Attachment C – Nevada Emergency Alert System (EAS) Plan

Portions of the following California counties that lie east of the Sierra Nevada are currently included in the Nevada EAS Plan, as they have little or no broadcast radio connectivity with the rest of California:

- Alpine
- El Dorado
- Lassen
- Modoc
- Mono
- Placer
- Plumas
- Sierra

NEVADA

EMERGENCY ALERT SYSTEM PLAN

November 2015

Prepared by:

Nevada State Emergency Communications Committee

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EXECUTIVE SUMMARY

The Emergency Alert System (EAS) is used to inform the public of a pending emergency, disaster, or crisis. **Providing reliable and redundant methods to activate the EAS for emergency messages and tests is crucial to public safety in Nevada.**

What is the EAS Plan?

This EAS Plan describes the procedures authorized individuals must use to disseminate critical, life-saving information to the public during a time of crisis. It includes methods for emergency managers, law enforcement, and public safety officials (Authorized Originators) to activate the EAS for emergency messages and tests. It also contains guidance for broadcasters, cable operators, and internet protocol television providers (Participants) to maintain their EAS equipment in a state of readiness, compliant with Federal Communications Commission (FCC) requirements, to keep their audiences informed during a disaster or emergency.

Communication during Emergencies

The State of Nevada is susceptible to a wide variety of natural, technological, and human-caused emergencies and disasters. These emergencies and disasters may occur with or without warning or time for advance planning and may disrupt normal communications such as landline telephone services, Internet services, and cell phone service. Under these circumstances, broadcast radio and television become the only means officials will have for communicating with the public.

Nevada Emergency Alert System Operational Areas

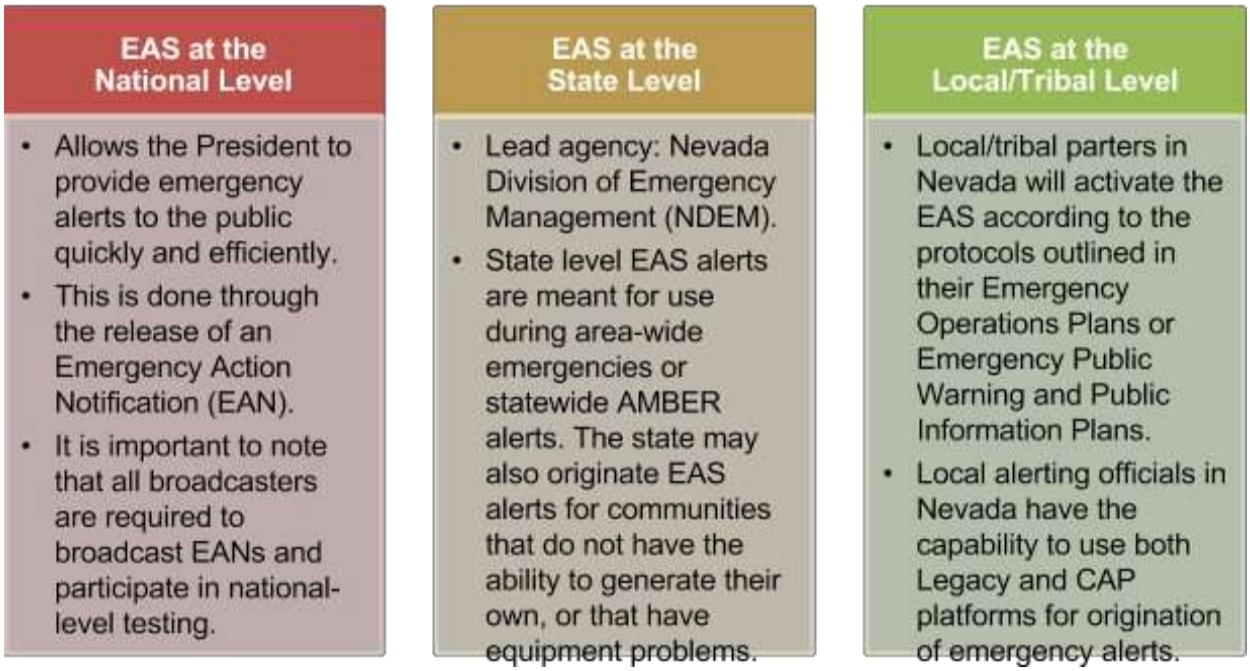
The FCC established the Nevada EAS Operational Area based on a combination of broadcast signal coverage and coverage offered by the National Oceanographic and Atmospheric Administration (NOAA) Weather Radio System. The state is divided into three Local Operational Areas also based on broadcasts and NOAA Weather Radio coverage

EAS Process

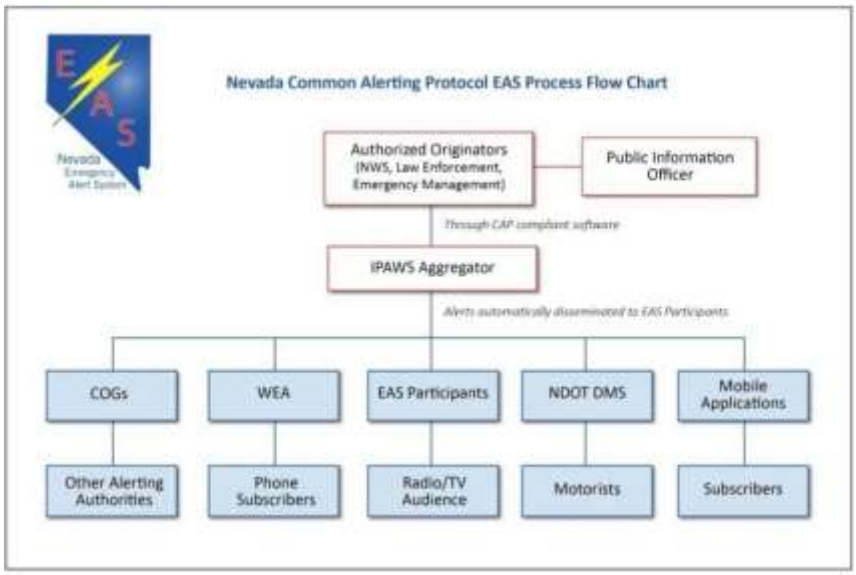
Overall responsibility for EAS activations within each authorized jurisdiction rests with individual agencies as defined in this EAS Plan. Eas messages are limited to two minutes, so agencies are encouraged to integrate a Public Information Officer (PIO), public relations specialist or information management specialist into their emergency communications plans to provide additional information to the media and the public. The Nevada State Emergency

Communications Committee (SECC) and the Nevada Broadcasters Association can provide EAS training on request.

The Nevada EAS should only be used for brief and specific messages to alert or warn the public across wide areas about situations that present an immediate and extraordinary threat to life or property, and in cases where government, law enforcement, or public safety agencies want affected citizens to take immediate and specific protective actions.



