# Effective earthquake early warning systems: Appropriate messaging and public awareness roles

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Abstract. The earthquake early warning systems (EEWSs) in China have achieved great progress, with warning alerts being successfully delivered to the public in some regions. We examined the performance of the EEWS in China's Sichuan Province during the 2019 Changning Earthquake. Although its technical effectiveness was tested with the first alert released 10 s after the earthquake, we found that a big gap existed between the EEWS's message and the public's response. We highlight the importance of EEWS alert effectiveness and public participation for long-term resiliency, such as delivering useful alert messages through appropriate communication channels and training people to understand and properly respond.

# 16 **1** Why are earthquake early warnings important?

An earthquake is an intense shaking of the Earth's surface, caused by the sudden movement of a plate in the Earth's crust. Destructive earthquakes, such as the 2008 Wenchuan Earthquake ( $M_w$  7.9) in China, the 2010 Haiti Earthquake ( $M_w$  7.0), and the 2011 Tohoku-Oki Earthquake ( $M_w$  9.0) in Japan, trigger multiple secondary hazards (e.g., landslides, tsunamis, and Natech disasters). These earthquakes cause millions of deaths, widespread property damage to buildings and infrastructure, and severe regional economic fallout. Earthquakes are impossible to avoid, and predicting their occurrence remains difficult, so more and more countries have focused on developing earthquake early warning (EEW) and emergency management systems.

An EEW is the detection and characterization of earthquakes as they occur with rapid delivery of alerts to areas potentially affected before the strongest shaking begins (Allen and Melgar, 2019). Because most of an earthquake's energy is carried by the damaging S- and surface waves, which arrive after the faster and lower amplitude P-waves, EEW is possible because both waves travel far slower than the electromagnetic waves used to transfer information (Cremen and Galasso, 2020). Although the potential warning time may only be seconds to minutes, this time is precious so that individuals and institutions (e.g., airports, trains, manufacturing, and energy facilities) can take action to save lives and mitigate the potential damage from earthquakes (Strauss and Allen, 2016).

# 31 2 EEW systems and their applications

Generally, EEW systems (EEWSs) are real-time information systems that consist of three modules, including: 1) monitoring and detecting earthquakes based on seismic networks; 2) EEW processes, e.g., estimation of location, magnitude, maximum seismic intensity, and earliest arrival time, as well as alert notification decisions; and 3) information delivery (Cremen and Galasso, 2020). The importance of EEWSs for disaster mitigation has been widely studied. Many jurisdictions have operational systems to deliver alerts to the general public (e.g., Mexico, Japan, and South Korea), or target specific stakeholders in limited areas (e.g., United States, Turkey, Romania, and India) (Allen and Melgar, 2019, and references therein). There are also some EEWSs in the preparation and testing stages, including in Switzerland, Italy, China Mainland,
Nicaragua, and Chile (Allen and Melgar, 2019, and references therein).

40 Although the theory of EEWSs is simple, the implementation is much more complicated (Allen and Melgar, 2019). An 41 effective EEWS must accurately provide estimated earthquake parameters with long enough warning time to be of practical 42 use for recipients where possible damages may occur. Therefore, most research over the last three decades has focused on evaluating the systems and optimizing their algorithms with the goal of enhancing the quality and accuracy of EEWs. 43 44 However, several technical challenges are revealed by reviewing the EEWS development (Allen et al., 2009; Allen and 45 Melgar, 2019; Cremen and Galasso, 2020; Hoshiba and Ozaki, 2014; Kamigaichi et al., 2009). For example, 1) it is hard to provide timely warnings in areas closest to epicentres (e.g., the blind zones); 2) when more than two earthquakes occur in 46 47 close temporal or spatial proximity, the estimation parameters become hard to process and the error substantially increases; 3) 48 the unsaturated magnitude and seismic intensity of large earthquakes (M>8) may be underestimated, such as the Tohoku-Oki 49 Earthquake (Hoshiba and Ozaki, 2014); and 4) the EEWSs may not work properly due to power failures, wiring disconnects, 50 and high background noise caused by large earthquakes and their aftershocks.

