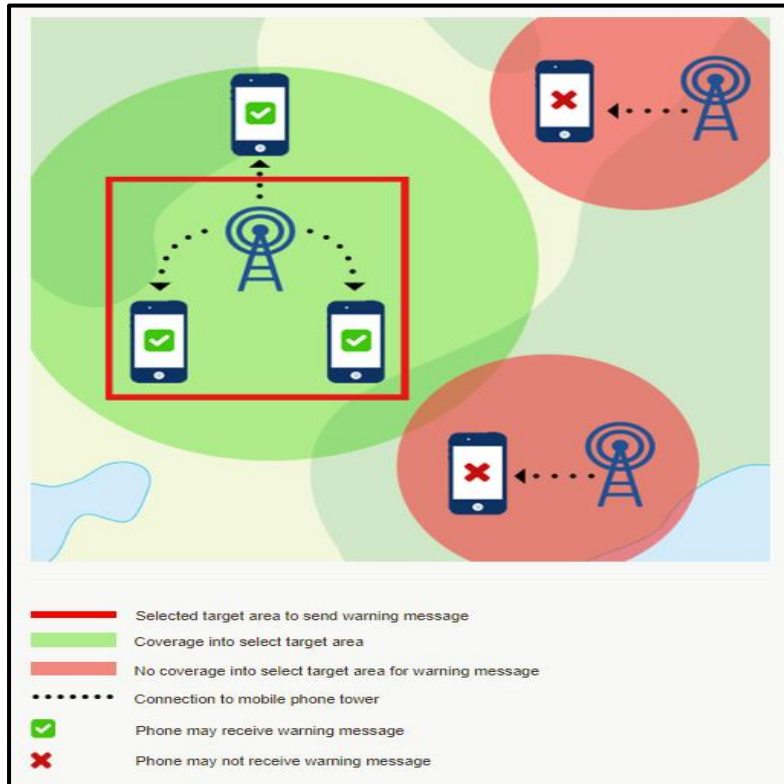


Figure 4 Location based delivery of EA warnings may result in some phones not in the defined warning area receiving the EA warning if they are connected to a mobile phone tower servicing the warning area.

For a LBS EA, the mobile device must first be 'located' by the telecommunication carrier and if its last known location (within the last 60 minutes) is within the EA polygon area, only then, this mobile device will be part of the LBS alert recipient list. Additionally:

- If the device had no reception in the 60 minutes prior to the telecommunication carrier attempting to 'locate' the device, then it will not become part of the recipients list and will not receive the EA message;
- If the mobile device had reception at the time when the telecommunication carrier attempted to 'locate' the mobile device, it will then become part of the recipients list. However, should the mobile device lose reception, and stays in that state until the EA has expired before the carrier has sent the message, this device will not receive the EA message. If the device regains reception before the EA has expired, the device will receive the EA message.





SMS Service Address Based Message / Voice to Landline Phones:

The LBNS uses the billing address information from the IPND so that it can collate numbers and addresses that can be located on a map and be used for delivering alerts to a particular area. The LBNS never receives any names of individuals or businesses in the information it receives from the IPND. When operating Emergency Alert, the EA User in Queensland does not have access to customer name details for any telephone number. The emergency service organisations do not have access to telephone numbers when sending a warning message through the Emergency Alert system. In addition, information on telephone locations on individual telephone locations is not visible to the EA User.

This allows messages to be sent to residents via a text message who may not be in the warning area at the time. These EAs will not send messages to people travelling in the warning area if their billing address is outside the warning area. The accuracy of the LBNS is governed by correct details provided by the owner of the phone account and to their service provider.

Due to system limitations, it is possible for telephones outside the defined polygon area to receive warning messages. Due to this, it is imperative to ensure messages are clear, and all other avenues for community warnings are updated.

3.4.9 Authorisation Process

When the EA is ready for dissemination, the SDCC Watch Desk will confirm the polygon area and message content with Requesting Officer and AO. In the circumstances, outlined in Section 3.3.1, where AO approval without delay has occurred, confirmation of the polygon area and message content is only required from the AO.

The Requesting Officer and/or AO may identify adjustments to the polygon area and message content and follow the Routine EA Process as outlined in Appendix 3: EA Process Map.

Refer Consequence Management Considerations in Appendix 1.

The SDCC Watch Desk can assist in determining the appropriate Authorising Officer for the warning type in a very timely manner. The Watch Desk has access to contact details for all current position holders across Queensland Government agencies.

3.4.11 Dissemination

Upon the confirmation from the Requesting Officer and AO, the SDCC Watch Desk will seek final approval by the AO. The EA is then submitted for release in the EA system by the SDCC Watch Desk and transmitted by the EA System to the warning area.

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

- notification from the official warning agency e.g. websites, local disaster dashboards;
- 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 warn others e.g. neighbours, family and other community members when an EA message is received.

Refer Consequence Management Considerations in Appendix 1.

3.5 STAGE 5: Monitoring, Closure and Review

3.5.1 Real-time Monitoring: EA Monitor and Review

The SDCC Watch Desk monitors the EA in real time and reports any EA issues to the Requesting Officer and AO.

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

Refer Consequence Management Considerations in Appendix 1.

3.5.2 Real-time Monitoring: EA Completion

The agency responsible for issuing the initial messages (Requesting Officers 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.

Refer Consequence Management Considerations in Appendix 1.

3.6 STAGE 6: 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, supporting documentation and training is to be reviewed when required.

Data obtained during the real-time monitoring of an EA 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.

Refer Consequence Management Considerations of this Stage in Appendix 1.





CHAPTER 4: REFERENCES

- Royal Commission into National Natural Disaster Arrangements, 28 October 2020⁵
- Australian Government Attorney-General's Department, Australian Disaster Resilience Handbook Collection, Public Information and Warnings 2018⁶
- Comrie, N., 2011. *Review of the 2010–11 Flood Warnings & Response*. [online] State Government Victoria, pp.88-89⁷
- Emergency Management Victoria, 2014. *National Review of Emergency Alert – Consolidated Report of Findings*. IPSOS Social Research Institute, pp.9, 16, 26,33, 59-60⁸
- Mackie, B., 2014. *Warning fatigue is not a myth: Understanding why people do or don't respond to warnings*. Fire Note. [online] Bushfire Cooperative Research Centre & Australasian Fire and Emergency Service Authorities Council, pp.1-4⁹
- National Emergency Alert Website¹⁰
- Communicating with People with Disability; National Guidelines for Emergency Managers 2013¹¹
- Queensland's Prevention, Preparedness, Response and Recovery Disaster Management Guideline¹²
- Queensland Disaster Management Website¹³
- Full suite of AIDR publications for public information and warnings¹⁴
- Mapping Resources located at GeoScience Australia¹⁵

⁵ <https://naturaldisaster.royalcommission.gov.au/>

⁶ https://www.aidr.org.au/media/6504/public_information_and_warnings_handbook.pdf

⁷ http://floodsreview.archive.vic.gov.au/images/stories/documents/review_20101011_flood_warnings_and_response.pdf

⁸ <https://knowledge.aidr.org.au/media/5659/national-review-warnings-information-final-report-anzemc-endorsed.pdf>

