NASBA EAS SUMMIT II: BROADCASTERS ARE FIRST RESPONDERS

February 25, 2006

Summary of Proceedings

KEYNOTE SPEAKER: Governor Kenny Guinn, R-NV

Governor Kenny Guinn of Nevada has been a strong supporter of broadcaster involvement in the Emergency Alert System for many years. He thanked the National Alliance of State Broadcasters Associations for organizing this second Emergency Alert System ("EAS") Summit and emphasized that broadcasters are first responders and are integral to the successful implementation of the mission of emergency preparedness and operation. "We can't leave anyone out of the call to first responders," Guinn said. "Government emergency response needs broadcasters to be equal partners in disaster response because broadcasters play a vital role in connecting government to the public." Guinn lauded broadcasters for "getting involved" because government cannot do it alone.

EMERGENCY ALERT SYSTEM OVERVIEW (David Ostmo, Sinclair Broadcasting Group)

David Ostmo, Sinclair Broadcasting Group, presented an overview of the Emergency Alert System. The EAS is a wireless network connecting radio, television and cable systems in a partnership with emergency managers, the National Weather Service and law enforcement agencies locally and nationally.

Nationally, the primary mission of the EAS is to provide a method by which the President can go on-the-air nationwide during a crisis of national significance. However, approximately 80% of the activations of the EAS are for local weather-related emergencies and warnings; many of the rest are activations of AMBER Alert.

The national warning system using broadcast media began in the 1950s as "CONELRAD," a system designed to provide a path for Presidential advisories while denying enemy aircraft or missiles the ability to "home-in" on radio signals; it used only AM radio. In 1963, the Emergency Broadcast System ("EBS") replaced CONELRAD and included television for the first time. EBS also incorporated the ability of local emergency officials to call a designated station and request that the station activate the EBS for a local emergency. The distribution method was "daisy-chain" by having stations monitor the originating station, and then rebroadcast the emergency announcement to other stations who were listening "down the line."

In 1997, the EBS replaced EAS and brought cable systems into the program for the first time. EAS is digitally based and designed to work whether a station or cable system is staffed or operated unattended. Digital bursts at the beginning and end of the EAS message instruct the equipment at the station. There is a growing demand for EAS messages in foreign languages. Stations with proper software can translate header code automatically into a Spanish language visual crawl. Television stations are required to provide all emergency information both visually and aurally.

Theoretically, EAS was intended to eliminate the need for local emergency management officials to contact a specially designated station to activate the system and, instead, envisioned

simultaneous distribution of emergency messages to all stations directly from the emergency managers. However as a practical matter, only a few state or local entities have taken advantage of the opportunity to communicate directly with radio and TV stations; consequently, the daisy-chain distribution system remains a part of EAS in many states to this day.

EAS is nearly entirely voluntary. The only required activation is for a Presidential message. Stations must conduct weekly and monthly tests, as well. All local emergency activations, weather activations and AMBER Alert activations are voluntary.

EAS has its shortcomings. The visual crawl generated automatically when the station's EAS encoder/decoder ("endec"), is based on the message's generic header code and may vary significantly from the voice message that is broadcast with the EAS activation. There is some concern that this aspect of EAS is not compliant with the FCC's rules on visual presentation of emergency information (non-EAS), which might lead unattended TV stations, or those without news staff, to withdraw from participation in EAS because they fear they could be fined for not broadcasting visually the same information contained the voice message (often containing far more detail than the generic crawl generated by the endec).

The old daisy chain distribution method is unreliable and causes significant delays in getting critical emergency information out to the public. Some states have developed "point to multi-point" ("PTMP") distribution systems, such as EM Net or locally created systems that deliver the emergency message directly from emergency management officials to stations and cable systems and eliminate the daisy-chain distribution system entirely.

Digital television multi-casting offers stations the opportunity to direct viewers to one of their multi-cast channels that can be dedicated to emergency messaging (or on which emergency messaging can replace existing programming). "Directed Channel Change" will allow viewers to enter their Zip Code into their set-top box and the set will automatically change to the channel that will carry messages relating to that geographic area. It is a sort of "reverse-911" for television that targets viewers in specific areas affected by smaller-scale emergencies, without interrupting programming for those viewers who are not in the affected area. Ostmo said the technology is available—it doesn't have to be invented, only "developed" through consumer education and station implementation.

THE THREE FURIES: LESSONS FROM WEATHER, BIO-HAZARDS & NATURAL DISASTERS (Moderator: Suzanne Goucher, President of the Maine Association of Broadcasters)

Panelists: Kenneth Moran, Homeland Security Director, Federal Communications Commission; Mark Allen, President, Washington State Association of Broadcasters; Joe Pollet, Chief Engineer, WWL-AM (Entercom), New Orleans; Dale Vincent, Station Manager/News Director, WLOX-TV, Biloxi, MS; and, Laura Segal, Director of Public Affairs, Trust for America's Health, Washington, D. C.

The panel provided an overview of lessons learned by broadcasters and government officials through experience with disasters as varied as hurricanes, earthquakes, volcanoes and avian flu.

Goucher first asked for comments on the worst and best moments encountered after the hurricanes on the Gulf Coast. The panel agreed that the worst was right after the storm because

there was no ability to communicate. Stations had to use satellite phone to reach corporate headquarters and were out of touch with employees and other critical operational aspects. The best moment was the realization that everything that had been covered in preparedness and that scenario training worked exactly as it was intended.

EAS was not activated for evacuation procedures or by other disaster officials. The National Weather Service, through NOAA weather radio, activated EAS with hurricane, tornado and storm surge warnings.