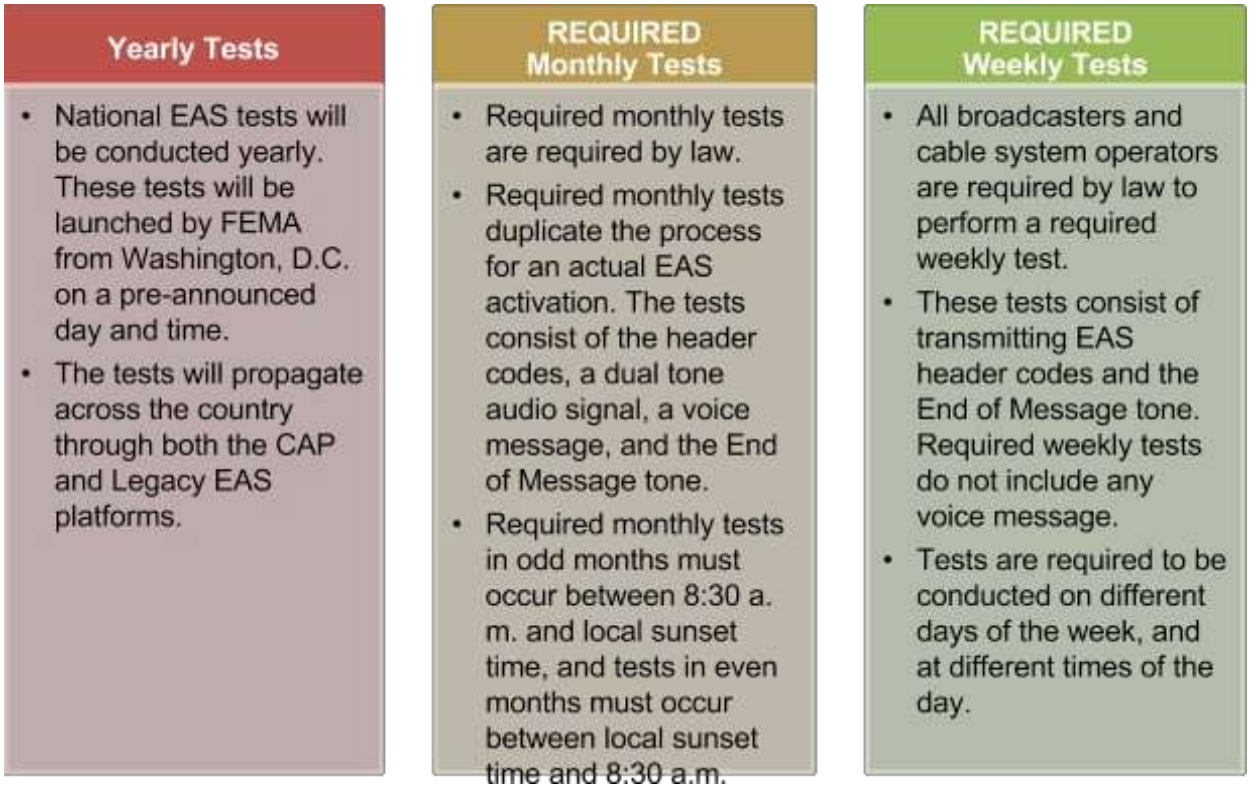
Though local/tribal level Authorized Originators in Nevada have the capability to use both Legacy and Common Alerting Protocol (CAP) platforms to originate emergency alerts, **CAP is the preferred method of issuing EAS warnings in the Nevada EAS Operational Area** and is consistent with the federal Integrated Public Alert and Warning System (IPAWS). Use of CAP is important because EAS Participant staff may not be available for a Legacy activation and the message may not reach the public. Additionally, television stations may not carry the Legacy message because the text generated by the EAS equipment will not match the audio message, creating confusion for the television audience. To avoid these potential issues, EAS Originators should use CAP for EAS activations, following the instructions provided by their product vendor. CAP also allows Authorized Originators to issue Wireless Emergency Alerts (WEA) to WEA-capable cell phones within range of the alert's designated cellular towers.



EAS Tests

EAS Participants conduct regular statewide and local tests according to procedures described in

47 Code of Federal Regulations 11 and the monthly and weekly schedules published by the SECC. State and local emergency management, law enforcement, and public safety agencies will participate in the testing process by originating these tests.



Public Responsibility

During emergencies and disasters, EAS messages provide life-saving information to the public. Through EAS, these messages are provided directly from law enforcement, public safety, and emergency managers whose expertise determines the levels of danger in an event and what protective actions the public can take. Members of the public should be alert for EAS messages and follow the instructions they contain. Local media will provide more detailed information and instructions so the public should be knowledgeable of reliable local media sources of news and information.

It is the responsibility of every member of the public to stay alert and informed and be prepared for a disaster or emergency. In a crisis, it could take 72 hours to a week to restore essential services and provide proper medical care. Local emergency management agencies, the American Red Cross, and FEMA all have information on preparing for an emergency

Plan Update Process

The 2015 update of the Nevada EAS Plan was developed through a collaborative and engaged planning process that involved both Authorized Originators and Participants from across the State of Nevada. The plan was updated as part of the Statewide Public Warning/Public Information Initiative with funding provided through the Nevada State Homeland Security Commission. The process was supported by a Statewide Task Force and informed by stakeholder participation in a series of regional workshops held in each of the plan's Operational Areas.

Plan Organization

The plan is organized into the following sections:

- **Chapter 1 – Introduction.** Presents plan authorities, purpose, and scope; establishes key policies for implementation of the Nevada EAS; describes how the plan is organized and how it is related to other key planning documents.
- **Chapter 2 – Situation and Planning Assumptions.** Provides a brief history of EAS; discusses the Nevada EAS in the context of the state's unique profile and hazards; describes the three Nevada EAS operational areas (Western, Eastern, Southern); presents plan assumptions and limitations.
- **Chapter 3 – The EAS Process.** Describes the components of the Nevada EAS including both Legacy and CAP platforms; discusses how the coordination will occur with key partners.
- **Chapter 4 – Roles and Responsibilities.** Describes key roles and responsibilities of local, state, and federal partners in the Nevada EAS.
- **Chapter 5 – EAS Tests.** Discusses the types and frequency of EAS tests including weekly, monthly, and national tests.
- **Chapter 6 – Plan Implementation and Maintenance.** Provides guidance on regular review and maintenance of this plan; discusses training and exercise activities that will support statewide alert and warning capabilities.

What's New?

The 2015 update of the Nevada EAS Plan includes the following changes and key updates:

- Addition of Common Alerting Protocol (CAP) to EAS functions
- Update of Event Codes requested by the National Weather Services (NWS)
- Addition of FEMA's National EAS testing program
- Update based on Federal Communications Commission (FCC) ordered rule changes and additions including information regarding visual display of emergency information.

PLAN ADMINISTRATION

Document Handling and Security

Emergency Alert System (EAS) processes and procedures should be kept confidential to

protect the security of the system and avoid public confusion or panic. Access to EAS procedures should be limited to those with the specific duty of issuing or relaying public warnings.

EAS Participants and Originators are advised to protect passwords and phone numbers and to follow good cybersecurity practices. Lost plans should be reported immediately to the Nevada State Emergency Communications Commission (SECC). Compromised passwords should be changed immediately.

All components of this plan will be managed in accordance with provisions of Nevada Revised

Statutes Chapter 239C as appropriate.

Acknowledgements

The Nevada EAS Plan is an ongoing effort of the Nevada EAS Operational Area SECC, the Nevada Broadcasters Association (NVBA), and state and local partners to ensure that there is an effective and coordinated system available to deliver emergency messages over radio and television stations, as well as by cable and IPTV providers to the residents and visitors to the state of Nevada. Preparation of this document, and its continued improvement, requires participation and support from many individuals, agencies, organizations, and businesses. Emergency response agencies, broadcasters, local, state, and federal partners, other agencies, and employees deserve recognition for their efforts to develop this plan.

Additionally, the NVBA and the Nevada SECC would like to acknowledge the efforts of the Nevada Statewide Public Warning and Public Information Task Force for their contribution to development of this plan:

Copies of this plan are available through the NVBA or online at www.nevadabroadcasters.org/eas.php.

This plan was prepared under contract by Ecology and Environment, Inc.