⁹ https://www.bushfirecrc.com/sites/default/files/managed/resource/fire_note_122_low_res.pdf

¹⁰ <http://www.emergencyalert.gov.au/>

¹¹ https://icrtourism.com.au/wp-content/uploads/2013/11/6_Communicating-with-People-with-Disability-National-Guidelines-for-Emergency-Managers.pdf

¹² <http://www.disaster.qld.gov.au/dmg/Documents/QLD-Disaster-Management-Guideline.pdf>

¹³ <http://www.disaster.qld.gov.au/Pages/default.aspx>

¹⁴ <https://knowledge.aidr.org.au/resources/public-information-and-warnings-handbook/>

¹⁵ <https://www.qa.gov.au>





APPENDIX 1: EA CONSEQUENCE MANAGEMENT CONSIDERATIONS

Stage of EA	Considerations
Stage 1: Community and Jurisdiction Preparedness	<input type="checkbox"/> Do you have arrangements to ensure vulnerable groups in the community and/or transient people understand EA?
	<input type="checkbox"/> Have you developed pre-prepared EA messages and polygons in relation to likely hazards and services based on risk assessments?
	<input type="checkbox"/> Have pre-prepared EA Messages and Polygons been tested by the SDCC Watch Desk?
	<input type="checkbox"/> Do documents describe community warnings and EA use processes and triggers?
	<input type="checkbox"/> Are agencies exercised in community warnings and EA processes?
	<input type="checkbox"/> Is there effective and ongoing community engagement and preparedness programs on community warnings?
	<input type="checkbox"/> Do arrangements and programs promote shared responsibility and resilience?
	<input type="checkbox"/> Does the community understand risks in their environment?
	<input type="checkbox"/> Do you have cross-border and/or cross boundary plans and/or existing arrangements?
	<input type="checkbox"/> Are cross border and/or boundary plans and/or existing arrangements current?
	Stage 2: Situational Awareness and Analysis
<input type="checkbox"/> Have other delivery methods of community warning, alert or information been initiated?	
<input type="checkbox"/> Has any critical infrastructure been affected by the disaster or emergency situation?	
<input type="checkbox"/> Is it likely warnings will be required?	
<input type="checkbox"/> What is the most effective warning delivery methods suited to the disaster or emergency situation?	
<input type="checkbox"/> Are there any actions or directions for the community to follow, are there any language barriers?	
<input type="checkbox"/> Consider how the community will respond to the warning?	
<input type="checkbox"/> Will the warning cause flow on impacts, such as congestion to the traffic or telephone network?	
<input type="checkbox"/> Can websites support an increase in their user load, will there be an impact upon emergency numbers such as triple zero?	
<input type="checkbox"/> Is there sufficient time to warn the community using EA?	
<input type="checkbox"/> Are there known power or telecommunication blackout areas which will limit the effectiveness of an EA?	
<input type="checkbox"/> How effective is it to use EA for the situation requiring a warning?	
<input type="checkbox"/> Are there more effective delivery methods to warn the community?	





Stage of EA	Considerations
	<ul style="list-style-type: none"> <input type="checkbox"/> What is the severity of the EA message? Warning, Watch and Act or Advice? <input type="checkbox"/> Are there neighbouring boundary/s also issuing EA and the potential the community within either jurisdiction receiving duplicated or conflicting community warnings? <input type="checkbox"/> Is EA the most appropriate warning for the disaster or emergency situation? <input type="checkbox"/> Have checks been done with other warning agencies to avoid duplication? <input type="checkbox"/> Have call centres been briefed? <input type="checkbox"/> Have other affected agencies, local government, LDMGs, DDMGs etc. been informed? <input type="checkbox"/> Have you considered the delivery of warnings for operations which cross jurisdictional borders? <input type="checkbox"/> Will the decision to use EA activate our evacuation plans or processes?
<p>Stage 3: Message construction and dissemination</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Are the messages consistent across different sources available to the general public? <input type="checkbox"/> Is the message simple, clear and brief? <input type="checkbox"/> Are messages disseminated using a variety of delivery mechanisms, and do they complement each other to produce a complete picture? <input type="checkbox"/> Do the messages contain all relevant pertinent details? <input type="checkbox"/> Are the messages presented in a way which is easily and quickly understood? <input type="checkbox"/> Have relevant community message platforms and other sources of further information been updated? i.e. local government website, social media feeds? <input type="checkbox"/> Are media outlets aware an EA is being issued? <input type="checkbox"/> Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning) <input type="checkbox"/> Is the message relevant to the community receiving the EA? <input type="checkbox"/> Is the message worded in accordance with advice from the relevant agencies? <input type="checkbox"/> Is a threat direction required? (Can only be used for EA Warnings) <input type="checkbox"/> Have all pre-prepared EA messages and polygons been tested by the SDCC Watch Desk? <input type="checkbox"/> 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? <input type="checkbox"/> Are you aware to avoid garbled messages causing confusion weak signals will not receive an EA message? <input type="checkbox"/> Are messages compliant with relevant commonwealth and jurisdictional legislation and policy? <input type="checkbox"/> Has an authorised person approved the message for dissemination? <input type="checkbox"/> Have you maintained a record of the message approval and delivery process?





Stage of EA	Considerations
Authorisation Stage 4/5: Monitoring, Closure and Review	<input type="checkbox"/> Has the AO verified the Requesting Officer 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 Requesting Officer's decision making process to use EA for a community warning message tool.)
	<input type="checkbox"/> Has QFES/QPS Media (or QFES Information and Warnings for bushfire) issued information to the media and start uploading data to websites and QFES social media pages?
	<input type="checkbox"/> Have Smart Services Queensland, Policelink or other relevant and applicable call centres been warned of possible increase in calls?
	<input type="checkbox"/> Has verification been provided by the Requesting Officer that any on-the-ground consequence management measures are in place or at least in the process of being established?
	<input type="checkbox"/> Is there a need for the AO to appoint a consequence management coordinator?
	<input type="checkbox"/> If applicable, was the Requesting Officer notified of any EA issues/delays?
	<input type="checkbox"/> Does the community require subsequent warnings, alerts or information about the disaster or emergency situation?
	<input type="checkbox"/> Is the disaster or emergency situation easing?
	<input type="checkbox"/> Has www.disaster.qld.gov.au been updated by QFES/QPS Media (or QFES Information and Warnings for a bushfire)?
	<input type="checkbox"/> Has the community been notified the disaster or emergency situation has eased or ended?
<input type="checkbox"/> What improvements can be made to the EA process?	





APPENDIX 2: REQUESTING OFFICER QUICK REFERENCE GUIDE

Requesting Officer Quick Reference Guide EMERGENCY ALERT



DECISION TO WARN

Emergency Alert (EA) is one of many methods used to deliver community warnings. The following criteria must be met for EA to be utilised in Queensland:

- 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 take action** e.g. 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** e.g. a community needing to be warned/act urgently or during the night.



HOW TO REQUEST AN EMERGENCY ALERT?