Recently, more and more scholars have devoted attention to increasing EEWS effectiveness through social means (e.g., 51 52 Santos-Reyes, 2019; Sutton et al., 2020), which can alleviate the limitations that are difficult to solve with technical 53 innovations. For example, Japan's EEWS has significantly contributed to reducing social vulnerability to earthquakes 54 through nationwide participation. Most of the alerted respondents could understand and act to protect themselves due to their 55 previous education and training, although the magnitude of the 2011 Tohoku-Oki Earthquake was under-estimated due to technical limitations, resulting in poor-quality alerts (Fujinawa and Noda, 2013; Hoshiba and Ozaki, 2014). In addition, the 56 57 United States' EEWS (ShakeAlert) enables recipients to immediately participate in the alert process and define the system capability to enhance public participation, which is currently being tested in California, Oregon, and Washington states 58 59 (Allen and Melgar, 2019). Comparatively, Mexico's EEWS detected and issued warnings for the 2017 Puebla Earthquake; however, the public took a negative attitude towards its performance since they received little information about either the 60 61 EEWS or the warnings themselves and had not been previously educated how to act during an emergency situation (Santos-62 Reyes, 2019). These events demonstrate the importance of EEWSs, but also show the critical importance of public awareness education and training before an earthquake occurs, to activate the full benefits of EEWSs. 63

# 64 3 China's EEWS Development

65 China's EEWS development is particularly challenging because multiple regions are prone to earthquakes, including major metropolitan areas. Therefore, following the 2008 Wenchuan Earthquake, China's central government encouraged the 66 67 establishment of a national EEWS, initially focusing efforts on four seismic regions for pilot testing (Fig. 1a). With support 68 from the "National System for Fast Seismic Intensity Reporting and Earthquake Early Warning Program" led by the China Earthquake Administration (CEA), a high-quality national seismological network was installed with 15,000 stations, 1,928 69 70 seismic stations (equipped with collocated broadband seismometers and force-balanced accelerometers), 3,114 strong-71 motion stations (equipped with force-balanced accelerometers), and 10,349 low-cost micro-electro-mechanical system 72 (MEMS)-based sensors (Peng et al., 2020). The instruments aimed at quickly reporting earthquake intensities and earthquake 73 early warnings in key areas on the minute and second scales, respectively. EEWSs in the pilot regions (e.g., the Beijing 74 capital region, southeastern coastal areas, north-south seismic belt, and northern Xinjiang) are now operational and have 75 proven technologically effective to some degree (e.g., physical networks, algorithms, software). Detailed descriptions can be 76 found in Peng et al. (2011), Peng et al. (2020), and Zhang et al. (2016), but few of these studies have focused on the 77 information dissemination mechanisms and public perception to the EEWS.



## 78

**Figure 1** Seismic activity and EEWSs across China. (a) Distribution of earthquake intensity and EEWSs in various Chinese regions (modified from seismic peak ground acceleration zonation map of China; Standardization Administration of the People's Republic of China, 2015); (b) historical earthquakes (January 1949-August 2020) in Sichuan Province; and (c) location of the Changning Earthquake.

# 82 3.1 Fujian case

83 As one of the main pilot areas, a provincial EEWS was first built in Fujian in 2009, with 125 seismic monitoring stations 84 (equipped with velocity and acceleration meters) across the whole region with an average distance of 31 km between them. Each station connects to the Fujian Earthquake Agency (FJEA) for EEW processing and information release through 85 86 dedicated optical fiber cables provided by China Telecom. The preparatory process of Fujian's EEWS included two steps: 1) design the EEWS and test its technical capabilities (Zhang et al., 2016); and 2) design the content and criteria for issuing 87 88 EEW alerts to the public (Zhang et al., 2016), which is similar to the development of Japan's EEWS (Kamigaichi et al., 89 2009). The FJEA can issue alerts and authorized third parties can forward these alerts through multiple channels, including broadcast (television and radio), special terminals, Internet, and smartphone Apps<sup>1</sup>. EEW alert receiving terminals are 90 91 preferably installed in schools, factories, and residential communities, especially those in high earthquake risk areas, where 92 the coverage rate must be greater than 60%. More importantly, when, what, and how to deliver an EEW alert is regulated by 93 provincial standards<sup>2</sup>. For example, only when the predicted seismic intensity is greater than VI (Chinese intensity scale)<sup>3</sup>, 94 will FJEA warn the provincial public with red or orange signal icons (I and II EEW) and sounds. Fujian's EEWS began 95 issuing alerts to the public in 2017, and Fujian's successful model was later extended to other regions in China.