The FCC continues working on new preparedness and emergency actions so that continuity of service can be maintained even in cases where FCC may be unable to operate from its traditional location or organizational structure. The Commission is conducting exercises and scenario training. It was noted that the FCC received rave reviews for its proactive approach to assisting licensees in staying on-the-air and serving their communities.

Allen discussed the vulnerability of Washington State to volcanoes, tsunami and earthquakes. He reported on to a large-scale exercise conducted in Washington by emergency management officials and broadcasters simulating a large subduction zone earthquake striking Seattle.

Segal introduced the pandemic emergency into the discussion. She discussed the significant difference between a natural disaster such as a hurricane, tornado or earthquake and a flu or other pandemic. She discussed anticipating that quarantines will be in effect and that employees may not be able to come to work. In addition, employees who are well, may not be able to travel into areas where news is occurring because of quarantines. Stations must prepare contingency plans to address pandemic situations such as flu, anthrax or bioterrorism.

FCC-Homeland Security said they are making sure that broadcasters are considered key with other technologies and are viewed as first responders.

Vincent raised the question of whether broadcasters really are considered "first responders;" he doesn't think that's the case but is glad there is conversation in that direction.

Pollet recounted problems and concerns about identification passes to get through various departmental jurisdictions. There needs to be more study and discussion at the local level about identification of critical employees of broadcast stations, not just news reporters, but others, such as engineers, who are critical to keeping the station on-the-air. There is a great need for a consistent, streamlined method of identification for all broadcasters that need access into involved areas.

All of the panelists offered "lessons learned" advice to both broadcasters and emergency management officials. Stations should ensure that there is a readable list of "simple" instructions within studios and master control rooms for use in times of disaster, which must include an up-to-date list of critical emergency contacts for city/county/state emergency coordinators. Emergency management officials and broadcasters share a critical need for links to all communications: broadcasters/two-way/ham operators/emergency management at all levels State and local government emergency management coordinators need to make sure that local broadcasters are included in building scenarios for training. The role of broadcasters should be built into all plans of action using radio and television for current updates to help the emergency responders and ultimately save lives. Stations located in areas prone to natural disasters should prepare portable studios, and stock the station with food (MRE), water and sleeping gear.

<u>GETTING STATE AND LOCAL BUY-IN TO EAS (Moderator: Tom Fitzpatrick, Giulani Partners (also a member of the FCC's Media Reliability & Security Council)</u>

Panelists: Chuck Wolf, Chairman of the Houston Area Local Emergency Communications Committee; Dave Liebersbach, Director of the Alaska Division of Homeland Security & Emergency Management (also Immediate Past President of the National Emergency Managers Association); Eugene Berardi, Emergency Public Communication Manager, Office of the Mayor, City of New York; Eric Coleman, Commissioner, Oakland County, MI (Vice Chair, National Association of Counties, Homeland Security Task Force); and, Bill Kalin, Disaster Management e-Governance Initiative, Department of Homeland Security.

This panel presented ideas on bringing emergency management officials into proactive participation in EAS.

Fitzpatrick offered some important strategies for bringing together all of the parties who need to cooperate to provide effective emergency information to the public. He said that stations should build relationships with the people who are involved with emergency management at the local level. Listen to the guy at the bottom because he is on the front-line every day and knows exactly what is needed. Pick the right people to start the conversation; do not necessarily start at the top. Solutions grow from the bottom up; developing relationships with local emergency managers is the most important thing a station can do.

He suggested broadcasters invite emergency management officials to their stations and show them what broadcasters can do. Let them see what happens when the emergency manager pushes the button to send an EAS activation. Once emergency managers understand what broadcasters can do, many of the problems discussed here can be solved.

Bill Kalin outlined goals of broadcaster/emergency manager interaction. We all want to be a nation better prepared for all emergencies. To that end, there are several tools that broadcasters can use: DMIS toolset is a standard based format for information that can be essential in emergency information systems that can support distribution to anyone. "Common Alerting Protocol" ("CAP") is an agree-upon universal alerting protocol that is EAS compatible. It can be accepted by the EAS messaging systems automatically; sent in any medium. The CAP data is not actually sent, but transformed directly into the EAS message. However, it does not comply with current EAS rules because they have no provision for data transmission, so EAS must still use the current headers, which presents problems referred to above for television stations (i.e., the automatic visual crawl is too generic to be of use and never matches the detailed information in the audio message).

Dave Liebersbach urged broadcasters to get into the emergency managers' plans; get on their radar screens; get into the planning process. A paradigm shift in attitude needs to start at the local level. Engaging the emergency management officials is critical to the success of any broadcaster's plan to be proactive in addressing its public interest obligation to serve the community in time of disaster. Turnover in emergency management is high, as it is in broadcasting, so there are often opportunities to get on the agenda of a new emergency management department head. Education and outreach to the public are vital because they often don't understand the importance of broadcasters providing emergency information. Education about the importance of the EAS is necessary so that viewers and listeners will understand why their soap opera is being interrupted. Liebersbach also urged the NASBA organization to become involved with the National Emergency Managers Association ("NEMA") agenda. It is an international association of emergency managers, including local emergency managers, that can be a strong ally in engaging broadcasters and emergency managers.

Eric Coleman feels that there is a need to figure out a way to make a robust EAS system that is compatible with the new and emerging technologies' ability (e.g., podcasting; video on phones).