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Letter of Transmittal

December 9, 2015

To all Recipients:

During the past year, the Nevada State Emergency Communications Committee has revised the

Emergency Alert System Plan for the Nevada Operational Area. This plan has been submitted to the Chief of the Federal Communication Commission's (FCC's) Public Safety and Homeland Security Bureau for review. We are pleased to present you with your copy of the 2015 Nevada Emergency Alert System Plan.

The Nevada Emergency Alert System Plan is an FCC-mandated document. The plan contains guidelines for Authorized Originators and Participants to follow during national, state, and local Emergency Alert System tests and activations. Authorized Originators should make a copy of this plan available to those responsible for issuing public warnings. Participants should keep a copy of this plan at their Master Control Point or Headend.

If you have any questions, please feel free to contact me by email at nevadaeas@charter.net.

Sincerely,

Adrienne Abbott-Gutierrez

Nevada Chair

State Emergency Communications Committee

775-883-4244
nevadaeas@charter.net

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Section **Page**

1. INTRODUCTION

1.1 Mission and Plan Authority

The Emergency Alert System (EAS) is a network of radio, television, cable television operators, and Internet Protocol Television (IPTV) providers to inform the public of an emergency, disaster, or crisis. The Federal Communications Commission (FCC) established the framework for EAS for national emergency warnings. The FCC extends EAS to states and local governments and allows each state to build its own operational plan, according to state and local needs. The goal of the Nevada EAS Plan is to provide reliable and redundant methods for emergency managers, law enforcement, and public safety officials to activate EAS for emergency messages and tests. The plan also provides guidance for broadcasters, cable operators, and IPTV providers to maintain their EAS equipment in a state of readiness, compliant with FCC requirements to keep their audiences informed during a disaster or emergency. This plan will help all partners in the Nevada EAS achieve their goal.

This plan is an FCC-mandated document written by the Nevada SECC for the Nevada EAS Operational Area. It will be revised and updated as needed.

Each EAS broadcaster, cable operator, or IPTV provider or “Participant” is required to install, operate, and maintain their own EAS equipment. That equipment must be programmed to monitor designated broadcast stations and the Federal Emergency Management Agency (FEMA’s) Aggregator at all times. All operations of EAS in the Nevada Operational Area will be conducted in accordance with this plan and:

- Title 47 United States Code (U.S.C.) 151, 154 (I) and (o), 303 (r), 524 (g) and 606
- Title 47 Code of Federal Regulations (CFR) Part 11 (47 CFR 11), FCC Rules and Regulations, Emergency Alert System
- Presidential Executive Order 13407, National Strategy for Integrated Public Warning Policy and Capability
- FCC EAS Handbooks
- Nevada Revised Statutes (NRS)

1.2 Purpose and Scope

This EAS Plan has three purposes:

- This Plan describes the procedures state and local emergency managers, law enforcement, and public safety officials (Alert Originators) must follow to disseminate critical, life-saving information to the public through EAS Participants during a time of crisis.
- This plan presents the procedures EAS Participants must follow to relay EAS information to their audiences and comply with FCC rules and regulations. This plan is designed as an all-hazards planning document and is consistent with state and local alert and warning plans and procedures.
- This plan includes recommendations for the public to stay informed during a crisis or disaster.

The FCC requires all EAS Participants to participate in EAS at the national level. Participation at the state and local levels is voluntary. Most EAS Participants in Nevada, eastern California, and northern Arizona have agreed to participate in the Nevada EAS Plan.

It is important to remember that EAS can only provide a brief amount of information. Media resources are tasked with providing details and specific instructions from state and local officials as well as reassurances that the situation is being addressed. Meanwhile, the public is responsible for finding these information resources and following official recommendations.

The intent of this plan is to allow creative, innovative, and thoughtful actions and solutions during a crisis, within the structure of emergency communications and operations and existing state, local, and tribal emergency communications plans. It is intended to foster collaboration and coordination between partners to ensure an effective public warning system.

This plan includes provisions for national-level EAS activations and tests as provided by the FCC's Sixth Report and Order on EAS.

This plan includes information on the use of Common Alerting Protocol (CAP) as established by FEMA's IPAWS Program Management Office. The Plan also provides for the use of Legacy (analog) EAS platforms.

1.3 Policie

The FCC Part 11 rules define which entities are required to participate in EAS. Not all entities serve local originators. For more information, see Title 47 CFR Chapter 73, Part 11.

This Plan is an adjunct to the FCC EAS Rules, and is not meant to be a summary, in whole or in part, of those rules. The complete EAS rules are contained in Title 47 CFR Part 11. Participants should consult a communications or broadcast legal counsel for specific guidance on compliance with the rules relating to EAS.

EAS Participants are required to install, maintain, and train their staff on the EAS equipment and carry National Tests and activations by the FCC. Participants consider their role in state and local emergency activations and tests to be part of their community responsibility required by their FCC licenses. Through the NVBA, state and local emergency managers, law enforcement, and public safety officials can receive training and information on using EAS.

State and local alerting authorities are encouraged to utilize the IPAWS CAP products to originate EAS activations. This is the preferred method to be used to originate EAS alerts in the state of Nevada.

The Legacy EAS platform is the secondary means of originating EAS alerts in the state of Nevada.

There will be regular tests of EAS, according to the schedule in the Nevada EAS

Operational Area Plan and the requirements of the FCC Part 11 EAS rules. These tests may be conducted in conjunction with community emergency disaster drills. In addition, state and local government officials, emergency managers, or representatives from law enforcement and public safety agencies may be asked to originate routine EAS Tests using the CAP platform. These tests will help familiarize these officials with the use and capabilities of CAP EAS.

1.4 Common Definitions

The following common definitions are meant to provide clarity and context for specific terminology used in this plan. Some of these definitions may be specific to the Nevada EAS Operational Area and may not be applicable elsewhere. Common definitions include:

EAS Participant: Broadcasters, cable operators, or IPTV providers participating in the Nevada Operational Area EAS.

Authorized Originator: Law enforcement, emergency management, and/or public safety officials authorized to originate/issue EAS alerts.

Operational Area: Area of geographic coverage within the Nevada EAS Operational Area.Operational areas are established based on signal coverage and political boundaries

Common Alerting Protocol (CAP): Digital system where Authorized Originators issue alerts through a CAP-compliant software that transmits EAS messages to Participants and other platforms for dissemination.

Legacy Protocol: Analog system where Authorized Originators issue EAS alerts by directly contacting Local Primary stations and messages are distributed via broadcast media.

Federal Communications Commission (FCC): Federal body responsible for regulation of EAS.

Federal Emergency Management Agency (FEMA): Federal alerting authority and administrator of the IPAWS program.

Integrated Public Alert and Warning System (IPAWS): A comprehensive, coordinated, integrated system that can be used by authorized public officials to deliver effective alert messages to the American public.

1.5 Plan Organization

This plan is organized into the following sections:

Chapter 1 – Introduction. Presents plan authorities, purpose, and scope; establishes key policies for implementation of the Nevada EAS; describes how the plan is organized and how it is related to other key planning documents.

Chapter 2 – Situation and Planning Assumptions. Provides a brief history of EAS; discusses the Nevada EAS in the context of the state's unique profile and hazards; describes the three Nevada EAS operational areas (Western, Eastern, Southern); presents plan assumptions and limitations.

Chapter 3 – The EAS Process. Describes the components of the Nevada EAS including both Legacy and CAP platforms; discusses how the coordination will occur with key partners.

Chapter 4 – Roles and Responsibilities. Describes key roles and responsibilities of local, state, and federal partners in the Nevada EAS.

Chapter 5 – EAS Tests. Discusses the types and frequency of EAS tests including weekly, monthly, and national

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NOTE: What's New?