# 96 3.2 Sichuan case

Sichuan is a major earthquake-prone region. Based on the China Earthquake Networks Center (CENC,
 <a href="http://www.ceic.ac.cn/history">http://www.ceic.ac.cn/history</a>), 73 earthquakes above magnitude Ms 5.0 occurred in Sichuan between the 2008 Wenchuan
 Earthquake and April 1, 2020 (Fig. 1b). A hybrid demonstration EEWS was built in the border region between Sichuan and

<sup>2</sup> Release of earthquake warning information (DB35/T 1666-2017). (In Chinese)

<sup>&</sup>lt;sup>1</sup> The mobile app Earthquake Warning in Fujian can be downloaded at <u>http://www.fjdzj.gov.cn/ar/2018050814000013.htm</u>.

<sup>&</sup>lt;sup>3</sup> The Chinese seismic intensity scale (GB/T 17742-2008).

http://c.gb688.cn/bzgk/gb/showGb?type=online&hcno=AE2DAA79A7404FFAC73A9F3A33FBAA5A (In Chinese)

- 100 Yunnan provinces in 2015, with 270 MEMS-based stations, as a part of China's EEWS (Peng et al., 2020). The real-time 101 data recorded by these stations can be transferred through 3G/4G mobile network to the Sichuan Earthquake Administration 102 (Peng et al., 2020). In contrast to the hybrid demonstration EEWS introduced in Peng et al. (2020), Sichuan's EEWS is 103 operated by a third-party (Institute of Care-Life, ICL) in collaboration (at the municipality and county level) with the 104 Emergency Management Bureau (Wang and Lin, 2020). The recent Ms 6.0 Changning Earthquake happened at 22:55 PM on 105 17th June 2019 in southeast Sichuan's Yibin Municipality, triggering an alert in some cities across the province, including Yibin (52 km from epicenter), Leshan (168 km), and Chengdu (245 km) (Fig. 1c). The alerts were issued approximately 10 s, 106 107 43 s, and 61 s prior to major shaking in the above cities, respectively. It was the first time that an EEWS alert was triggered
- 108 to the general public in Sichuan, which generated great public interest and confusion.

109 In Chengdu, the provincial capital city, the alert was delivered in several ways, including broadcast sirens, as well as text messages on televisions and cell phones that had special applications installed. The broadcast siren notified the most people 110 111 with speakers located in more than 110 residential areas. The alert began with a countdown, followed by loud alarm sirens. However, few people understood what the siren pertained to or what was about to happen with only a countdown and then 112 113 siren. Only when the shaking began did most people realize the alarm was intended to warn of an impending earthquake. 114 Most people reported that when the countdown began over broadcast speakers followed by the siren, they were confused and 115 unsure what to do. They did not know what was happening or what would happen, because the countdown and siren were 116 unaccompanied by clear audio messages with explanatory information. Many people interpreted the alarm as a firemen's duty task, an air raid alert test, an explosion, theft alarm from a car or electric bicycle, or a special sales event. Clearly, due to 117 118 the diversity of reactions, the alert caused more confusion, fear, and disturbance than what was intended by the EEWS. Some 119 people were less concerned with the earthquake than by the confusion over the loud countdown and siren, as it was nearly 120 midnight.

121 We examined the public perception of Sichuan's EEWS during the Changning Earthquake through an internet-based survey 122 conducted June 21-23, 2019, in Chengdu. The online questionnaire was administered by the survey platform Wenjuanxing (https://wix.cn) and delivered to the public via social media (WeChat). We received a total of 770 responses. The survey 123 124 contained 11 questions in total, with 9 quantitative (single choice) and 2 qualitative (free response) questions, related to 125 demographics, earthquake preparedness and knowledge, behavioural responses to EEW alerts, and reasons for those responses (see questionnaire in the Supplement). Survey respondents were asked whether or not they had heard the sirens on 126 127 the day of the earthquake, and based on their response, the participants were divided into two groups: 1) those who heard the 128 broadcast siren alert in real time (Group A, n=261) and 2) those who did not (Group B, n=509). Although participants in 129 Group B had not heard the sirens on the day of the earthquake, both groups were shown a video of the siren/alert at the time 130 of the survey to detect their behavioural responses to the sirens. The descriptive information, basic frequency, and crosstabulation analyses of the collected data were undertaken using SPSS software (Lee Abbot and Mckinney, 2013). For cross-131 132 tabulations, statistical significance was determined using the Pearson Chi-Square test.