1. Phone the SDCC Watch Desk (07) 3635 2387 to advise an EA being developed
2. Complete EA Request Form or verbally dictate to the SDCC Watch Desk on (07) 3635 2387
3. Notify your LDMG and DDC/DDMG
4. Notify any impacted neighbouring LDMG/LGAs
5. Review consequence management arrangements (refer to EA Manual)
6. Email the EA Request form to the SDCC Watch Desk SDCC@qfes.qld.gov.au
7. Requesting Officer needs to be available by phone should SDCC Watch Desk need to contact you.

YOUR QFES EMERGENCY MANAGEMENT COORDINATOR CAN ASSIST



MESSAGE TIPS

- **Voice Message** (landlines) - Ideally only for Emergency Warnings messages
 - **Less than 450 characters preferred** for voice messages. Longer messages may delay the message delivery. Emergency Warning voice messages will be preceded with the Standard Emergency Warning Signal (SEWS).
 - Message may be modified by the SDCC Watch Desk to allow for phonetically accurate pronunciation by the EA system.
- **SMS Location Based** (physical location of the mobile when EA distributed)
 - SMS Location Base messages is recommended for larger areas.
- **SMS Service Address** (registered Billing Address)
 - **Less than 160 characters preferred** for SMS messages. Longer messages can be sent, however may place additional load on the EA system if multiple Alerts are being sent.

MESSAGE SEVERITY		
EMERGENCY WARNING	1	You may be in danger and need to take action immediately. Any delay now puts your life at risk.
WATCH & ACT	2	There is a heightened level of threat. Conditions are changing and you need to start taking action now to protect you and your family.
ADVICE	3	There is no immediate danger. Stay up to date in case the situation changes.



KEY CONTACTS

SDCC WATCH DESK	(07) 3635 2387
QFES EMERGENCY MANAGEMENT COORDINATOR	
DDMG EXECUTIVE OFFICER	
NEIGHBOURING LDMG/LGAs	





MESSAGE CONSTRUCTION – CONSIDERATIONS:

- type of threat
- threat severity
- issuing agency
- affected area
- action community needs to take
- where further information can be found; and
- where relevant, the timing of the threat impact.

Examples of good Emergency Warning SMS messages:

Floodsville Council EMERGENCY WARNING Flood coming. Sandy Village LEAVE BY 3PM. Listen to local radio, go to floodsville.qld.gov.au/DisasterPortal

Floodsville Council EMERGENCY WARNING Flood happening now. Sandy Village LEAVE NOW. Listen to local radio, go to floodsville.qld.gov.au/DisasterPortal

Floodsville Council EMERGENCY WARNING Flood happening now Sandy Village IT IS TOO DANGEROUS TO LEAVE. GET UP AS HIGH AS YOU SAFELY CAN. Listen to radio go to floodsville.qld.gov.au/DisasterPortal

ENSURE YOUR EA MESSAGE IS CLEAR AND SIMPLE



POLYGON TIPS

Do you have pre-prepared polygons or EA Request forms on the DM Portal?

- Keep shapes simple (less than 15 vertices)
- No spaces or special characters in shape file name
- No additional file extensions to those listed
- Circular shape files are accepted in GML format
- File name convention:
HazardName_Agency_ExtentNumber e.g.
Flood_MRC_01

GIS Format	Required File Extensions
KML (preferred)	*.kml, *.kmz
GML	*.gml
GeoJSON	*geoJSON

Polygon recommended size:

For optimal efficiency of the EA System we recommend the polygon meets the conditions for the given campaign mode:

- voice: approx. 5,000 recipients/devices
- service address SMS: approx. 80,000 recipients/devices
- location based SMS: approx. 150,000 recipients/devices

Phone the SDCC Watch Desk on (07) 3635 2387 if you are unable to produce a polygon shape file. Street names can be used; or send a map which shows the boundaries and direction of North.

THE SDCC WATCH DESK CAN ASSIST (07) 3635 2387



IMPORTANT LINKS

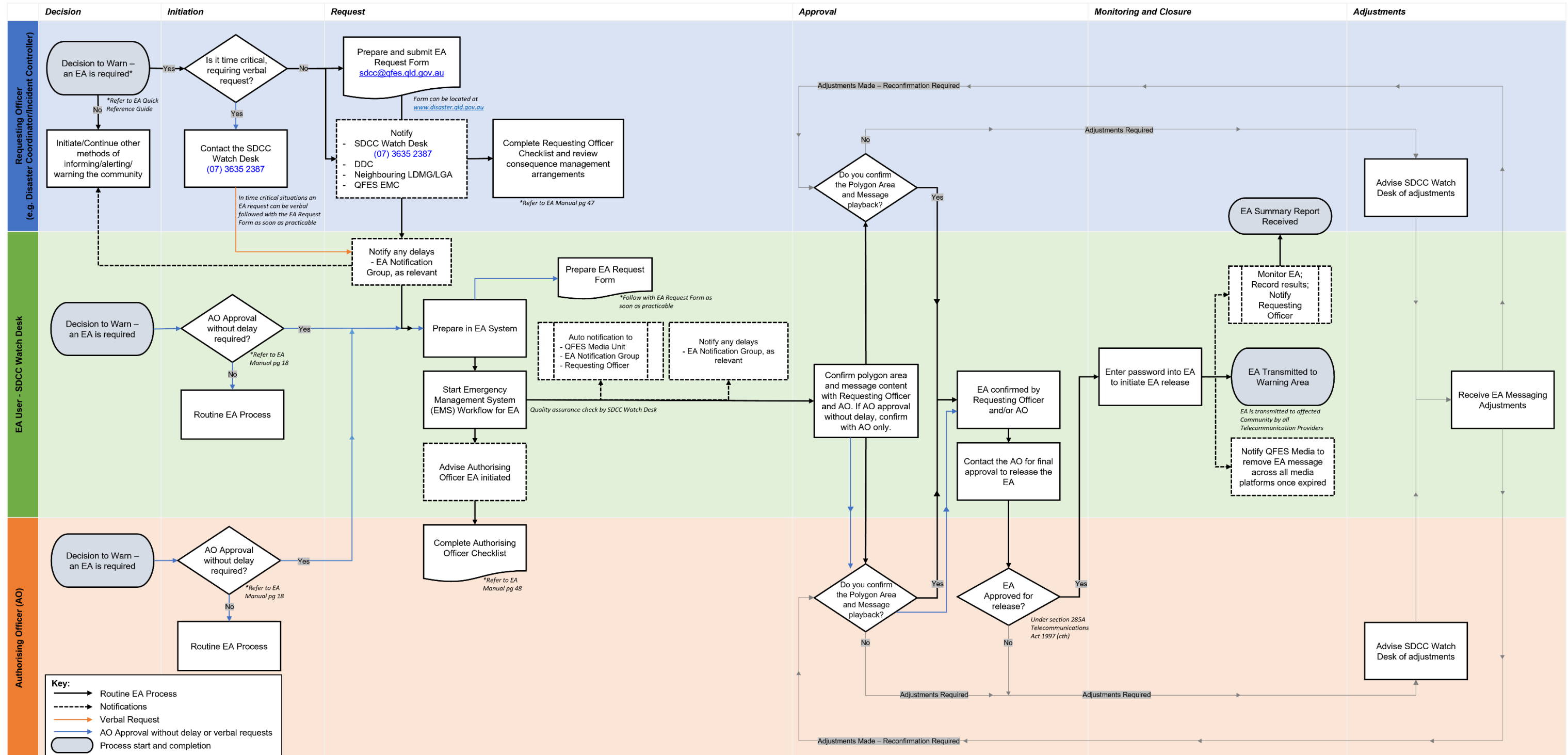
- Queensland Emergency Alert Manual M.1.174
<https://www.disaster.qld.gov.au/dmg/st/Documents/M1174-Queensland-Emergency-Alert-Manual.pdf>
- EA Request form
<https://www.disaster.qld.gov.au/dmg/st/Documents/F1177-EA-Request-Form.docx>