Chuck Wolf provided insight about why EAS works in Houston. The Local Emergency Communications Committee ("LECC") Chairman is independent; the executive committee is very active; there are hard working members on all of the subcommittees; there is a long history of disasters that has taught the need for detailed planning; and, media coverage of EAS miscues has kept everyone on their toes. He also said that they make use of many other technologies to increase the robustness of the system. They have a joint information center in which the Public Information Officers for all of the jurisdictions work together during a disaster response. They make use of Reverse-911 and a system called "First Call Interactive Network." They also have e-mail distribution of information and have established a regional network of Public Information Officers that includes local, state, federal and private sector PIOs.

Eugene Berardi discussed how the City of New York approached the development of EAS following the 9/11 attacks. They created an LECC with the goal of establishing an EAS that could survive major disasters. This was very important and helped define the roles of broadcasters, emergency responders and others, from connectivity to stations news and non-news personnel. They wanted to pull together a fairly large and geographically dispersed number of activation points and transmission nodes (ETVRS or Emergency Television and Radio Sites) with redundancy to increase the likelihood that the system would not be destroyed. They formed a four station LP-1 partnership and looked beyond EAS, including permanent maintenance action items to keep the system functioning. They also recognized that EAS is not the only tool to use, but that it is the one of choice for quick delivery of short, critical emergency messages. They also explored web site options and created several studios around the city to permit generation and transmission of emergency information. He cautioned emergency managers in the audience that EAS should not be considered a pipeline to the newsroom, but it is part of the community service obligation and process of the station. He also reminded broadcasters that incident commanders may be too busy working the incident to develop and approve information distribution; that they should try to eliminate info bottlenecks and get to know the emergency managers and work out information distribution systems before a disaster strikes and systems have to be cobbled together.

<u>FOLLOW THE MONEY (Moderator: Dale Gehman, Vice President, Engineering, Pennsylvania Association of Broadcasters.)</u>

Panelists: Hank Black, Assistant Director. Communications, Maryland Emergency Management Agency; Ben Green, Assistant Chief, Telecommunications, California Office of Emergency Services; Don Hicks, President, Missouri Broadcasters Association; Harold Joyner, Government Analyst, Department of Community Affairs, Division of Emergency Management, Florida.

This panel was a continuation of a similar panel from the NASBA EAS Summit I a year ago. The goal of the panel was to provide information to the attendees that will help them secure funding for enhancements to their EAS systems. Since last year's EAS Summit Meeting, Gehman challenged the attendees to consider what have they had done to enhance EAS in their respective states.

Don Hicks said that it doesn't take a lot of money to achieve some enhancement of an EAS. Missouri wanted to eliminate the daisy-chain distribution platform and obtained funding from Southwestern Bell to purchase equipment that would allow the state police to talk directly to the stations. Hicks recommended that both broadcasters and emergency officials be opportunistic.

Hank Black began by noting that rules for homeland security grant programs have been tightened because of the manner in which budgets are now being allocated. He also outlined several other grant programs and funding availabilities, such as the Citizen Corps Program; emergency management performance grants; law enforcement terrorism prevention program; state homeland security programs; Urban Areas Security Initiative; and, also, money could be available for interoperability projects.

Black indicated that the Homeland Security Grant Program for 2006 had 7 national priorities and 36 priority capabilities, including implementation of NIMS and the national response plan; expansion of regional collaboration; implementation of an interim national infrastructure protection plan; strengthening of information sharing and collaboration capabilities; strengthening interoperable communications capabilities; strengthening CBRNE detection, response and decontamination capabilities; and, strengthening medical surge and mass prophylaxis capabilities. He also mentioned the Hazard Mitigation Grant Program. Alert and warning systems are eligible for funds, but the grant requires 25% non-federal matching funds

Black offered suggestions for optimizing the opportunity to obtain grant funding: Work with the state administrative agency that will be using or receiving the funding; find out where the state grants office is and who to contact; build relationships; find grant programs with awards that project a mission similar to your organization; monitor the websites of grant organizations for news and workshops that give insight to funding priorities; make use of online grant research resources; employ a grant writing service, if your organization does not have grant writing experience or expertise; partner with state and local governments and private entities. He provided web site links to assist organizations in obtaining grant information.

www.ojp.usdoj.gov/odp/docs/fy05hsgp/pdf
www.hstoday.us/grants_guide/GG_registration.cfm

Harold Joyner described the Emergency Preparedness Trust Fund that has been established in Florida to ensure adequate funding for emergency communication and public education.

Ben Green commented on interoperability funding and hazard mitigation funding. He encouraged broadcasters and emergency managers to mix and match funding sources and be creative.

BROADCASTERS ARE FIRST RESPONDERS (Dr. David Rehr, President & CEO, National Association of Broadcasters).

Dr. David Rehr, President & CEO of the National Association of Broadcasters was the lunch keynote speaker. He recognized that state broadcasters associations are doing the heavy lifting to get state EAS plans up and running and pledged that NAB will be there to help as we all go forward. It is essential to communicate in the same language with the right message at the

right time. Programming during disasters dwarfs the info in the EAS message and is the critical link to saving lives in a disaster. We all must be working with government agencies to explore how new technologies can enhance EAS. When the FCC adopts a digital EAS protocol we will work to bring wireless technology into the fold in order to get emergency information out to as many people as possible in the form that they want it.