133 Demographics of respondents can be found in Table 1. We separately tested for differences between the two independent 134 sample populations for each response. The results (Fig. 2) show that large pluralities of both groups (Group A, 41%; Group 135 B, 45%; p < 0.001) did not understand the purpose of the alert and felt confused or scared by it. The proportion of respondents from both groups who stated that they understood the alert but did not know how to react was the same (7% vs. 136 137 7%, p < 0.001). Surprisingly, a significantly larger proportion of respondents from Group B understood and knew what actions to take (32%, p<0.001) than Group A (21%, p<0.001). Of those from Group A who knew what actions to take, their 138 139 knowledge came primarily from previous training (26), hearing a brief note at the beginning of the alert (11), being informed 140 by people nearby when the alert was ongoing (7), or for several other reasons (11). Because so few people knew what the

- 141 alert was about or recognized what was about to happen, most people did not have sufficient knowledge or awareness of the
- 142 correct actions to take. Consequently, this alert could have caused additional problems, including injuries or cardiovascular
- 143 problems due to fear or panic from the sudden high-decibel sirens blaring over loudspeakers, and the resulting confusion

144 could also have led to more acute harm if the shaking level had been higher.

We also tested the role demographic variables (e.g., gender, age, and occupation) may have on predicting how the public 145 146 may respond to EEWs and their earthquake awareness. The results (Table S1) show that both gender and occupation were 147 significantly associated with how the public responds to earthquake warnings. From our sample results, it appears males and people holding certain occupations (e.g., governmental organizations and emergency institutions) were more likely to have 148 149 already received the type of pre-earthquake training necessary for them to know how to respond to the earthquake warnings. If this is true, special effort should be made to target those segments of the population that were under-prepared. However, 150 151 due to the likelihood of self-selection bias in our sample, more research is necessary to verify and further explore the 152 implications of these findings so as to better inform policy and guide future pre-earthquake preparedness efforts.

153 Table 1 Demographic profile of internet-based survey participants regarding responses to early warning of Changning earthquake (N=770)

Variable		Ν	%
Gender	Male	220	28.6
	Female	550	71.4
Age	≤18	5	0.6
	19-30	204	26.5
	31-40	326	42.3
	41-60	165	21.4
	>60	70	9.1
Education level	Primary or below	28	3.6
	High school	69	9.0
	Undergraduate	491	63.8
	Postgraduate	182	23.6
Occupation	Students, educational employees, and academics	167	21.7
	Governmental organizations	58	7.5
	Emergency institutions and companies	97	12.6
	Private business and farmers	330	42.9
	Other	118	15.3
Earthquake training and	Yes	518	67.3
education	No	252	32.7

154 Note: The category of emergency institutions and companies refer to those that typically require earthquake alerts, such as hospitals,

155 railways, and factories with hazardous environments. The category of "others" included those without formal jobs and retirees.

156

# Whether Respondents Heard Siren



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Figure 2 Public responses to the siren/broadcast speaker of early warning for the Changning Earthquake from an internet-based survey in Chengdu, China.

# 160 4 EEWS Limitations and Implications from Sichuan

The Changning Earthquake's example highlights some challenges with Sichuan's EEWS. We are not arguing against issuing earthquake alerts, however, this event and the resulting confusion raises four important issues that should be addressed moving forward.

First, a big gap exists between the intention of an EEWS and its reality in Sichuan. The most important intended effect of an 164 165 EEW is to enable residents to take protective actions within the short time before the shaking arrives (Nakayachi et al., 2019). Only when an EEWS is sufficiently tested and widely publicized (Kamigaichi et al., 2009) can people understand the 166 meaning of an alert and take appropriate actions (Kamigaichi et al., 2009). When installed in a residential area, inhabitants 167 168 should be notified about the system, and most importantly, informed about what actions they should take after receiving an alert, but before shaking begins. In the case of the EEWS's alert in Chengdu following the Changning Earthquake, 169 inadequate efforts had been made to inform the public prior to the earthquake, so few people were able to understand or 170 respond appropriately to the alert. The experience of countries like Japan shows that public training, education, and 171 172 widespread awareness campaigns about EEWSs are the key factors to their success (e.g., Fujinawa and Noda, 2013; 173 Kamigaichi et al., 2009).