Queensland Emergency Alert Manual M.1.174 QR Code




APPENDIX 3: EMERGENCY ALERT PROCESS MAP





APPENDIX 4: EA REQUEST FORM

 <p>Queensland Government</p>	PHONE THE SDCC WATCH DESK (07) 3635 2387 – ADVISE EA IS BEING DEVELOPED			
	EMERGENCY ALERT REQUEST			
	Location of Alert: (e.g. Suburb, Town)	Date:		
LGA/Agency requesting:	Time:			
Requesting Officer (e.g. Disaster Coordinator/Incident Controller) Name: Agency/Position:		Telephone: (SDCC Watch Desk may telephone you)		
Email:				
Advised	LDC/LDMG: <input type="checkbox"/> YES	DDC/DDMG: <input type="checkbox"/> YES	Neighbouring LDMG/LGA: <input type="checkbox"/> YES <input type="checkbox"/> N/A	
Send Alert	Immediately: <input type="checkbox"/> YES	Scheduled: <input type="checkbox"/> YES	Date & Time / / : hrs	
Event Type	<input type="checkbox"/> Cyclone	<input type="checkbox"/> Storm Tide	<input type="checkbox"/> Flash Flood	<input type="checkbox"/> Flood
	<input type="checkbox"/> Bushfire	<input type="checkbox"/> Fire Incident	<input type="checkbox"/> Smoke / Toxic Plume	<input type="checkbox"/> Chemical Spill
	<input type="checkbox"/> Tsunami (Sent as Location Based Text Message ONLY)			
	<input type="checkbox"/> Other (please specify):			
Distributed by: (Channel)	<input type="checkbox"/> Voice (Landline only)	<input type="checkbox"/> SMS – Location Based (Location of phone at time of distribution)	<input type="checkbox"/> SMS – Service Address Based (Registered billing address)	
Message Severity	<input type="checkbox"/> Emergency Warning (Activates SEWS)		<input type="checkbox"/> Watch & Act	<input type="checkbox"/> Advice
Threat Direction Required? (e.g. Fire, Chemical Spill, Dam Spill)	<input type="checkbox"/> YES <input type="checkbox"/> N/A	Threat location indicated on map? Only For Emergency Warning Voice & Service Address SMS		<input type="checkbox"/> YES <input type="checkbox"/> N/A
EA Messaging Filename (Doc, Pdf):	Polygon Filename, (Kml, Kmz, Gml, GeoJSON):			
	Number of polygons ____ (if multiple, attach list in order of priority)			
Supplied via: <input type="checkbox"/> DM Portal <input type="checkbox"/> Email <input type="checkbox"/> Verbal <input type="checkbox"/> Other Other (please specify):	Supplied via: <input type="checkbox"/> DM Portal <input type="checkbox"/> Email <input type="checkbox"/> Verbal <input type="checkbox"/> Other Other (please specify):			
Voice: Type or handwriting, max 4000 characters incl. spaces. (Ideally message should be < 450 characters)				
SMS: Type or handwriting, use capitals for clarity, max 612 characters incl. spaces. (Ideally should be < 160 characters incl. spaces)				
Remove EA from websites:	<input type="checkbox"/> 12 hrs	<input type="checkbox"/> 24 hrs	<input type="checkbox"/> 48 hrs	<input type="checkbox"/> Specify Date & Time: / / : hrs
	<input type="checkbox"/> Replace previous EA message		<input type="checkbox"/> Check back in 12 hrs:	Contact #:
Requesting Officer:	Signature:		Date: / /	
Send to sdcc@qfes.qld.gov.au and telephone (07) 3635 2387 to confirm receipt				
FOR USE BY SDCC				
EA Request Form completed by: SDCC Watch Desk <input type="checkbox"/> Requesting Officer <input type="checkbox"/>				
Notification of any delays provided to Requestor: <input type="checkbox"/> YES <input type="checkbox"/> NO				
EA User Name:			Emergency Alert No:	
Signature: _____ Date: / /			EMS EA Campaign Report ID:	
Authorising Officer Name:				
Signature: _____ Date: / /				
Report provided to Requestor on EA outcomes: <input type="checkbox"/> YES <input type="checkbox"/> NO				
<i>The EA Manual, EA Quick Reference Guide, EA Request Form Template are available at: www.disaster.qld.gov.au</i>				





APPENDIX 5: EA POLYGON SPATIAL REQUIREMENTS

EA can 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, SDCC Watch Desk 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 s.

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. The EA Request Form is available on the Disaster Management Website.

Spatial Format

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

GIS Format	Required File Extensions
KML (preferred option)	*.kml, *.kmz
GML	*.gml,
GeoJSON	*geoJSON

For optimal efficiency of the EA system the following should be considered when preparing polygon shape files:

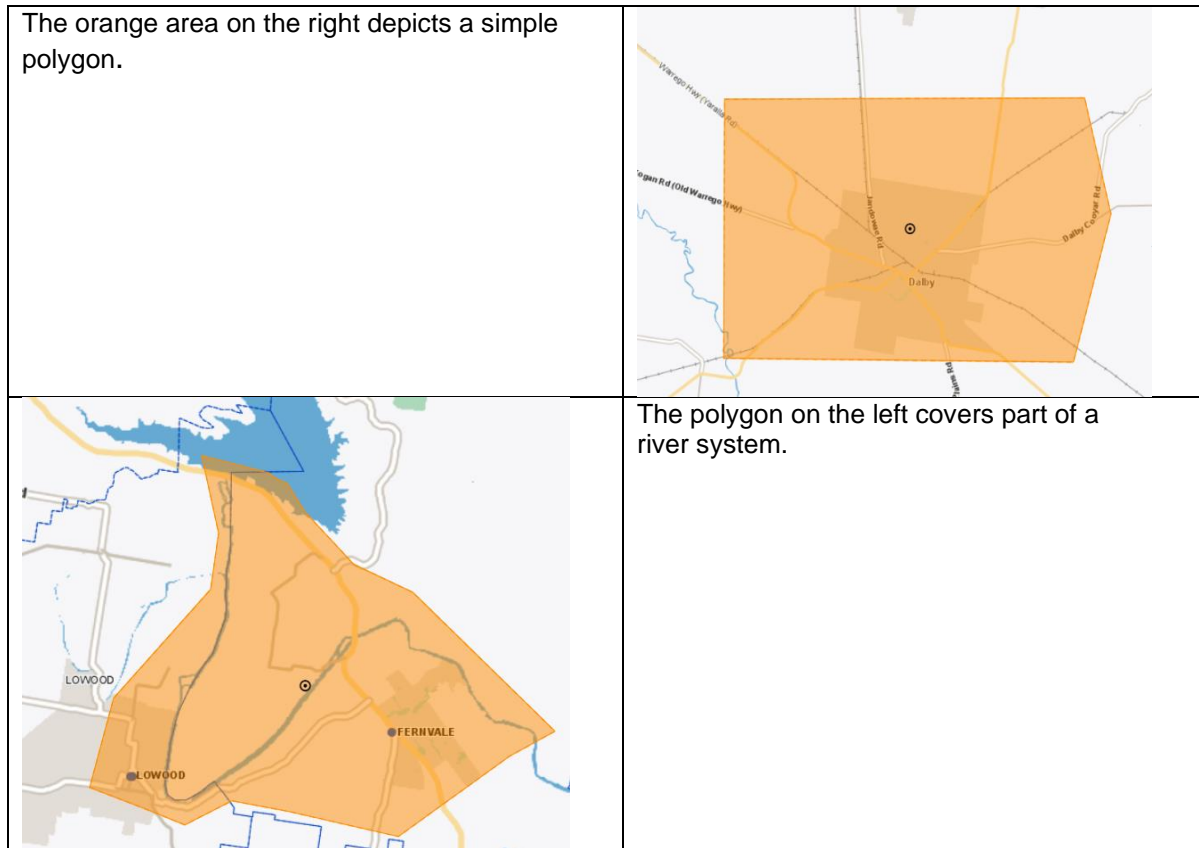
- Polygons with many vertices can slow the EA system, keep the polygon shape as simple as possible (less than 15 vertices).
- KML (Keyhole Markup Language) files are the preferred format as they are stable and only have one file. KML files can easily be created by most GIS products (including Google Earth).
- 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.
- Circular shape files are able to be accepted in the GML file format.
- Polygon names should follow the file naming conventions detailed further in this appendix.