The 2015 update of the Nevada Emergency Alert System (EAS) Plan includes the following changes and key updates:

- Addition of Common Alerting Protocol (CAP) to EAS functions
- Update of Event Codes requested by the National Weather Services (NWS)
- Addition of FEMA's National EAS testing program
- Update based on Federal Communications Commission (FCC) ordered rule changes and additions including information regarding visual display of emergency information

1.6 Relation to Other Plans

This plan is supported by a range of other planning documents that promote a robust alert and warning capability in the state of Nevada. These include:

- **Local/Tribal**
    - Local/tribal emergency operations plans including alert, warning and public information functional annexes
    - Local/tribal emergency public warning and public information plans
- **State**
    - State of Nevada Comprehensive Emergency Management Plan
- **Interstate Partners**
    - State of California Emergency Plan
    - State of California EAS Plan
    - State of Arizona Emergency Response and Recovery Plan
    - State of Arizona EAS Plan
- **Federal**
    - National Response Framework

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2. SITUATION AND PLANNING ASSUMPTIONS

2.1 History of the Emergency Alert System

The FCC and FEMA established EAS in 1997 as a way for the President to issue national warnings that reach as many people as possible. It has never been used for a national warning. However, state and local officials and the National Weather Service (NWS) have used EAS to issue warnings for specific state and local emergencies.

The modern EAS is a descendent of the Cold War technology known as Control of Electromagnetic Radiation (CONELRAD). CONELRAD was developed when the FCC determined that there was concern that the Soviet Union might use broadcast signals as a way for their nuclear-armed missiles to target American communities. To avoid this, they came up with a plan for certain stations to alternate their signal transmissions. At the same time, certain frequencies would be used to provide warning information to the public in the event of an imminent attack.

As weapons technology improved, CONELRAD was followed by the Emergency Broadcast System (EBS). In spite of the tense Cold War politics, neither system was ever used for national alerts. However, the NWS used EBS successfully to provide local warnings for tornadoes and severe weather. In the early 1990s, the FCC decided that while a national warning system was still needed, there was a stronger need for a flexible and effective state and local warning system. The FCC approved a digital technology platform for EAS, and cable operators were added to the network in 1997. The FCC now requires satellite radio and television providers to carry national EAS tests and messages, and IPTV providers to carry both national and local

EAS tests. The Nevada AMBER Alert Plan was added in 2001. Internet technology, in the form of CAP, was added in 2013.

2.2 State Profile

Nevada is about 490 miles long, 320 miles wide, and covers a total of 110,567 square miles. The state is bordered by California to the west, Oregon and Idaho to the north, Utah to the east, and Arizona to the south.

It takes almost 8 hours to drive between the state's two metropolitan communities, Las Vegas and Reno. In between, rugged mountain ranges frame desolate valleys and shallow rivers. With snow covered peaks reaching more than 10,000 feet and desert environments where temperatures can reach well over 100 degrees, Nevada is a state of geographic diversity. These geographic features isolate communities, not only from adventurous travelers but also from broadcast signals and modern technology. At best, performance is slow and unreliable for rural area landline telephones, cell phones, and Internet service, At worst, modern infrastructure i

non-existent. It is not uncommon to see that even satellite radio, television, and Internet

services are unavailable in some areas of the state. In these rugged areas, as well as the larger communities, emergency communications are critical.

The state's population centers are scattered from the Las Vegas metropolitan area in the south, with more than two million people, to Reno in the north, with more than half a million residents, to Elko in the east, with a population of less than half a million.

Interstate highways bisect the state. While there are many large, privately owned farms and ranches, 97% of the state is government-owned with the federal government holding the largest share. The federal government restricts travel through air space over military and Department of Defense installations. The nation's largest above-and-below ground nuclear weapons testing facility is located 90 miles north of Las Vegas, and the government uses a site about 100 miles north of Las Vegas for storing low-level nuclear waste and disassembling chemical and nuclear weapons. The same area was studied for years as a site to store the nation's high-level radioactive waste before the project was discontinued in 2014.

Between the major cities, there are smaller communities clustered around old mines, along rail corridors, and near the state's waterways. There are several communities near the landmark Hoover Dam, as well as tribal reservations, national forests, and a national park in remote areas of the state. Gaming, tourism, mining, and agriculture are the state's major industries.

In these conditions, the EAS is a reliable tool for emergency managers and public safety officials to provide information about an imminent threat to residents and visitors through television and radio, as well as cable and IPTV. The system is in place and available anytime, at no cost to local governments.

2.3 Emergencies

The state of Nevada is susceptible to a wide variety of natural, technological, and

human-caused emergencies and disasters. These emergencies and disasters may occur with or without warning or time for advance planning, and may disrupt normal communications

including landline telephone services, Internet services, and cell phone service. Under these circumstances, broadcast radio and television become the only means of communicating information to the public.

For the purposes of this plan, a crisis, disaster, or emergency is considered to be:

- An event which poses an extraordinary, unusual, or unexpected threat to human life and/or property.
- Natural, technological, or human caused.
- In most cases, these events will be widespread or affect a large number of people.

Not all such events will result in EAS activations. Also, some of these disasters may extend beyond the Nevada State line to involve bordering states.

2.3.1 Natural Disasters

Natural disasters may include:

- **Weather-related events:** floods, flash floods, windstorms, snow, ice, severe thunderstorms, water spouts, tornadoes, and blizzards.
- **Geologic events:** mud slides, rock slides, avalanches, volcanic eruptions, and earthquakes.
- **Health events:** contaminated water supplies, contagious disease outbreaks (human and animal).
- **Fire events:** wildland fires, especially those in the wildland/urban interface, and smoke from fires, which can cause dangerous travel conditions.

2.3.2 Technological Disasters

Technological disasters may include:

- Utility infrastructure problems, including the failure or disruption of electrical, telephone, water, natural gas, fuel oil, or sanitation systems.

- Failure of communications systems (9-1-1, telephone systems, Internet)
- Hazardous materials releases, spills, or accidents.
- Nuclear or radiological releases, spills, or accidents.
- Dam failure.

2.3.3 Human-Caused Disasters

Human-caused disasters may include:

- Fires or explosions in residential, business, or industrial areas.
- Bombs or bomb threats in residential, business, industrial areas, or schools
- Transportation accidents involving commercial trucks, commercial or private automobiles, commercial or general aviation aircraft, rail traffic, or pipeline problems.
- Civil disturbances including riots, demonstrations, and acts of terrorism or sabotage.
- National emergency events including acts of aggression or terrorism against the federal, state or local governments, or private individuals or businesses, or acts of war.

2.4 Nevada Emergency Alert System Operational Areas

The FCC defined the Nevada EAS Operational Area based on a combination of broadcast signal coverage and coverage offered by the National Oceanographic and Atmospheric Association (NOAA) Weather Radio System. The state is divided into three Local Operational Areas (LOAs), again based on broadcast and NOAA Weather Radio coverage. Because broadcast signals do not stop at state lines, the Nevada EAS Operational Area also includes counties and areas in eastern California and northern Arizona. Table 2-1 lists the counties that make up each operational area and a map of the three operational areas is provided in Figure

2-1. It is important to note that while this is the Nevada EAS Plan, broadcast signals do not respect political boundaries. Therefore, a realistic Nevada EAS Operational Area includes areas of California and Arizona, as noted below. Currently areas in other surrounding states including Oregon, Idaho, and Utah are not considered part of the Nevada EAS Operational Area for the purposes of this plan, however, broadcast signals originating from these areas may be received.

EAS Participants should always consider the source of the signal in making the determination to share the alert.