Rehr also noted the need for emergency information distribution to non-English speakers and the hearing impaired. He urged broadcasters and emergency management officials, including the FCC, not to take measures with new regulations that will slow down distribution of critical emergency messages. He reiterated broadcasters' desire to have the federal government maintain strong federal oversight of state and local voluntary EAS plans. State and local broadcasters and emergency management agencies lack adequate resources to meet the needs of their communities and the federal government must ensure that state and local emergency personnel have the funding, training and equipment to get the job done, including interoperability of communication systems.

Rehr pointedly criticized the practice of "cable override," saying that there is no reason that cable viewers should be blocked from getting the critical point by point emergency information they need because cable switches away from detailed emergency coverage by local broadcasters. Rehr said that Congress and the FCC should require selective override and that the longer the FCC refuses to do so the more lives that are endangered. Protocols of digital set top boxes will permit selective override. Rehr concluded by acknowledging the report of MSRC that underscores radio broadcasters' unique ability to reach members of the community during a disaster.

<u>AFTER THE STORM (Moderator: Ann Arnold, President, Texas Association of Broadcasters)</u>

Panelists: Pat Roberts, Florida Association of Broadcasters president; Lou Munson, Louisiana Association of Broadcasters president; Jackie Lett, Mississippi Association of Broadcasters president; Steve Davis, Senior VP, Engineering, Clear Channel Radio; Linda Compton, Indiana Broadcasters Association president; Sharon Tinsley, Alabama Broadcasters Association president.

Jackie Lett, Mississippi, praised broadcasters for "living up to what they're supposed to do." She noted the National Weather Service activated the EAS, but the public did not understand the warnings and seriousness of the situation. She recommended additional educational efforts targeted at the public. Authorities must see broadcasters as first responders and recognize that broadcasters need to stay on the air if emergency information from the government is to get to the public. Broadcasters are overlooked until the emergency happens and then everyone wants us to get the word out, but without prior planning and inclusion of broadcasters as first responders, the effectiveness of any effort is critically impaired. Biggest challenge post-Katrina was getting fuel to stations for their generators; the first batch was confiscated by the police. Broadcast stations need to be on the lists of critical infrastructure that will be prioritized for resources such as fuel.

Lou Munson, Louisiana, reminded everyone that if it were not for broadcasters, the death toll would have been much higher than 1,200 (and 3,000 missing). We all know that disasters will happen again and we absolutely must be better prepared. She also noted that a number of

stations were broadcasting their signal over the internet so that the displaced people could keep up to date with what was going on back home.

Sharon Tinsley, Alabama, explained that Alabama learned many lessons in 2004 from Hurricane Ivan and put them to good use during Hurricane Katrina. The EAS was activated 36 hours before landfall of Hurricane Katrina by the State Department of Transportation to announce implementation of the lane reversal system for evacuation. However, the greatest lesson was that stations need emergency generators. Fuel was not a problem in Alabama because there were no generators. The Alabama Broadcasters Association received information about stations with which they were out of contact directly from power companies' employees who were on the scene. Creativity in making contact is essential during a disaster because normal avenues of communication are not always available. E-mail also was a good way to make contact with the stations.

Pat Roberts, Florida, noted that if you have a Presidentially declared disaster there is federal money available. Broadcasters must get to know the emergency management staff in order to be able to serve their communities in times of disaster. "If you're a part of the emergency management group you are in good position," said Roberts. He explained that one reason EAS works so well in Florida is that broadcasters sit at the table as an integral part of the Emergency Operations Center during activations. Roberts said this was standard operating procedure in Florida before Hurricane Andrew in 1992 and has evolved sine then. Now, state EOC managers provide ID "First Responder" badges for media, placards for news units, high priority for fuel distribution (right behind hospitals, law enforcement and prisons). In return, Florida broadcasters accept responsibility beyond EAS to distribute information to the public before, during and after emergencies. Roberts said Florida normally does not activate EAS for hurricanes, but flexibility is built into their plan. They did activate EAS for Hurricane Charley because the storm took a sharp turn toward areas not expecting a direct hit from the hurricane. Florida does activate EAS for quite a number of events that follow in the wake of a hurricane.

Linda Compton, Indiana, called her state Tornado Alley and discussed the tornado that occurred in Evansville in November, 2005. It struck overnight (many do happen at night, much to the surprise of those who are not in tornado prone areas). She felt that EAS probably did not help much because of the timing. Most people were asleep and did not have radios or television sets on. She said that putting together an AMBER Alert Plan showed Indiana that EAS was broken. A lot of cooperation was necessary to fix the system; it cannot be done alone. Now there is a good partnership with the Indiana State Police, State Department of Homeland Security, and EMNet. In cases where emergency management, either state or local, is not supportive of the EAS, the involvement has to come from broadcasters. She discussed her review of a homeland security grant document, but raised concerns that there is a great deal of information on communications, but it is all about communication between government agencies, and not about communicating with the public. Broadcasters need to fight for our place in emergency response plans.

Steve Davis, Senior VP, Clear Channel Communications, discussed his company's response to Hurricane Katrina. Clear Channel had stockpiled resources prior to the emergency with the goal of providing continuing service to the communities through their radio stations. He emphasized that station employees need to be taken care of if they are going to be effective and be able to continue to deliver service to their communities for the duration of the crisis. They found that e-mail was an excellent way to communicate within the company to find out needs and allocate resources.