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:



Projection Definition

The EA system operates utilising the [World Geodetic system 1984 \(WGS84\)](#) projection.

EA Considerations

When Requesting Officers are predefining warning areas the following considerations should be followed to ensure the timely notification of EAs.

- Limit the number of notifications for each warning area to:
 - Location Based (LBS) text messages
 - approximately 150,000 recipients/devices if multiple EAs are being sent, and
 - up to 250,000 recipients/devices if a single EA is being sent.
 - Service Address Based text messages
 - approximately 80,000 recipients/devices for messages more than 160 characters;
 - approximately 100,000 recipients/devices for messages less than 160 characters, if multiple EAs are being sent, and
 - up to 180,000 recipients/devices for messages less than 160 characters, if a single EA is sent.
 - Voice messages (estimated landlines in a polygon):
 - approximately 5,000 voice notifications if more than 1,000 characters in the message, and
 - up to 10,000 voice notifications if less than 1,000 characters are used.
- QFES will provide advice to the agencies if numbers are excessive





- When defining warning areas 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 down as the EA system searches for phone numbers in the polygon.

Pre-prepared shape files are to be checked with the SDCC Watch Desk to ensure it can be loaded into the EA system prior to a disaster or emergency. KML shape files are preferred due to their stability across systems and reduced likelihood of file corruption.

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 – **HazardName_Agency_ExtentNumber**

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 - HazardName_Agency_Dam
Name_ExtentNumber

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.

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.

Internal QFES personnel can share a file up to 30 megabytes from One Drive.

For further advice, contact the SDCC Watch Desk.

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 and there must be a minimum of four coordinates (see Note 2). 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 6: SAMPLE MESSAGE 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

Hazard Type	Severity	Voice	Text Message
Cyclone	Emergency Warning	Emergency. Emergency. This is a Cyclone Emergency Warning from [REQUESTING AGENCY NAME]. [LOCATION] is [being impacted / about to be impacted] by [Severe] Tropical Cyclone [NAME]. TAKE SHELTER NOW in the strongest part of the building you are in. This will be away from big windows. It could be a bathroom or hallway. STAY THERE. Listen to local radio or visit [RELEVANT URL] for warning updates. For cyclone help, call the SES on 1 3 2 500.	[REQUESTING AGENCY NAME] Cyclone Emergency Warning for [LOCATION]. TAKE SHELTER NOW in the strongest part of the building you are in. Listen to local radio or [RELEVANT URL] for more information.
Cyclone	Watch and Act	This is a Cyclone Watch and Act warning from [REQUESTING AGENCY NAME]. [LOCATION] [is likely to be / will be] impacted by [Severe] Tropical Cyclone [NAME] [TIMEFRAME]. PREPARE NOW TO TAKE SHELTER. Listen to local radio, or visit [RELEVANT URL] for warning updates. For cyclone help, call the SES on 1 3 2 500.	[REQUESTING AGENCY NAME] Cyclone Watch and Act warning. PREPARE NOW TO TAKE SHELTER. Listen to local radio or [RELEVANT URL] for more information.
Cyclone	Watch and Act	This is a Cyclone Watch and Act warning from [REQUESTING AGENCY NAME]. [Severe] Tropical Cyclone [NAME] [is causing / may cause] damage and cut off roads around [LOCATION]. PREPARE NOW FOR ISOLATION. Listen to local radio, or visit [RELEVANT URL] for warning updates. For cyclone help, call the SES on 1 3 2 500.	[REQUESTING AGENCY NAME] Cyclone Watch and Act warning. PREPARE NOW FOR ISOLATION. Listen to local radio or [RELEVANT URL] for more information.
Cyclone	Advice	This is a Cyclone Advice warning from [REQUESTING AGENCY NAME]. [LOCATION] may be affected by [Severe] Tropical Cyclone [NAME]. [STAY INFORMED / PREPARE NOW]. Destructive winds are likely in [NUMBER] hours OR from [TIME]. You should prepare your property and emergency kit. For more information listen to local radio, or visit [RELEVANT URL]. For cyclone damage assistance contact the SES on 1 3 2 500	[REQUESTING AGENCY NAME] Cyclone Advice warning. Destructive winds are possible in [XX] hours OR at [TIME]. [STAY INFORMED / PREPARE NOW]. Listen to local radio or [RELEVANT URL] for more information.
Storm Surge	Emergency Warning	Emergency. Emergency. This is a Storm Surge Emergency Warning from [REQUESTING AGENCY NAME]. [LOCATION] is likely to be impacted by a very dangerous storm surge in [NUMBER] hours OR at [TIMEandDAY]. [LEAVE IMMEDIATELY / LEAVE BY XX:XX]. [Evacuation centre location] Listen to local radio or go to [RELEVANT URL] for warning updates.	[REQUESTING AGENCY NAME] Storm Surge Emergency Warning for [LOCATION]. A dangerous storm surge is likely to impact [TIMEFRAME]. [LEAVE IMMEDIATELY / LEAVE BY XX:XX] [Evacuation centre location]. Listen to local radio or [RELEVANT URL] for more information.