Table 2-1 Jurisdictions within the Nevada EAS Operational Areas		
Western	**Eastern**	**Southern**
Carson City Churchill County Douglas County Lyon County Mineral County Nye County (northern) Pershing County Washoe County Storey County *Alpine County (CA)** *El Dorado County (CA)** *Lassen County (CA)* *Modoc County (CA)** *Mono County (CA)* *Placer County (CA)**	Elko County Eureka County Humboldt County Lander County White Pine County	Clark County Esmeralda County Lincoln County Nye County (southern) *Inyo County (CA)* *San Bernardino County (CA)* *Mohave County (AZ)*
* Areas east of the Sierra Nevada crest. Italicized text refers to non-Nevada jurisdictions.		

2.5 Assumptions and Limitations

Implementation of this plan should take into account the following assumptions and limitations:

- The amount of lead time for warnings will vary from hazard to hazard. Proper use of EAS and other warning systems will save lives, reduce injuries, and protect property.
- EAS is only one method of alerting the public and is only to be used in the specific circumstances outlined in this plan. Alerting authorities should use other warning mechanisms when an EAS message is not appropriate.

- Alerting authorities should also use alternate mechanisms of alert to reach populations who they know may not be able to receive EAS alerts

- Receipt of EAS alerts may be impacted by geography including areas where signal strength is poor or there is limited internet connectivity.
- Effective warning is contingent on audiences monitoring EAS Participants and following instructions when received.
- Effective planning will need to take into account changes in time zones for bordering states.

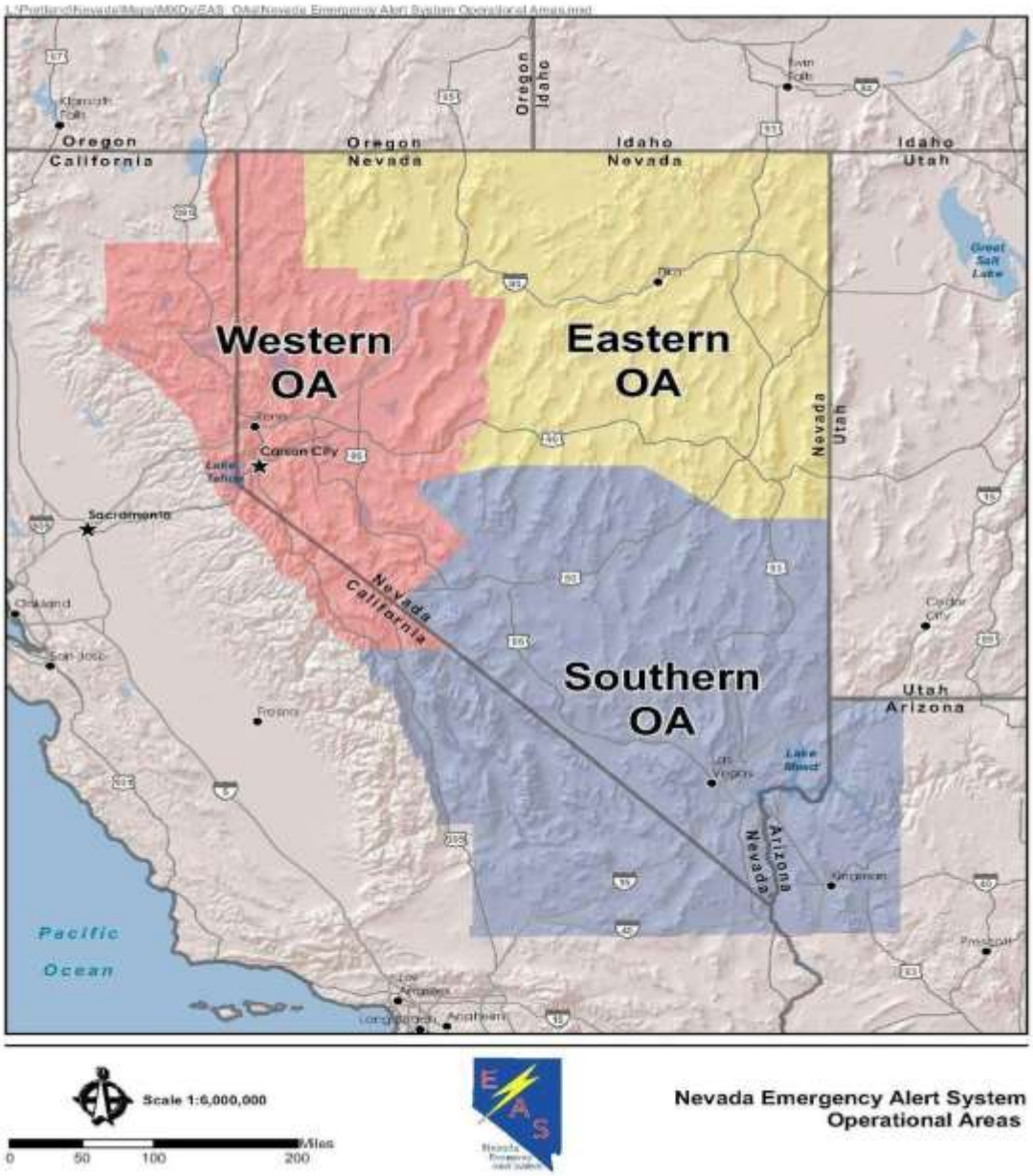
2.6 Public Responsibility

During emergencies and disasters, EAS messages provide life-saving information to the public. Through EAS, these messages are provided directly from law enforcement, public safety, and emergency managers whose expertise determines the levels of danger in an event and what protective actions the public can take. Members of the public should be alert for EAS messages and follow the instructions given in those messages. Local media will provide more detailed information and instructions so the public should be knowledgeable of reliable local media sources of news and information.

It is the responsibility of every member of the public to stay alert and informed, and be prepared for a disaster or emergency. In a crisis, it could take 72 hours to a week to restore essential services and provide proper medical care. Local emergency management agencies, the American Red Cross, and FEMA all have information on preparing for an emergency. A good emergency plan includes:

- Home emergency supplies for all family members, including medications
- Emergency supplies for family pets and livestock
- Vehicle emergency kit
- Workplace emergency kit
- A family communications plan for emergencies
- Battery-powered radio for a reliable source of information and extra batteries
- Awareness of neighbors, friends, and co-workers with special needs
- The Nevada Division of Emergency Management has information about emergency planning and state resources available on their website at http://dem.nv.gov
- Local government websites also have information about emergency planning and local resources.

Figure 2-1 Nevada EAS Operational Areas



3. THE EAS PROCESS

3.1 General Guidelines

Overall responsibility for EAS activations within each authorized jurisdiction rests with individual agencies as defined in the EAS plan. Because EAS messages are brief, individual agencies are encouraged to integrate a Public Information Officer (PIO), public relations, or information management specialist into their emergency communications plans to provide details to local media and social media resources. In addition, agencies may need to add call takers to respond to queries from the public.

The Nevada EAS should only be used to alert or warn the public across wide areas about situations that present an immediate and extraordinary threat to life or property; and where government, law enforcement, or public safety agencies want affected citizens to take immediate and specific protective actions.

- EAS should **not** be activated when the threat to life or property is less than immediate.

  Separate arrangements should be made between agencies and broadcasters, particularly broadcast news departments, when there is a need for extensive live broadcast coverage of less-threatening emergency situations.

- Activations should include initial actions the public should take to prevent injury or loss of life. Information regarding further instructions should also be included in the EAS message.

- Message originators must remember that EAS equipment has a built-in 2-minute time limit for audio messages.

- State and local officials should work within their Emergency Public Warning and Public Information plans, including media contact lists, telephone notification systems, Wireless Emergency Alerts and social media including websites, Facebook and Twitter.