Davis turned to a discussion of EAS readiness. He said that EAS equipment is the core element of first response to disasters. If the equipment is not installed, tested and working, there is a breakdown of the system at the very inception. Local authorities must have good training to be effective. Davis cited the example often used inaccurately as a criticism of ownership consolidation and unattended operation: the Minot, ND, train derailment. The full story was that the local law enforcement was unable to activate EAS because it had not installed the equipment. They were still trying to use old EBS contact information that had been outdated for many years and did not know that the EAS system was there for their use. Proper installation, operation and training of local authorities are especially critical in small communities. The FCC must ensure that EAS equipment of local activators is properly installed, operational and the staff trained; and, the same requirements must also apply to stations. EAS can and has worked, but there must be 100% cooperation and a healthy dialogue between broadcasters and local emergency management agencies to ensure that it works 100% of the time.

Arnold reported the failure of state and local authorities to utilize EAS is costing lives needlessly. She reported that two elderly ladies burned to death in their homes in a recent wild range fire in Cross Plains, TX. Local authorities sent troopers up and down the highway with bullhorns warning people to evacuate. The women lived too far from the highway to hear even bull horns. But the local fire marshal said both would have been watching their "soaps" and would have seen any alarms if authorities had alerted broadcasters.

UPDATES ON ALERTING (Moderator: Pat Roberts, President, Florida Association of Broadcasters).

Panelists: Bob Ross, CBS, MSRC; Jim Keeney, NOAA/NWS; Kevin Briggs, FEMA, Office of National Security Coordination; Watt Hairston, Chairman, Primary Entry Point Advisory Committee; Jim Gabbert, SECC Chairman, California.

Bob Ross, MSRC, agreed that the Summit's theme "Local Broadcasters Are First Responders" is really true, but only if they are prepared to be on the air and respond. Broadcasters must help local stakeholders plan and test before a disaster. He found a shockingly small group of first responders who knew their news directors at local stations. 71% of cable systems have a disaster recovery plan, but only 47% of TV stations have such a plan and only 15% of radio stations. He asked the rhetorical question of everyone: What is your plan if all of the facilities and resources you use are no longer available? To answer that question, Ross also discussed the mission of the MSRC toolkit group. They are striving to develop model documents and other resources for local use based on best practices recommendations. The disaster recovery plan portion is now completed that includes "everything you can think of." Station chief engineers need to go through it and ensure that the station is ready for a disaster. He provided web site links for the MSRC Model Vulnerability Checklists for Radio & TV:

www.fcc.gov/msrc
www.mediasecurity.org

Jim Keeney, NOAA/NWS, discussed two different NOAA projects, Storm Ready, Tsunami Ready and Haz Collect. Storm Ready/Tsunami Ready is a project that will certify that counties have built infrastructure and systems that will help save lives and protect property when

disaster strikes. They must have a 24 hour warning point, often the county emergency operations center. They must be able to receive and provide critical warning information from NOAA Weather Radio; NOAA Weather Wire; EM Weather information network; news media; internet/pager/cell phone. They must be able to monitor evolving weather situations and events. They must be able to disseminate the warnings to the public through EAS, Cable override, NOAA Weather radio in public buildings; community sirens; others warning mechanisms that may be unique to the community. The county must work to increase community preparedness with spotter and dispatcher severe weather training and public weather safety presentations. Finally, they must enhance their internal operational procedures by reviewing their hazardous weather action plan and bringing it up to date. Keeney reported that the system has worked when it has been put in place carefully and enthusiastically, and offered several examples of storm ready communities that have helped save lives, specifically during the F-4 tornado that struck Van Wert, OH, in November of 2002. Keeney reminded the attendees that material on Storm Ready resources were in the Summit notebook.

Haz Collect. In discussing the NOAA Haz Collect system, Keeney noted that the current system takes several minutes to get message authorized and sent. Haz Collect is an IT interface for non-weather emergencies that eliminates manual authoring of message.

Jim Gabbert, California SECC Chair, feels that there is an inconsistency between the EAS mission of the federal government and the other uses of EAS. The mission of the FCC and FEMA is to get the President on the air in case of a national emergency. Most emergencies are local, but the federal government does not seem to get that message. "A great system is only as good as the person who pushes the button," Gabbert said. The major glitches in the system come from lack of training, not from the technology. Personnel turnover is a problem for emergency managers and broadcasters that must be addressed with continual training, and funding assistance is needed to accomplish that.

Watt Hairston, Chairman, Primary Entry Point ("PEP") Advisory Committee, presented a brief background discussion of the PEP system. PEP is successor to the federal Broadcast Station Protection Program that provided funding for "hardening" of critical broadcast infrastructure. PEP stations are located in strategic areas throughout the United States with the mission of connecting the President to the public in time of disaster. PEP provides a familiar, robust system in the event of a catastrophic disaster, which is usually at the top of most state EAS plans. However, the PEP system of stations does not cover the continental United States during the day. The PEP administrative council ("PEPAC") is made up of engineers from each PEP station. After last year's summit, PEPAC changed its agreement with National Public Radio ("NPR") and provided a direct link for NPR to monitor national emergency messages from FEMA headquarters. In order to complete the circuit from FEMA to local stations to the public, each NPR station needs to connect their NPR cue box to the input of their EAS box, so that anyone monitoring them can receive activations of the PEP system. Also after last year's Summit, plans were developed to expand the number of PEP stations to ensure the widest possible coverage of the system. The PEP expansion came as a direct result of last year's Summit. PEPAC developed a search for stations with the widest signal coverage and has approved new PEP stations in Alabama, Nebraska, Mississippi, Michigan, Iowa, Wisconsin, Indiana, Oklahoma, Connecticut and Washington, D. C. In addition, PEPAC began a station testing initiative, which has resulted in the testing over 50% of the PEP stations and the result is very few failures. The 2005 hurricane season showed the value of 30 days' worth of generator

fuel on hand for stations to operate in emergencies where power is lost. PEPAC is developing plans for a portable radio station/studio for deployment by June 1, 2006.