Hazard Type	Severity	Voice	Text Message
Storm Surge	Watch and Act	This is a Storm Surge Watch and Act warning from [REQUESTING AGENCY NAME]. [LOCATION] is likely to be impacted by a very dangerous Storm Surge in [NUMBER] hours OR at [TIMEandDAY]. People in the area must [MOVE TO HIGHER GROUND NOW / PREPARE TO LEAVE]. Warn others. Listen to local radio or visit [RELEVANT URL] for more information.	[REQUESTING AGENCY NAME] Storm Surge Watch and Act warning for [LOCATION]. A dangerous Storm Surge is likely [in XX hours / by XX:XXAM/PM] [MOVE TO HIGHER GROUND NOW / PREPARE TO LEAVE]. Listen to local radio or [RELEVANT URL] for more information.
Storm Surge	Advice	This is a Storm Surge Advice warning from [REQUESTING AGENCY NAME]. [LOCATION] may be impacted by a dangerous Storm Surge [in XX hours / by TIMEandDAY]. PREPARE NOW FOR POSSIBLE STORM SURGE. Prepare your home. Pack an emergency kit. Decide now where you will go if the storm surge starts. Listen to local radio or visit [RELEVANT URL] for more information.	[REQUESTING AGENCY NAME] Storm Surge Advice warning for [LOCATION]. Dangerous Storm Surge is possible [in XX hours / by TIMEandDAY]. PREPARE NOW FOR POSSIBLE STORM SURGE. Listen to local radio or [RELEVANT URL] for more info.
Riverine Flood	Emergency Warning	Emergency. Emergency. This is a flood Emergency Warning from [REQUESTING AGENCY NAME]. A [dangerous / fast moving / localised / widespread] flood is happening now at [LOCATION]. [LEAVE BY XX AM/PM / LEAVE IMMEDIATELY / IT IS TOO DANGEROUS TO LEAVE. GET UP AS HIGH AS YOU SAFELY CAN]. Conditions [will change / are changing quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call Triple zero.	[REQUESTING AGENCY NAME] Emergency Warning. A [dangerous / fast moving / localised / widespread] flood is happening now at [LOCATION]. [LEAVE BY XX AM/PM / LEAVE IMMEDIATELY / IT IS TOO DANGEROUS TO LEAVE. GET UP AS HIGH AS YOU SAFELY CAN]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call 000.
Riverine Flood	Watch and Act	This is a flood Watch and Act warning from [REQUESTING AGENCY NAME]. A [dangerous / fast moving / localised / widespread] flood is [coming soon to / coming overnight to / coming tomorrow to / happening now at] [LOCATION]. [PREPARE TO LEAVE / MOVE TO HIGHER GROUND]. Conditions [could change quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call Triple zero.	[REQUESTING AGENCY NAME] Watch and Act warning. A [dangerous / fast moving / localised / widespread] flood is [coming soon to / coming overnight to / coming tomorrow to / happening now at] [LOCATION]. [PREPARE TO LEAVE / MOVE TO HIGHER GROUND]. Conditions [could change quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL] If your life is in danger call 000.
Riverine Flood	Advice	This is a flood Advice warning from [REQUESTING AGENCY NAME]. A [dangerous / fast moving / localised] flood is possible in your area by [TIMEFRAME]. You should [PREPARE NOW FOR POSSIBLE FLOODING / STAY INFORMED]. Conditions could change very quickly. For more information listen to your local radio station. For the full list of warnings and what to do go to [RELEVANT URL].	[REQUESTING AGENCY NAME] Advice warning. A [dangerous / fast moving / localised / widespread] flood could come to your area by [TIMEFRAME]. [PREPARE NOW FOR POSSIBLE FLOOD / STAY INFORMED]. Conditions could change quickly. Listen to local radio or go to [RELEVANT URL].

Hazard Type	Severity	Voice	Text Message
Flash Flood	Emergency Warning	Emergency. Emergency. This is a flash flood Emergency Warning from [REQUESTING AGENCY NAME]. A [dangerous / localised] flash flood is happening now at [LOCATION]. [LEAVE IMMEDIATELY / TAKE SHELTER NOW]. Conditions [will change / are changing quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call Triple zero.	[REQUESTING AGENCY NAME] Emergency Warning. A [dangerous / localised] flash flood is happening now at [LOCATION]. [LEAVE IMMEDIATELY / TAKE SHELTER NOW]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call 000.
Flash Flood	Watch and Act	This is a flash flood Watch and Act warning from [REQUESTING AGENCY NAME]. A [dangerous / localised] flash flood is [coming soon to / happening now at] [LOCATION]. [MOVE TO HIGHER GROUND / PREPARE TO LEAVE]. Conditions [could change quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call Triple zero.	[REQUESTING AGENCY NAME] Watch and Act warning. A [dangerous / localised] flash flood is [coming soon to / happening now at] [LOCATION]. [MOVE TO HIGHER GROUND / PREPARE TO LEAVE]. Conditions [could change quickly / are very dangerous]. Listen to local radio or go to [RELEVANT URL]. If your life is in danger call 000.
Tsunami	Emergency Warning	Emergency. Emergency. This is a Tsunami Emergency Warning from the [REQUESTING AGENCY NAME]. Areas between [LOCATION] 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 [RELEVANT URL]	[REQUESTING AGENCY NAME] Tsunami Emergency Warning for [LOCATION]. Expect destructive waves at [TIME]. WARN OTHERS AND SEEK HIGHER GROUND NOW. For more information listen to local radio or [RELEVANT URL]
Tsunami	Watch and Act	This is a Tsunami Watch and Act warning from the [REQUESTING AGENCY NAME]. Areas between [LOCATION] 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 [RELEVANT URL]	[REQUESTING AGENCY NAME] Tsunami Watch and Act warning for [LOCATION]. Expect destructive waves at [TIME]. WARN OTHERS AND SEEK HIGHER GROUND NOW. For more information listen to local radio [RELEVANT URL].
Tsunami	Advice	This is a Tsunami Advice warning the [REQUESTING AGENCY NAME]. Areas between [LOCATION] 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 [RELEVANT URL]	[REQUESTING AGENCY NAME] Tsunami Advice warning for [LOCATION]. Possible destructive waves at [TIME]. WARN OTHERS AND SEEK HIGHER GROUND NOW. For more information listen to local radio or [RELEVANT URL]



Hazard Type	Severity	Voice	Text Message
All Purpose	Emergency Warning	Emergency. Emergency. ***INSERT RELEVANT MESSAGE*** For more information listen to local radio, or visit [RELEVANT URL]	[REQUESTING AGENCY NAME] ***INSERT RELEVANT MESSAGE***. For more information listen to local radio or go to [RELEVANT URL]
All Purpose	Watch and Act	***INSERT RELEVANT MESSAGE*** For more information listen to local radio, or visit [RELEVANT URL]	[REQUESTING AGENCY NAME] ***INSERT RELEVANT MESSAGE***. For more information listen to local radio or go to [RELEVANT URL]
All Purpose	Advice	***INSERT RELEVANT MESSAGE*** For more information listen to local radio, or visit [RELEVANT URL]	[REQUESTING AGENCY NAME] ***INSERT RELEVANT MESSAGE***. For more information listen to local radio or go to [RELEVANT URL]