- To the extent possible, message originators should utilize CAP to issue EAS activations.

- PIOs should be included in the decision to activate EAS. EAS activations will generate public interest and questions, and media calls. Therefore, PIOs need to be available to respond to media needs and public inquiries, allowing Incident Commanders and senior staff to deal with the emergency, uninterrupted

- Agencies should make sure their call centers are prepared to handle inquiries from the public and refer those calls to the PIO when EAS is activated

- EAS Participants, including the Local Primary broadcast stations do not activate EAS independently.

- The EAS SECC and the Nevada Broadcasters Association are available to assist state and local officials as well as EAS Participants with training in the use of EAS. Training in the use of CAP is available from product vendors. Required tests should be structured to educate the public about EAS.

3.2 EAS at the National, State, and Local Levels

3.2.1 EAS at the National Level

The primary function of EAS is to provide the President of the United States with the ability to immediately inform the public about a national emergency or disaster. Presidential-level messages are done through the release of an Emergency Action Notification (EAN) activation through special control points operated by FEMA. It is important to note that all EAS Participants are required to carry EAS activations with the EAN Event Code as well as national-level EAS tests. Most national-level EAS tests will carry the Event Code NPT, or National Periodic Test.

3.2.2 EAS at the State Level

The lead agency for EAS at the state level is the Nevada Division of Emergency Management (NDEM). State level EAS alerts are meant for use during statewide or regional emergencies, or statewide AMBER alerts. The state may also originate EAS alerts for communities that do not have the ability to generate their own activations, or have equipment problems or request state assistance following local and/or state emergency plans.

3.2.1 EAS at the Local/Tribal Level

Activation of EAS by local government agencies and tribal partners in Nevada will be done according to the protocols outlined in the jurisdiction's Emergency Operations Plan (EOP) or Emergency Public Warning and Public Information Plan. Activations will be made on the CAP platform.

3.3 EAS Architecture

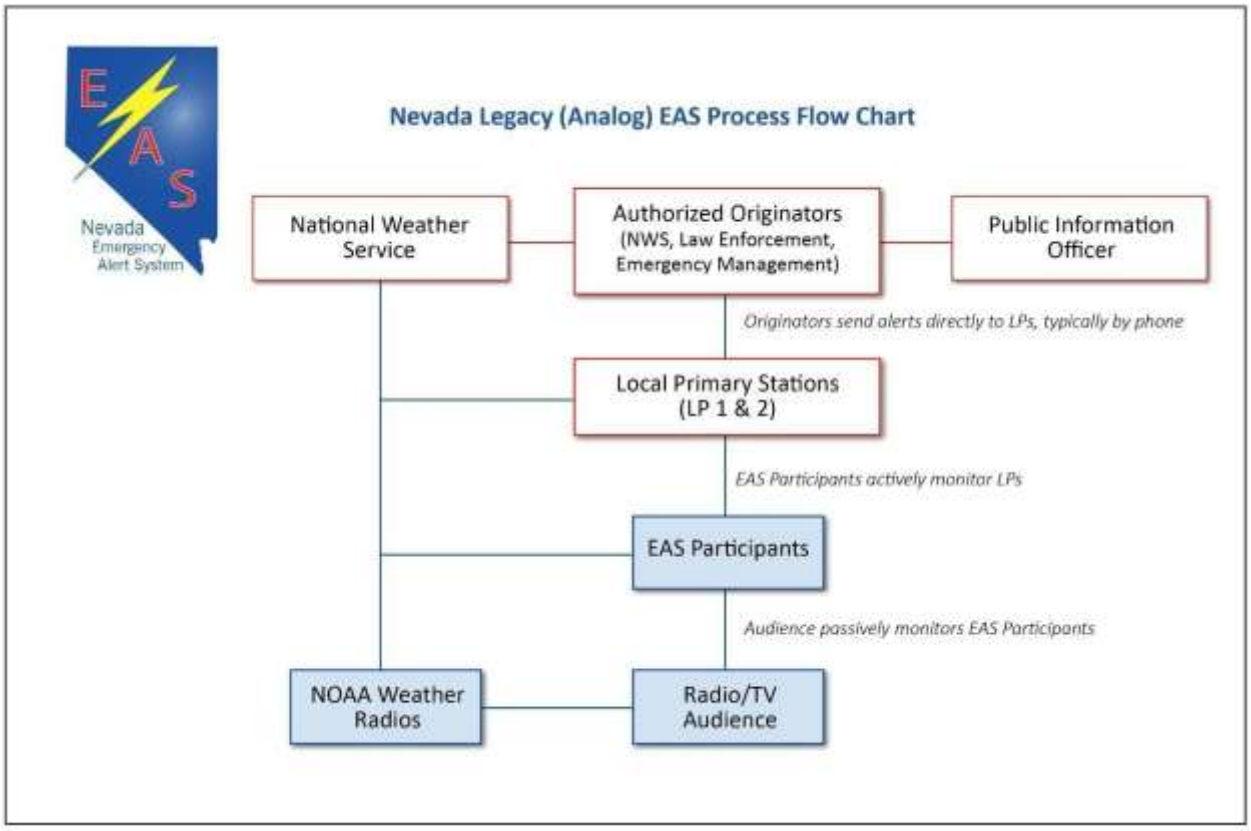
Currently, EAS equipment in Nevada operates on two platforms, the CAP platform, which is the preferred method for issuing EAS activations and the analog or Legacy platform. Both systems are critical to ensuring system redundancy and must be maintained in a state of operational readiness.

3.3.1 Analog/Legacy EAS

In Nevada, the Legacy EAS platform provides limited activation capability based on the coverage of the LP stations and the use of Specific Area Messaging Encoding (SAME). However, in the event of a disaster that disrupts the communications system, the basic service of a Legacy activation would still provide the public with an initial, possibly life-saving access to emergency alerts. EAS Originators are encouraged to use the CAP platform for their warning messages.

Figure 3-1 illustrates the Legacy EAS process in Nevada. Messages are originated by local alerting authorities and sent directly to LP stations. LP stations transmit the EAS message to EAS participants who then broadcast the message to their audiences.

Figure 3-1 Nevada Legacy EAS Platform Flow Chart



3.3.2 CAP EAS

3.3.2.1 Common Alerting Protocol

Nevada maintains a statewide capability to utilize CAP to deliver emergency alerts. CAP is an open, XML-based, Internet language to provide emergency information across a wide variety of warning technology. It was developed by FEMA's IPAWS office in response to the Presidential Executive Order 13407 to provide the public with specific, critical, life-saving information. This system differs from the Legacy EAS platform described above in the following ways:

- It is a web-based system and requires an Internet connection, a FEMA certificate which identifies and verifies the agency issuing the EAS activation, and affiliation with a FEMA-sanctioned Collaborative Operating Group (COG).
- CAP provides the text of the EAS audio message as well as audio files and other data which can be used by EAS participants to repeat the warning information.
- CAP can be used to issue national, state, and local EAS activations as well as activations across state lines.

In addition to EAS activations, CAP can be used to send alerts called Wireless Emergency

Alerts (WEA) to cell phones, provide messages for telephone notification systems, mass emails, social media, activate dynamic message signs along highways, and even turn on community sirens. CAP can also activate various devices for the deaf and hard of hearing or visually handicapped persons**. State and local agencies have access to a variety of CAP products and these products all respond in the same manner.**

3.3.2.2 Wireless Emergency Alerts

WEA messages are brief warning messages targeted to most cell phone users in a specific area. The warnings are similar to text messages but the technology is different and can be delivered to WEA-enabled phones in spite of possible congestion or delays in the cell phone network. Originators must use their CAP program to send WEA messages.