Second, of vital importance is what and how to deliver actionable warnings to the public. An effective early alert should not 174 only inform the public about hazards, but also protective actions (Allen and Melgar, 2019; Sutton et al., 2020). The default 175 messages must be simple, because the content and comprehension of EEW messages should result in people taking 176 appropriate actions (Allen and Melgar, 2019; Becker et al., 2020a; Santos-Reyes, 2019). Messages can be instructions (e.g., 177 Drop, cover, and hold on; US), origin time, and names of epicenter regions and subprefecture areas (e.g., Earthquake early 178 179 warning. An earthquake has occurred in Area X. Please prepare for strong temblor; Japan) (Kamigaichi et al., 2009; Allen 180 and Melgar, 2019). Providing information about expected shaking intensity or arrival time (countdown) are not 181 recommended, as these can lead to unnecessary panic (Allen and Melgar, 2019; Kamigaichi et al., 2009), but some studies hold the opposite viewpoint (Santos-Reyes, 2019). Furthermore, the information and alerts should be delivered in stable, 182 useful, and suitable ways. As our case study shows, some claimed that the earthquake itself did not scare them as much as 183 184 the blaring siren did. It seemed unnecessary to use sirens on loudspeakers that day, especially during the night. While the

- 185 advantage of using sirens is that it rapidly reaches people simultaneously, the use of such "shocking" alarms is needed only
- 186 with high risks and likelihood of considerable damage. For those that may not lead to causalities or considerable social or
- 187 economic losses, use of more "gentle" alert channels is recommended. Alerts delivered over the radio, TV, SMS messages,
  188 emails, and smartphone applications have shown greater effectiveness in documented cases (Hoshiba and Ozaki, 2014).

189 Third, at what level of seismic intensity the alert should be triggered is a key issue. It is essential to avoid the fabled "boy 190 crying wolf' or over-alerting, which can lead to public frustration and apathy, so alert messages should not be issued unless 191 the shaking is expected to cause considerable damage. The Changning Earthquake did not cause strong motion or significant 192 damage in Chengdu, but 15% and 24% of the participants from Groups A and B (Fig. 2) were terrified by the alarm sound, 193 respectively. At the time, Sichuan did not have specific criteria for when to issue EEW alarms. The provincial standard was 194 only issued in April 2019, so it had not yet been formally implemented. According to this standard (draft version)<sup>4</sup>, a 195 warning should only be issued (to the general public) when the seismic intensity is expected to be VI on the Chinese scale. 196 However, despite the higher level in Yibin, the seismic intensity in Chengdu was lower than VI (Fig. 1c), so the alert should 197 not have been issued in Chengdu. In addition, there continues to be insufficient guidance about how to handle false alarms, 198 updates, and canceled warnings.

Fourth, earthquake alerts should be released by an authoritative government agency. The public should be informed that only alerts from the authorized body are reliable. But it was unclear who released the alert on June 17, 2019. There can be many third-party warning service providers, who forward EEW messages by multiple transmission routes. Yet, according to Sichuan's draft standard, the publishing body should only be the Provincial Earthquake Warning Release Center. In addition, the Sichuan case shows that one region may have multiple EEWSs (Wang and Lin, 2020), which will raise greater challenges regarding best practices for issuing EEW and popularizing how to interpret them. Therefore, greater supervision and management systems are urgently needed in Sichuan's EEW practice.