Fire and Hazardous Material

Hazard Type	Severity	Voice Message	Text Message
Bushfire	Emergency Warning	Emergency. Emergency. This is a Bushfire Emergency Warning from Queensland Fire and Emergency Services. There is a bushfire [happening now / at / near] [LOCATION]. Go to q f e s dot q l d dot gov dot au for a list of bushfire warnings and what to do to be safe. If your life is in danger call Triple Zero	Queensland Fire and Emergency Services bushfire EMERGENCY WARNING. There is a [descriptor] bushfire [in / at / near] [LOCATION]. Go to qfes.qld.gov.au/current-incidents for bushfire warnings near you and what to do to be safe. If your life is in danger call 000.
Bushfire	Watch and Act	This is a Bushfire Watch and Act level warning from Queensland Fire and Emergency Services. There is a [descriptor] bushfire [in / at / near] [LOCATION]. Go to q f e s dot q l d dot gov dot au for a list of bushfire warnings near you and what to do to be safe. If your life is in danger call Triple Zero.	Queensland Fire and Emergency Services bushfire WATCH and ACT warning. There is a [descriptor] bushfire [in / at / near] [LOCATION]. Go to qfes.qld.gov.au/current-incidents for bushfire warnings near you and what to do to be safe. If your life is in danger call 000.
Bushfire	Advice	This is a Bushfire Watch and Act level warning from Queensland Fire and Emergency Services. There is a [descriptor] bushfire [in / at / near] [LOCATION]. Go to q f e s dot q l d dot gov dot au for a list of bushfire warnings near you and what to do to be safe. If your life is in danger call Triple Zero.	Queensland Fire and Emergency Services bushfire ADVICE warning. There is a bushfire [in / at / near] [LOCATION]. Go to qfes.qld.gov.au/current-incidents for bushfire warnings near you and what to do to be safe. If your life is in danger call 000.
Chemical Spill	Emergency Warning	Emergency. Emergency. This is a Chemical Spill Emergency warning from Queensland Fire and Emergency Services. Fumes from a chemical spill at [LOCATION] are expected to impact [SUBURBS] for the next [TIME]. Stay indoors, close windows and doors and turn off air conditioning. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services chemical spill Emergency Warning for [LOCATION / AREA]. AVOID THE AREA and STAY INDOORS. Close windows and doors. Turn off aircon. For more information listen to local radio or [RELEVANT URL]
Chemical Spill	Watch and Act	This is a Chemical Spill Watch and Act warning from Queensland Fire and Emergency Services. Fumes from a chemical spill at [LOCATION] are expected to impact [SUBURBS] for the next [TIME] minutes. Residents are advised to stay informed and prepare to evacuate if instructed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services chemical spill Watch and Act warning for [LOCATION / AREA]. STAY INFORMED and PREPARE TO EVACUATE. For more information listen to local radio or go to [RELEVANT URL]



Hazard Type	Severity	Voice Message	Text Message
Chemical Spill	Advice	This is a Chemical Spill Advice warning from Queensland Fire and Emergency Services. Fumes from a chemical spill at [LOCATION] are expected to impact [SUBURBS] for the next [TIME] minutes. People in the area should stay informed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services chemical spill Advice warning for [LOCATION / AREA]. STAY INFORMED. For more information listen to local radio or [RELEVANT URL]
Smoke or Toxic Chemical Plume	Emergency Warning	Emergency. Emergency. This is a [Toxic Smoke] Emergency Warning from Queensland Fire and Emergency Services. A chemical spill at [LOCATION] has caused toxic smoke. It is expected to impact [SUBURBS] for the next [TIME]. People in the area must shelter indoors, close windows and doors, and turn off air conditioning. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services toxic smoke Emergency Warning for [LOCATION / AREA]. SHELTER INDOORS NOW. Close windows and doors. Turn off air-conditioning. For more information listen to local radio or [RELEVANT URL]
Smoke or Toxic Chemical Plume	Watch and Act	This is a Toxic Smoke Watch and Act warning from Queensland Fire and Emergency Services. A Chemical spill at [LOCATION] has caused toxic smoke. It is expected to impact [SUBURBS] for the next [TIME] minutes. People in the area should stay informed and prepare to evacuate if instructed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services toxic smoke Watch and Act warning for [LOCATION / AREA]. STAY INFORMED and PREPARE TO EVACUATE. For more information listen to local radio or [RELEVANT URL]
Smoke or Toxic Chemical Plume	Advice	This is a Toxic Smoke Advice warning from Queensland Fire and Emergency Services. A chemical incident at [LOCATION] has caused toxic smoke. It is expected to impact [SUBURBS] for the next [TIME] minutes. People in the area should stay informed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services toxic smoke Advice warning for [LOCATION / AREA]. STAY INFORMED. For more information listen to local radio or [RELEVANT URL]
Fire Incident	Emergency Warning	Emergency. Emergency. This is an Emergency Warning from Queensland Fire and Emergency Services. There is a [BUILDING FIRE / RUBBISH FIRE] at [LOCATION]. It is expected to impact [SUBURBS] for the next [TIME]. People in the area must shelter indoors now, close windows and doors and turn off air conditioning. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services [Fire Incident] Emergency Warning for [LOCATION]. SHELTER INDOORS NOW. Close windows and doors. Shut off air conditioning. For more information listen to local radio or [RELEVANT URL]
Fire Incident	Watch and Act	This is a Watch and Act warning from the Queensland Fire and Emergency Services. There is a [BUILDING FIRE / RUBBISH FIRE] at [LOCATION]. It is expected to impact [SUBURBS] for the next [TIME] minutes. People in the area should stay informed and prepare to evacuate if instructed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services [BUILDING FIRE / RUBBISH FIRE] Watch and Act warning for [LOCATION]. STAY INFORMED and PREPARE TO EVACUATE. For more information listen to local radio or [RELEVANT URL]



Hazard Type	Severity	Voice Message	Text Message
Fire Incident	Advice	This is an Advice warning from Queensland Fire and Emergency Services. There is a [BUILDING FIRE / RUBBISH FIRE] at [LOCATION]. It is expected to impact [SUBURBS] for the next [TIME] minutes. People in the area should stay informed. For more information listen to local radio or go to [RELEVANT URL]	Queensland Fire and Emergency Services [BUILDING FIRE / RUBBISH FIRE] Advice warning for [LOCATION]. STAY INFORMED. For more information listen to local radio or [RELEVANT URL]