Kevin Briggs, FEMA, discussed its Integrated Public Alert and Warning System ("IPAWS"). IPAWS is a Department of Homeland Security program initiated in 2004 to improve public alert and warning in partnership with NOAA and other public and private stakeholders. It is a "system of systems" that includes EAS and digital EAS, the National Warning System ("NAWAS"), the Department of Homeland Security Website and Web-Based Alerting Framework ("WARN") and other initiatives. The goals of IPAWS are to improve all aspects of public alert and warning to save lives and property; and, to ensure effective alerts to all people, over all media, in all scenarios.

IPAWS has plans to upgrade current emergency warning capabilities to provide for audio, video, text and data messages; meet the needs of those with disabilities; deliver messages directly to broadcasters with local addressing capabilities; provide national level alerts via radio, television, e-mail, internet, cell phones and other wireline and wireless devices; expand geo-targeting of messages; and, extend the interoperability and integration of emergency messaging. IPAWS also plans to develop more extensive collaboration capability between federal, state and local agencies and emergency message delivery media; provide assured message dissemination through a protected and secure system; and, use international standards and non-proprietary systems where it is possible to do so.

LEGISLATIVE LANDSCAPE (Moderator: Mark Allen, President, Washington State Association of Broadcasters).

Panelists: Dana Lichtenberg, senior Legislative Assistant for Telecommunications, Office of Representative Bart Gordon (TN, D-6th Dist.); Michael Bopp, Majority Staff Director, Senate Homeland Security and Governmental Affairs Committee; Linda K. Moore, Analyst, Telecommunications Policy, Congressional Research Service, Library of Congress.

The panel discussed the ways in which congressional legislation will address the communications and emergency response issues raised throughout the Summit, particularly with respect to the Gulf Coast hurricanes.

First, the communications aspect – Linda Moore referred to EAS not having been mentioned in what has been previewed so far in Gulf disasters. There is a Senate bill to potentially appropriate funding for NOAA but it probably will not include enough for emergency alert networks. A House bill addresses an issue raised earlier in the Summit concerning the accessibility of emergency alerts for disabled persons. She also noted the rapid deployment of highway safety proposals that are targeting aggressive building systems that will be compatible with emergency alert systems.

Second, EAS/Telecom issues, Dana Lichtenberg indicated that committee jurisdictional issues will slow down movement on these bills because most, if not all appropriate federal agencies are governed by different House committees. She felt that it was important to work on all the various pieces of an emergency alerting system separately and ultimately bring them together in one legislative package.

Third, there are several reports on federal responsiveness to the Gulf Coast hurricanes that have been released or soon will be. Michael Bopp said that the Senate report will be

released sometime in March, following the House and White House reports. He predicted that there probably will be a Senate bill on the floor by year's end. The White House report has made some good points and recommendations, including the shocking lack of inoperability and communications discovered through the hearings to date. Advance teams had no way of communicating with headquarters in Baton Rouge.

On the subject of inoperability, Allen asked what Congress could do in the meantime while the DTV transition moves to completion and designated spectrum is assigned where needed most in making systems operable. February, 2009 is the transition end date with auctioning beginning in 2008 of that desired spectrum. First responders at the local levels should be the first to get what is needed in the way of funding and spectrum needs. The current FCC rulemaking proceeding on EAS will be of great value to Congress.

Allen asked whether Congress is addressing all of this adequately. Linda Moore felt that Congress is just throwing funding at the problem that will not correct the issue of inoperability because even the new spectrum allocations have no design guidance or coordination at this point.

PANDEMIC (Moderator: Bob Fisher, President, Nevada Broadcasters Association).

Panelists: Ira Dreyfuss, Marc Wolfson, Public Affairs Specialists, Department of Health and Human Services.

Marc Wolfson began the discussion of the enormous differences between a disaster such as an earthquake, tornado, hurricane or tsunami and a pandemic disease. He asked the audience to consider the differences in how such a problem would be addressed. "What are we going to do? How are we going to handle it? How do we manage it?" Wolfson asked. In answering those questions, he warned the audience that techniques such as surveillance, quarantine and isolation will be just of few of the ways government seeks to remedy the situation. There will be non-governmental actions, as well, such as societal interventions (social distancing, closing schools) and public health protocols to address the pandemic itself (vaccines; anti-virals). Wolfson reminded the audience that one of the particularly difficult tasks in defusing a pandemic is that viruses are immune to political boundaries and, unlike natural disasters, can be transmitted quickly and effortlessly from one place to another, particularly because of our very mobile society. An infection at an airline hub can be spread around the world in a matter of hours.

Wolfson offered some suggestions for success in emergency message responses. He said that for successful communication, getting the message right is critical. Messages must inform, not inflame. People have a right to know and need to know the truth so they can make informed decisions. The public's need to know comes in several stages. When a pandemic begins to spread from person to person, during the first thirty-six hours there is an insatiable need for information. However, emergency management officials must recognize that there are many audiences, not just the media, but the health care community, businesses, education system, transportation, local communities and other governments.

Wolfson said that the information must be distilled into easily understood messages written at a sixth grade level because there is lower comprehension during crisis. The messages should be clear about what the problem is, what the government is doing and what steps are being taken to protect the public and stem the pandemic.