Once the WEA alert has been sent, it arrives at a consumer's cell phone with a distinct audible signal as well as a vibration cadence. The audio and tactile signaling mean the consumer will be notified if the phone is on silent or vibrate only, or is hearing-impaired.

The alert messages will not disrupt text messages, phone calls, or data sessions that are underway at the time of the activation. The alerts are rebroadcast until the emergency situation has passed. Anyone entering the warning area will receive the WEA message as long as it is in effect (duration).

WEA activations are limited to 90 characters including spaces. Activation messages must include:

- Who is sending the alert
- The nature of the warning
- Who is affected
- What action those in the warning area should take
- Recommendation to check with local media for more information.

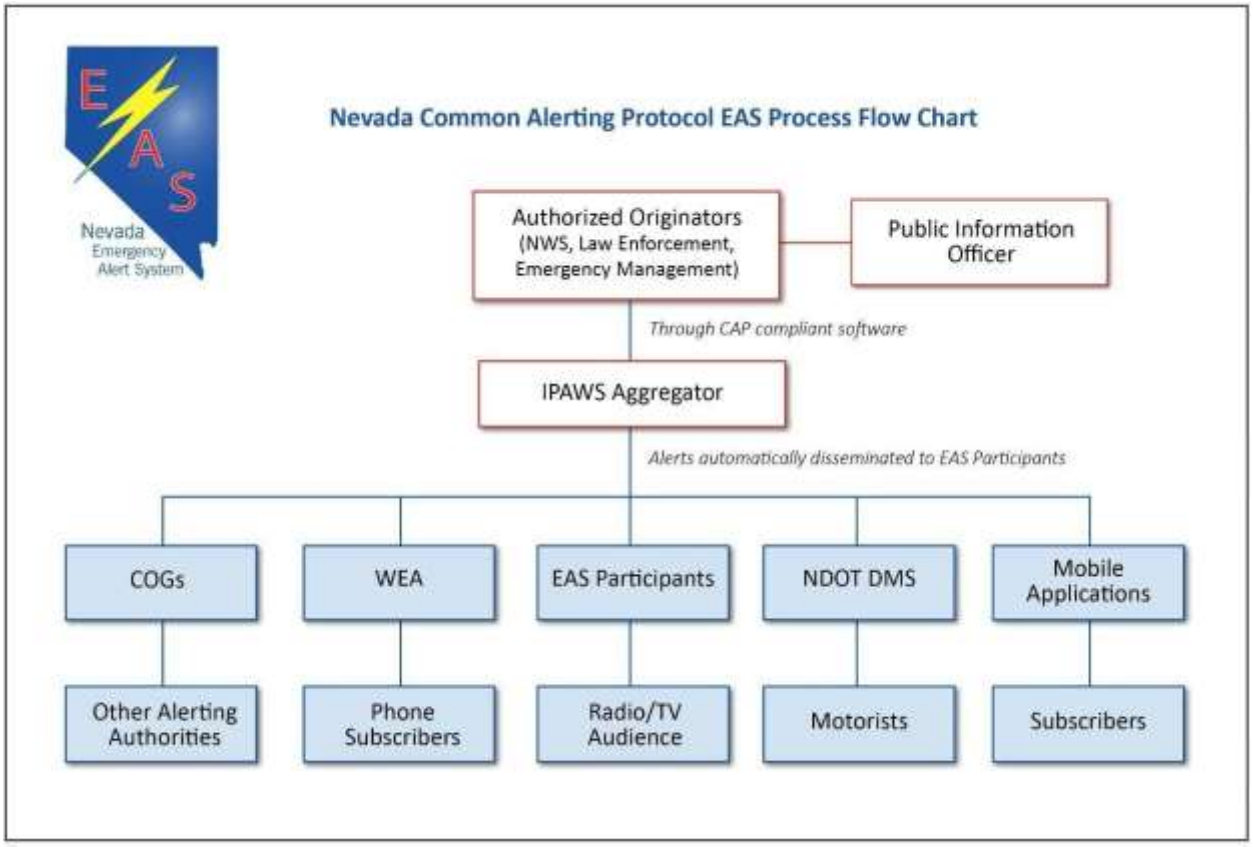
3.3.2.3 Collaborative Operating Groups

A COG is a term used by IPAWS to designate a group of Authorized Originators in a specific geographic area who are responsible for issuing warning messages. COGs consist of individual members who may represent one or more disciplines or organizations. COGs may be organized at the national level (e.g., the National Weather Service is a COG), multi-state level (e.g., regional mutual aid organization), state level, tribal level, multi-county level, single county level, single municipality, or single agency. COG members can send messages to other members,

and EAS activations and warning messages sent by one member of the COG are instantly shared with the other members.

In Nevada, the Nevada Division of Emergency Management is responsible for coordinating COGs. To become a member of a COG, the applicant Authorized Originator must submit a Memorandum of Agreement (MOA) to the FEMA IPAWS office. FEMA will then prepare and return a custom MOA for signature by the applicant. Once approved by FEMA, applicants will receive a COG ID number, COG name, and digital certificate. These items are necessary to configure the CAP-compliant software system to ensure that alerts are properly routed. Installation of the digital certificate should be coordinated with the COG's CAP software vendor. Any changes to the MOA must be communicated to FEMA.

Figure 3-2 Nevada Common Alerting Protocol EAS System Flow Chart



NOTE: Nevada Digital EAS Preference

Common Alerting Protocol (CAP) is the preferred method of issuing Emergency Alert System (EAS) warnings in the Nevada EAS Operational Area. EAS Originators are encouraged to use the CAP platform for their warning messages. Local Primary station staff may not be available for a Legacy activation and the message may not reach the public. Television stations may not carry the Legacy message because the text generated by the EAS equipment will not match the audio message, creating confusion for the television audience. EAS Originators should use CAP for EAS activations following the instructions provided by their product vendor

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4. ROLES AND RESPONSIBILITIES

4.1 Federal Roles and Responsibilities

The following subsections identify key roles and responsibilities of federal partners in relation to the Nevada EAS.

4.1.1 Federal Communications Commission

The FCC is the federal agency responsible for regulating the EAS. The FCC's stated goal is "to make the EAS capable of distributing emergency information as quickly as possible to as many people as possible." Key responsibilities of the FCC include:

- Establish technical standards for EAS.
- Establish procedures for EAS participants to follow in the event of a National EAS activation.
- Establish routine EAS testing protocols.
- Ensure state and local EAS plans conform to the FCC's EAS rules and regulations.
- Provide enforcement of the Part 11 rules, including equipment, testing and documentation compliance.
- Work with FEMA to monitor response to national tests.
- Confirm nomination of the Nevada EAS Chair.

4.1.2 Federal Emergency Management Agency

Key responsibilities of FEMA include:

- Act as the President's designee for use of EAS.
- Originate national-level EAS activations.
- Conduct regional and national-level EAS tests.
- Work with the FCC to monitor response to national-level EAS tests.

- Provide technical support to state and local partners through the IPAWS Program Management Office

4.1.3 National Weather Service

Key responsibilities of the NWS include:

- Use EAS to provide the public with alerts and warnings about dangerous weather and other emergency conditions.
- Provide technical support to state and local partners.

4.2 State Roles and Responsibilities

The following subsection identifies key roles and responsibilities of state-level partners in the Nevada EAS. This includes state agencies, as well as the industry association and partners that function at a state level.

4.2.1 State Emergency Communications Committee

The SECC is responsible for the development of the Nevada EAS Plan. It is led by an EAS Chair nominated by the Nevada Broadcasters Association (NVBA) and confirmed by the FCC. The EAS Chair is responsible for establishing the committee and ensuring representation across all three operational areas and from key partners. Key responsibilities of the SECC include developing and maintaining the Nevada EAS Plan.