** [RELEVANT URL] - where full warning can be found e.g. qfes.qld.gov.au/current-incidents





APPENDIX 7: REQUESTING OFFICER CHECKLIST

Stage of EA	Prompts
Decision to Warn	<ul style="list-style-type: none"> <input type="checkbox"/> Is there a potential for the loss of life or a major threat to a number of properties or the environment? <input type="checkbox"/> Does the community need to act in some way such as relocate to a safer area, prepare property or be aware of information? <input type="checkbox"/> Is the community required to take action or is urgent action required due to the time of the situation i.e. in the night? <input type="checkbox"/> Are other means of communication also being engaged (e.g. social media, broadcast media, doorknocking, town sirens etc) <input type="checkbox"/> Have you considered the delivery of messages for operations which cross jurisdictional borders? <input type="checkbox"/> Have checks been done with other warning agencies to avoid duplication? <input type="checkbox"/> Have relevant call centres been briefed? <input type="checkbox"/> Have other consequence management issues been addressed? <input type="checkbox"/> Have other affected agencies, local government, LDMGs, DDMGs been informed?
Warning and Alert Message Construction and Dissemination	<ul style="list-style-type: none"> <input type="checkbox"/> Are the messages consistent across different sources available to the general public? <input type="checkbox"/> Is the message simple, clear and brief?
	<ul style="list-style-type: none"> <input type="checkbox"/> Are messages disseminated using a variety of delivery mechanisms, and do they complement each other to produce a complete picture? <input type="checkbox"/> Do the messages contain all relevant pertinent details? <input type="checkbox"/> Are the messages presented in a way which is easily and quickly understood?
	<ul style="list-style-type: none"> <input type="checkbox"/> Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning) <input type="checkbox"/> Is the message relevant to the community receiving the EA? <input type="checkbox"/> Is the message worded in accordance with advice from the relevant agencies? <input type="checkbox"/> Is a threat direction required? (Can only be used for EA Warnings)
	<ul style="list-style-type: none"> <input type="checkbox"/> Are messages compliant with relevant commonwealth and jurisdictional legislation and policy?
	<ul style="list-style-type: none"> <input type="checkbox"/> Has an authorised person approved the message for dissemination?
Monitoring, Closure and Review	<ul style="list-style-type: none"> <input type="checkbox"/> Are there any subsequent community messaging requirements needed (EA Follow up message)? <input type="checkbox"/> Has the situation changed and the message requires changing/cancelling?





APPENDIX 8: AO CHECKLIST

Stage of EA	Prompts
Decision to Warn	<ul style="list-style-type: none"> <input type="checkbox"/> Does the request meet the criteria for use of EA? <input type="checkbox"/> Is the message severity appropriate? <input type="checkbox"/> Have checks been done with other warning agencies to avoid duplication? <input type="checkbox"/> Has the Requesting Officer addressed any required consequence management actions? <input type="checkbox"/> Have the LDMG/LDC, DDC/DDMG, and/or neighbouring LDMG/LGA been informed? <input type="checkbox"/> Have you considered the delivery of messages for operations which cross borders? <input type="checkbox"/> 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) <input type="checkbox"/> Are there neighbouring LDMG/LGA also issuing an EA? Is there potential for the community to receive duplicated or conflicting EA messages?
Warning and Alert Message Construction and Dissemination	<ul style="list-style-type: none"> <input type="checkbox"/> Are the messages consistent across different sources available to the general public?
	<ul style="list-style-type: none"> <input type="checkbox"/> Do the messages contain all relevant content requirements? <input type="checkbox"/> Are the messages worded in a way which is easily and quickly understood? <input type="checkbox"/> Are media outlets aware an EA is being issued? Media outlets will only be advised that an EA has been issued once dissemination has occurred.
	<ul style="list-style-type: none"> <input type="checkbox"/> Are messages ONLY targeted to those communities at risk? (Avoid public complacency and over-warning) <input type="checkbox"/> Are messages compliant with relevant commonwealth and jurisdictional legislation and policy? <input type="checkbox"/> Have you viewed the alert area and listened to the message, where appropriate?
	<ul style="list-style-type: none"> <input type="checkbox"/> Has an authorised Requesting Officer confirmed the message for dissemination? <input type="checkbox"/> Has a record been made of all relevant decision making considerations, including times?
Monitoring, Closure and Review	<ul style="list-style-type: none"> <input type="checkbox"/> Has www.disaster.qld.gov.au been updated by QFES/QPS Media (or the QFES Information and Warnings for bushfire)? <input type="checkbox"/> If applicable, has the Requesting Officer been notified of any EA issues or delays?





APPENDIX 9: DEFINITIONS

From the Telecommunications (Data for Emergency Warning Systems) Instrument 2020 (Cth)

In this instrument:

Act means the *Telecommunications Act 1997*

Assistant Commissioner QFES means a person appointed as Assistant Commissioner QFES and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld).

Chief Superintendent QFES means a person appointed as Chief Superintendent QFES for the Fire and Rescue Service or the Rural Fire Service and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld).

Chairperson, State Disaster Coordination Group means the position of Chair of the State Disaster Coordination Group mentioned in the Queensland State Disaster Management Plan (published 2018) made in accordance with section 49 of the *Disaster Management Act 2003* (Qld).

Commander, State Disaster Coordination Centre means the position of Commander of the State Disaster Coordination Centre mentioned in the Queensland State Disaster Management Plan (published May 2018) made in accordance with section 49 of the *Disaster Management Act 2003* (Qld).

Commissioner, Queensland Fire and Emergency Services means the position of Commissioner mentioned in section 5 of the *Fire and Emergency Services Act 1990* (Qld).

Commissioner, Queensland Police Service means the position of Commissioner of the Police Service mentioned in section 4.2 of the *Police Service Administration Act 1990* (Qld).

Deputy Commissioner QFES means:

- a person appointed as Deputy Commissioner QFES under section 25 of the *Fire and Emergency Services Act 1990* (Qld); or
- a person appointed as Deputy Commissioner QFES and appointed under section 110 of the *Public Service Act 2008* (Qld).

Deputy Commander, State Disaster Coordination Centre means:

- a person appointed as Deputy Commander, State Disaster Coordination Centre and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld); or
- a person appointed as Deputy Commander, State Disaster Coordination Centre, QFES and appointed under section 119 of the *Public Service Act 2008* (Qld)

Director, State Emergency Service means a person appointed as Director, State Emergency Service and appointed under section 119 of the *Public Service Act 2008* (Qld).

Director, State Coordination Command, QFES means:

- a person appointed as Director, State Coordination Command, QFES and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld); or
- a person appointed as Director, State Coordination Command, QFES and appointed under section 119 of the *Public Service Act 2008* (Qld).

Emergency Commander means the emergency commander mentioned in subsection 5(1) of the *Public Safety Preservation Act 1986* (Qld).

Executive Manager, Emergency Management (Far Northern Region), QFES means a person appointed as Executive Manager, Emergency Management (Far Northern Region), QFES and appointed under section 119 of the *Public Service Act 2008* (Qld).





Executive Manager, State Coordination Command, QFES means:

- a person appointed as Executive Manager, State Coordination Command, QFES and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld); or
- a person appointed as Executive Manager, State Coordination Command, QFES and appointed under section 119 of the *Public Service Act 2008* (Qld).

Executive Officer, State Group means the position of executive officer of the State Group mentioned in section 21 of the *Disaster Management Act 2003* (Qld).

Regional Director, State Emergency Service (Far Northern Region) means a person appointed to the position of Regional Director, State Emergency Service (Far Northern Region), and employed under section 119 of the *Public Service Act 2008* (Qld).

Regional Manager, State Emergency Service means a person appointed as Regional Manager, State Emergency Service and appointed under section 119 of the *Public Service Act 2008* (Qld);

Superintendent QFES means a person appointed to the position of Superintendent QFES for the Fire and Rescue Service or the Rural Fire Service and employed under section 25 of the *Fire and Emergency Services Act 1990* (Qld).

State Disaster Coordinator means a position of State Disaster Coordinator appointed pursuant to section 21B of the *Disaster Management Act 2003* (Qld).

Terrorist Emergency Commander means the person appointed as terrorist emergency commander under subsection 8A(2) of the *Public Safety Preservation Act 1986* (Qld)