Ira Dreyfuss feels that there is no adequate system to tell people the things they need to know (after the EAS; initial warnings; not always covered on the news). He suggested a pre-disaster educational effort of messages distributed as public service announcements where the use and scheduling is voluntary. During a disaster, emergency managers might consider e-mailing MP3 sound files to state broadcasters associations that could then, in turn, e-mail them to stations that are still on-the-air. It would be good programming, stuff listeners want to hear to provide answers to their questions and provide information they need to know in the "survival" time. Content should be extremely localizable because stations would not want to scare people who are not in an area affected by the emergency. The material must be timely and could be changed as the need for different information changes. It also must be "active" information, not "passive" (posted on a web site). Dreyfuss wants to replicate the system used in Katrina, nationwide, in advance of flu pandemic. He wants to make sure that all stations receive messages through original or redundancy and fallback distribution systems. There is a working group on this project that includes state broadcasters association executives, station executives, and Department of Health and Human Services staff. Dreyfuss provided a web site address for further information: www.pandemicflu.gov Dreyfuss closed by reminding broadcasters that they have to prepare for keeping their stations up and running during a pandemic when 30% of the workforce is out sick or quarantined.

REGIONAL BREAKOUT REPORTS (Moderator: Whit Adamson, President, Tennessee Association of Broadcasters).

All Summit attendees were divided into groups by FEMA region and assigned a National Weather Service Warning Meteorologist to guide their discussion of the response to a pre-assigned disaster. Each of the Summit breakout sessions considered its own local Emergency Communications Case Study scenarios and severe weather conditions.

Region 1 - New England: The New England group concluded that cross-border communication is vital because of the small size of each state. Unfortunately, communication is fairly inadequate through states and between states. They thought that their cross-border communication was good, but found out it was not as operable as it should be and that would be critical in an EAS situation. Education is priority but it must be done from the bottom up. The northeast states need to develop a regional memorandum of understanding and develop educational materials for the public.

Region 2 - Mid-Atlantic: Several issues were raised, including what cross-border coordination would be between New York and New Jersey; and, the return to live coverage of breaking news events when EAS activation is over to deliver further information to the public.

Region 3 –Central Atlantic (Maryland/DC/Delaware/Virginia/West Virginia): Each state is using satellite delivery, but the systems are not integrated, therefore, the issue is how to coordinate emergency messaging. In addition, the nature of incidents differs from coastal to interior states. Integration of those issues will require a great deal of planning.

Region 4 - Southeast: Early preparedness is a key to success. Every state and broadcaster should have a plan and practice it. Each state should have an emergency broadcasting facility somewhere in the state, including an emergency broadcast information center. More training for

station personnel is essential, and stations should ensure that their EAS encoder/decoder units have been programmed for all of the updated codes. Emergency officials should not consider a storm surge a tsunami because the public will be confused and not understand how dangerous the hurricane is. It would be a good idea to redesign hurricane warnings to include storm surge warnings and wind speeds.

Region 5 - Upper Mid-West (Wisconsin/Michigan/Ohio/Illinois/Indiana/Kentucky/Minnesota): This group identified common issues to work on in the future, such as, continuing education for emergency management/first responders and broadcasters; the need to get broadcasters into the written local emergency management plans; there is a need for coordination beyond state boundaries to other states.

Region 6 – Southwest (New Mexico/Oklahoma/Texas): There is a strong local coordination between emergency management and broadcasters, although there is a need to develop a closer working relationship between all parties. This will make for more effective alerting to the public. It is important to be as efficient as possible and to have a low tech backup plan in case the high tech system fails. This group identified the need to develop a stronger public education program, possibly including an emergency management information resources web site. As many other groups stressed, there is a continuing need for more training and guidance on how to introduce Haz Collect language into state and local agreements.

Region 7 –Mid-West (Nebraska/Iowa/Missouri): Satellite radio providers should have a dedicated emergency channel. Communication failures are the weakest part of the system. All parties must be able to communicate during a big event with all possible communication tools used, such as two-way radio/phone capabilities and talk groups, use of a satellite as a repeater; RACES and amateur radio should be better used. In addition, EAS should not be depended upon, or used, to provide or relay detailed information. It is the "heads-up" signal.

Region 8 – Rocky Mountains/Upper Plains (Montana/North Dakota/South Dakota/Wyoming/Utah/Colorado): EAS is better now because of the addition of AMBER Alerts, which gave a much higher visibility of EAS to the public, local law enforcement and emergency management officials. Each state must work toward building a robust, redundant system and one that can work with other states. Equipment training and installation needs to be more user friendly. The group recognized that each state EAS plan has its own unique needs, problems and characteristics, but that there should be more interaction with emergency management officials including broadcasters in emergency response planning and training exercises. The group felt that it was not enough to just test EAS, but it should be graded and improved based on feedback from testing.

Region 9 - West (California/Nevada/Arizona/Hawaii): There are a number of different disaster scenarios for each state and not too many of them are shared in common. There is no way to use the EAS to warn of an impending earthquake. The group identified a need for regional EAS meetings and suggested installation of EAS encoder/decoders in National Weather Service offices in Arizona and Nevada. California's Emergency Digital Information System ("EDIS") could be deployed throughout the region. If there is a major disaster in one state, there will be an impact on neighboring states, but there are many questions unanswered: How is the victim state

going to tell the neighbor states that company is coming? The group made the decision to meet in April to explore development of a regional EAS plan that all the states buy into.

Region 10 - Northwest (Washington/Oregon/Idaho/Alaska): The group worked through a disaster scenario based on a tsunami triggered by a major earthquake on the Alaska coast. The discussion focused on the timeline of the tsunami and the activation of EAS along its path. The group also shared ways in which state and local emergency operation center activities, operations and protocols operate differently in the different states, and recommended the inclusion of evacuation maps in telephone books.