4.2.2 Governor's AMBER Alert Review Committee

The Governor's AMBER Alert Review Committee audits every AMBER Alert activation issued in the state of Nevada. The Committee determines whether the activation met the criteria in the AMBER Alert Plan, whether the activation was properly made, and whether any changes are needed in activation processes or training. Key responsibilities of the AMBER Alert Review Committee include developing and maintaining the Nevada AMBER Alert Plan and providing training in AMBER Alert processes to law enforcement agencies.

4.2.3 Nevada Broadcasters Association (NVBA)

The NVBA is the industry association that supports broadcast media in the state of Nevada. Key responsibilities of NVBA include:

- Nominate the Nevada EAS Chair.
- Support SECC and broadcasters in effective implementation of EAS.

- Provide EAS training for broadcasters and emergency managers.

4.2.4 Nevada Department of Public Safety

4.2.4.1 Nevada Division of Emergency Management

Key responsibilities of NDEM include:

- Develop and maintain the state of Nevada Comprehensive Emergency Management Plan (CEMP) including procedures for public alert and warning.
- Oversee the development of COGs in Nevada.
- Facilitate support to local and tribal jurisdictions requesting EAS assistance through the 24/7 Duty Officer.
- Assist with mutual aid agreements.

4.2.4.2 Nevada Highway Patrol

The Department of Public Safety and National Highway Patrol (NHP) assists agencies in dealing with emergencies and disasters. They can issue EAS activations on request. The NHP responds to out-of-state requests for AMBER Alert activations in Nevada. Key responsibilities of the NHP include:

Upon request, issue AMBER Alerts for out-of-state law enforcement agencies per the Nevada AMBER Alert System Plan.

- Upon request, serve as an entry point into the CAP system for other law enforcement, emergency management, and public safety agencies.
- Develop and maintain the Nevada Silver Alert System Plan.

4.2.5 Nevada Department of Transportation

Key responsibilities of the Nevada Department of Transportation (NDOT) include:

- Facilitate use of NDOT highway message signs for EAS and AMBER alerts.
- Share warning information through the Highway Advisory Radio System (HARS) in Nevada.

4.2.6 Local and Tribal Jurisdictions (Authorized Originators)

Local and tribal jurisdictions are critical partners in the Nevada EAS because they are the most common originators of emergency alerts utilizing Legacy and/or CAP EAS platforms. Key responsibilities of local and tribal jurisdictions include:

- Develop and maintain public alert and warning plans and procedures including how the jurisdiction will participate in the Nevada EAS.
- Identify officials authorized to originate EAS alerts.
- Conduct required weekly and monthly tests according to the annual test schedule.
- Maintain software/hardware capability and training to originate CAP EAS alerts.
- Collaborate with jurisdictional partners to form COGs.

  Ensure that authorized officials are trained to originate EAS alerts using both Legacy and CAP platforms.
- Communicate EAS alerts with the jurisdiction's PIO to ensure a coordinated media and public information strategies.

4.2.7 EAS Participants

EAS Participants as defined in 47 CFR 11 are obligated to follow the rules and regulations for EAS. Key responsibilities of EAS participants include:

- Receive and broadcast EAS alerts from originating officials.
- Monitor LP stations and rebroadcast EAS alerts.
- Conduct required weekly tests and carry monthly tests.

4.2.8 Nevada Residents and Visitors

The primary purposes of emergency alerts are to ensure that the public is aware of the emergency and is informed of what actions they should take to avoid harm. Key responsibilities of Nevada residents and visitors include:

- Maintain readiness to deal with a disaster or emergency.

- Monitor media sources for emergency alerts.
- Follow the instructions provided in the alert.
- Be aware of neighbors and co-workers who may need assistance in a disaster or emergency.

5 - EAS TESTS

5.1 General

EAS participants will conduct regular statewide and local tests according to procedures described in the 47 CFR 11 rules. This testing will ensure that the network is available and ready for use in an emergency or disaster. State and local emergency management, law enforcement, and public safety agencies will participate in the testing process by originating these tests.

National EAS tests will be conducted yearly. These tests will be launched by FEMA, from Washington, D.C. on a pre-announced day and time. The tests will propagate across the country through both the CAP and Legacy EAS platforms.

5.1.1 Required Weekly Tests

All EAS Participants are mandated by Part 11 rules to perform a Required Weekly Test (RWT) once every seven (7) days according to a random schedule. These tests consist of transmitting the EAS header codes and the end of message code, RWTs do not include a voice message. EAS Participants may announce the test or run it in an "unobtrusive" manner. A "random schedule" means that tests are conducted on different days of the week, and at different times of the day.

5.1.2 Required Monthly Tests

All EAS Participants are mandated by Part 11 rules to conduct a Required Monthly Test (RMT) according to the schedule created by the Nevada SECC. The RMT consists of the EAS header codes, an 8-second alert tone, an audio message and the end of message code. According to FCC requirements, RMTs in odd months must occur between 8:30 a.m. and local sunset, and tests during even month tests must occur between local sunset to 8:30 a.m.

5.2 National EAS Participation and Tests

Although EAS has existed in various forms since the 1950s, it was never tested on a national level until 2011 when the FCC conducted the first nation-wide test of EAS. In 2015 the FCC announced its intention to work with FEMA to conduct annual national EAS tests. The process involved changes in EAS equipment and procedures, as well as a public education campaign. The FCC requires all EAS participants to take part in the national EAS test. The national test will use both the Analog/Specific Area Message Encoding or Legacy EAS platform as well as the Common CAP platform.

5.3 Role of the Public

EAS tests enable public safety officials to ensure emergency alerts and warnings can be provided to the public. A successful emergency communications plan relies on the public to stay informed, and engaged on the serious nature of these tests. Public feedback on receptionquality and effectiveness of these tests can help to address potential issues and improve EAS in specified areas.

The public can monitor developments regarding national EAS tests by visiting the FCC's Public Safety and Homeland Security Bureau web page, at http://www.fcc.gov/pshs. Members of the public who have questions about state and local EAS tests can contact the EAS Chair or the Nevada Broadcasters Association at www.nevadabroadcasters.org for more information

6. PLAN IMPLEMENTATION AND MAINTENANCE

6.1 Plan Review

- This EAS Plan will be reviewed annually by the SECC.
- The need for subsequent revisions of the Nevada Operational Area Plan will be determined by the Nevada SECC, NVBA, and the state and local Originators.
- Requests for additions, deletions, changes and revisions to this EAS Plan or the Nevada AMBER Alert Plan must be made in writing to the SECC. The SECC will consider such requests and decide whether the changes should be made. All decisions of the SECC are final.

6.2 Training

- Participants are responsible for training their staff in EAS procedures, guidelines, and equipment.
- Emergency managers, law enforcement and public safety officials are responsible for training their staff in EAS procedures, guidelines, and use of the EAS equipment and programs.
- Information on the use of CAP for EAS, training and testing is available through the NDEM, NVBA, FEMA, or CAP product vendor.
- The NVBA can answer questions and assist with EAS training. For more information contact the NVBA at www.nevadabroadcasters.org
- Several EAS/IPAWS related trainings are available through FEMA's Emergency Management Institute. The following Independent Study courses may be taken free of charge online:
    - IS-247a: IPAWS Introduction
    - IS-248: IPAWS for the American Public
    - IS-251: IPAWS for Alerting Authorities

6.3 Exercises

Authorized Originators are encouraged to incorporate use of EAS into both discussion- and operations-based exercises.

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