The most important component of a successful EEWS is a group of users with awareness and preparedness, who want alerts 206 207 and will take protective actions (Allen and Melgar, 2019). The next is the physical infrastructure and sensor system (Allen 208 and Melgar, 2019). The Changning Earthquake warning event showed that the transmission and utilization of the EEW 209 lagged behind the technological development and physical construction. Moreover, the public in affected areas were not 210 well-informed by EEWS alerts, nor were they adequately trained on how to respond. Therefore, we highlight the successful 211 public education and preparedness training model from Japan's seismic culture, because the relatively poor understanding of an EEWS by the public can result in confusion. Useful strategies include: 1) launching education programs on what actions 212 213 should be taken before, during (at various timeframes), and after an earthquake (Santos-Reyes, 2019). Research indicates that alert messages with guidance on actions may be useful as a reminder to achieve optimal behavioral responses, but only 214 215 when people are already familiar with these actions prior to receiving a warning (Becker et al., 2020b); 2) carrying out drills 216 and exercises to improve personal practical skills and earthquake preparedness (Nakayachi et al., 2019), which is particularly important for regions new to EEWSs. Yet, beyond what actions are necessary to take in response to warnings (Ji et al., 2019; 217 218 Sutton et al., 2020), the public also needs education regarding the technical limitations and accuracy of EEWSs (Kamigaichi 219 et al., 2009). We also suggest that Chinese scholars should focus more effort on the public response to and perception of 220 EEWSs to get more insights for issuing alerts, managing emergencies, and making policy.

<sup>&</sup>lt;sup>4</sup> Sichuan Seismological Bureau organized institutions to complete the drafting of "emergency earthquake information release earthquake warning information". The local standard draft was published for public comments. http://www.scdzj.gov.cn/jlhd/yjzj/202004/t20200429\_54006.html (Accessed on April 29, 2020)

- 221 Furthermore, due to differences in geological settings, socio-economic development statuses, and population densities, losses
- 222 caused by earthquakes of the same magnitude can vary greatly. Therefore, it is also very important to decide where an
- 223 EEWS should be set up. Since earthquakes are disasters faced by many countries, collaboration in development and
- 224 application of EEWSs among countries or regions should be encouraged, so that appropriate efforts are made to reduce loss
- 225 of life and property when earthquakes occur, despite their inability to reduce losses in epicenter areas.

226 Several limitations of the present study and current scholarship are as follows. First, our research revealed that what and how 227 to deliver actionable warnings to the public is of vital importance, but we also found that differences exist even between countries with relatively mature EEWSs. For example, some research on the public's perception of Mexico's EEWS 228 229 highlighted the need to issue warning times (Santos-Reyes, 2019), while other studies thought it was unnecessary (Allen and 230 Melgar, 2019; Kamigaichi et al., 2009). More work is needed about what and how best to deliver warnings in the Chinese 231 context. Second, many studies concluded that education and training are crucial for enhancing earthquake preparedness (Nakayachi et al., 2019; Santos-Reyes, 2019; Sutton et al., 2020), but few tested whether these strategies were useful or not. 232 233 Local people's knowledge about earthquake risks as well as their previous training/education about how best to respond 234 were ascertained in our survey by asking whether respondents had previously received training and/or obtained education. 235 Nevertheless, the lack of reliable data about dissemination of earthquake awareness training and education materials is a 236 challenge for these types of studies. Further research efforts should investigate strategies to increase public attention to this 237 aspect of EEWSs.

#### 238 5 Conclusion

239 The Changning Earthquake warning event demonstrated that EEWSs are not simply technological engineering infrastructure, 240 but they are also social systems for disaster mitigation. There will be no substantive benefit without proper knowledge and 241 appropriate emergency responses by the public, even if the warning is issued accurately and timely, as evidenced by the 242 experiences of Mexico and Chengdu, China. Although authoritative government agencies have emphasized that information 243 release services are the "last kilometer" for earthquake warning systems to reach the public, the actual implementation showed that the "last kilometer" was not obstacle-free. It is worth considering how to best release and effectively convey 244 245 early warning information based on China's actual reality, not an idealized situation. The construction of EEWSs, issuance of alarms to the public, and formation of public awareness by science education are inseparably related. We recommend that 246 247 China should collect best practices of EEWS utilization domestically and internationally in cases of EEW alert delivery to 248 the public for the purpose of more effective promotion of EEWs. Finally, greater collaboration among countries would 249 benefit many more people around the world.

## 250 Author contributions

YT and XQ designed the research. BFD and WY conducted the survey. MZ and XQ performed the data curation, formal analysis, and wrote the original paper. YT, XQ, and BCS were responsible for supervision. All authors participated in improving the paper by editing.

## 254 Competing interests

255 The authors declare that they have no conflict of interest.

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