CONCLUSION (Ann Arnold, President, Texas Association of Broadcasters). Summit Chair, Ann Arnold challenged each attendee to go back to their respective states and build a groundswell of support for using EAS properly and making the system better.

SUMMIT NOTEBOOK. Each attendee provided with 3-ring binder notebook containing myriad materials related to the topics discussed at the Summit. The contents of the notebook included:

A. Media Security & Reliability Council ("MSRC")
   1. Introduction to MSRC
   2. Guide to Establishing Local Coordination of Emergency Communications Systems
   3. Guide to Developing an EAS Public Warning Plan to Serve Local Areas
   4. Lessons Learned by the Radio & Television News Directors Foundation's News and Terrorism Workshops
   5. Information Resources

B. MSRC II Toolkit – Station Vulnerability Assessment Checklists for Radio, Television, Cable and DBS

C. National Association of Broadcasters
   1. National Association of Broadcasters Education Foundation will Honor Gulf State Broadcasters Associations in June 2006
   2. Snapshot of Broadcasters Efforts to Stay On-The-Air During Hurricane Katrina
   3. Broadcasters Help With Hurricane Katrina Relief Effort
   4. National Association of Broadcasters Efforts with Hurricane Katrina Relief & Recovery Effort

D. Federal Communications Commission
   1. Mississippi Association of Broadcasters Letter to FCC Chairman Kevin Martin Requesting that Broadcasters be Officially Designated as First Responders
   2. Association of Public Television Stations Letter to FCC Chairman Kevin Martin on the Digital Emergency Alert System
   3. Comments of the Harris Corporation Regarding the Independent Panel on Hurricane Katrina and the Impact of Katrina on Communications Systems

4. Communications Restoration Report in the Gulf States by Kenneth Moran, Director, FCC Office of Homeland Security
5. Opening Remarks of FCC Chairman Kevin Martin at the FCC Independent Panel on Hurricane Katrina
6. Remarks of FCC Commissioner Michael Copps
7. Remarks of FCC Commissioner Jonathan Adelstein
9. FCC Fact Sheet on the Emergency Alert System
10. State and Local EAS Plans

F. Department of Homeland Security
1. Power Point Presentation on the Disaster Management e-Gov Initiative from the Department of Homeland Security Office for Interoperability and Compatibility, Science and Technology

G. Trust for America's Health
1. 2005 Issue Report: Ready or Not? Protecting the Public's Health from Diseases, Disasters and Bio-Terrorism
2. A Killer Flu?
3. National Pandemic Checklist

H. Congressional Research Service, Library of Congress
1. Emergency Communications: The Emergency Alert System and All-Hazard Warnings
2. Federal Stafford Act Disaster Assistance
3. Hurricane Katrina: Insurance Losses and National Capacities for Financing Disaster Risk
4. Federal Disaster Recover Programs: Brief Summaries
5. Supplemental Appropriations
6. Emergency Supplemental Appropriations for Katrina Relief
7. Community Block Grants for Disaster Recovery and Relief

I. National Oceanic and Atmospheric Administration – National Weather Service, Department of Commerce
1. NOAA All Hazards Weather Radio Frequency Map
2. NOAA Weather Radio Stations Per State
3. Percentages of Each State Covered by NOAA Weather Radio
4. Fact Sheet for NOAA All-Hazards Weather Radio
5. List of Non-Weather Emergency Codes
6. Introduction to Haz Collect
7. Update on Haz Collect
8. Haz Collect Schematic Overview
9. Storm Ready Toolkit for Emergency Managers
10. Customer Comments – The Benefit of Being Storm Ready

J. Department of Health and Human Services
1. Power Point on Pandemic Influenza Communications

2. Planning for the Unthinkable – Preparation and Response in Public Health
3. Range of Public Reactions
4. Risk Communications
5. Summary of Selected Acts Related to Public Health Emergencies

K. Radio & Television News Directors Association and Foundation
1. Journalists Guide to Covering Bio-Terrorism
2. Fifty Questions You Need to Ask When Preparing to Cover a Crisis
3. Crisis Coverage Phone List

L. Arbitron Study
1. Riding Out the Storm – The Vital Role of Radio in Times of Crisis – A Special Report investigating the Impact of the 2004 Hurricanes

M. Governing Magazine
1. Disaster's Wake: In the Aftermath of Katrina and Rita, State and Localities Should be Dusting Off their Disaster-Response Plans
2. The Katrina Breakdown: Coordination and Communication Problems Between the Levels of Government Must Be Addressed Before the Next Disaster Strikes
3. Defending Against the Deluge: Nationwide Examination of Man-Made Levees, as well as, Restoring Natural Floodplains

N. List of PEPAC Stations (as of September 2005)

O. Statistical Information About Natural Disasters and Severe Weather
1. Billion Dollar Weather Disasters 1980-2005
2. Weather Disasters – State Incident Reports
3. Weather Disasters – Narrative
4. Weather Disasters – Chronological Timetable
5. Weather Disasters – Time Series
6. 2004 Hurricane Tracks

P. Recent Filings on EAS with the Federal Communications Commission
1. National Association of Broadcasters (plus replies)
2. National Alliance of State Broadcasters Associations
3. Society of Broadcast Engineers

Each Summit attendee also received a CD-ROM copy of the National Response Plan of the federal Department of Homeland Security.