

## FOREWORD

The Glynn County Emergency Management Agency (GCEMA) is continuously striving to improve hurricane preparedness throughout Glynn County. These efforts are outlined in this Hurricane Preparedness Plan. This plan includes incorporating the lessons learned from previous events, results of research studies on storm surge potential, clearance time requirements, inland wind-fields and behavioral analyses of attitudes toward evacuation as well as the particular requirements of the Special Needs population.

Over the last few years there has been a marked increase in public levels of hurricane awareness. This has been matched by a renewed dedication on the part of government, public safety and disaster response officials to work collaboratively to protect lives and property from the threat of tropical systems. The planning process is ongoing. Due to the great potential for personal harm, property damage, economic loss and disruption of community activities, everyone with a role in hurricane preparedness must remain perpetually vigilant and proactive. We can never be over-prepared.

It is only through continued efforts that Glynn County can meet the potentially devastating effects of a major hurricane.

Comments or questions concerning this plan should be addressed to GCEMA at (912) 554-7826

Captain Jay Wiggins  
Director

# TABLE OF CONTENTS

|   |    |
|---|----|
| FOREWORD .....                                | 1  |
| TABLE OF CONTENTS .....                       | 2  |
| INTRODUCTION .....                            | 4  |
| PURPOSE .....                                 | 4  |
| ASSUMPTIONS .....                             | 4  |
| AUTHORITIES .....                             | 5  |
| IMPLEMENTATION .....                          | 5  |
| SCOPE .....                                   | 5  |
| RESPONSIBILITY .....                          | 5  |
| I. OPERATIONS                                 |    |
| A. CONCEPT .....                              | 6  |
| B. DIRECTION AND CONTROL .....                | 7  |
| C. INCIDENT COMMAND SYSTEM .....              | 8  |
| D. EMERGENCY OPERATIONS CENTER .....          | 8  |
| E. STATE AND LOCAL COORDINATION .....         | 8  |
| F. EMERGENCY COMMUNICATIONS AND WARNING ..... | 9  |
| G. ACTION PHASES .....                        | 10 |
| H. PUBLIC INFORMATION .....                   | 10 |
| I. SCHOOL CLOSURE PROCESS .....               | 11 |
| J. DETENTION FACILITIES .....                 | 11 |
| K. EMERGENCY PROTECTIVE ORDINANCES .....      | 11 |
| L. SECTORS .....                              | 11 |
| II. EVACUATION                                |    |
| A. AUTHORITY AND RESPONSIBILITIES .....       | 12 |
| B. LEVELS AND TYPES .....                     | 12 |
| C. CLEARANCE TIME .....                       | 13 |
| D. DECISION POINTS .....                      | 14 |
| E. PROBABILITIES .....                        | 14 |
| F. PHASES .....                               | 15 |
| G. ROUTES & INLAND DESTINATIONS .....         | 15 |
| H. TRAFFIC CONTROL .....                      | 15 |
| I. COORDINATION .....                         | 16 |
| III. SHELTERING                               |    |
| A. TYPES OF SHELTERS .....                    | 16 |
| B. LOCAL .....                                | 16 |
| C. CRITICAL WORKFORCE & FAMILY .....          | 16 |
| D. INLAND .....                               | 16 |
| E. PETS .....                                 | 17 |
| IV. TRANSPORTATION                            |    |
| A. TYPES .....                                | 17 |
| V. SPECIAL NEEDS                              |    |

|                        |    |
|------------------------|----|
| A. TYPES.....          | 17 |
| B. TRANSPORTATION..... | 19 |
| C. SHELTERS .....      | 19 |

VI. RECOVERY & REENTRY

|   |    |
|---|----|
| A. AUTHORITY, RESPONSIBILITIES & COORDINATION.....      | 19 |
| B. STAGING .....  | 20 |
| C. POST-STORM REENTRY. ....                             | 20 |
| D. SEARCH & RESCUE .....                                | 21 |
| E. DAMAGE/NEEDS ASSESSMENT .....                        | 21 |
| F. DEBRIS CLEARANCE & REMOVAL.....                      | 22 |
| G. PUBLIC HEALTH .....                                  | 22 |
| H. PUBLIC SAFETY .....                                  | 22 |
| I. COMMUNICATIONS RESTORATION.....                      | 23 |
| J. UTILITIES RESTORATION.....                           | 23 |
| K. TRANSPORTATION RESTORATION.....                      | 23 |
| L. EQUIPMENT & PERSONNEL STAGING .....                  | 23 |
| M. DISASTER RELIEF CHECK-IN & INFORMATION CENTERS ..... | 23 |
| N. MISCELLANEOUS RECOVERY CONSIDERATIONS.....           | 24 |

**INTRODUCTION**

The destructive potential of hurricanes poses a serious threat to the coastal areas of the United States. Although the Georgia coast has not been directly struck by a Category 3-5 hurricane in the past century, the possibility of such an occurrence is not remote. It is essential, that the population be informed of the potential dangers of a severe hurricane, the actions they should take to save lives and protect property. It is equally important that government and officials be prepared to take appropriate protective actions.

## **PURPOSE**

The purpose of this plan is to serve as a guide for local officials to ensure effective hurricane preparedness and response in conjunction with other emergency plans and procedures. This plan sets forth actions to be taken to save lives and protect property, notification of emergency response personnel, evacuate the public, designate shelter areas, and actions needed to mitigate damage from a storm.

## **ASSUMPTIONS**

This plan is designed to accommodate the worst hurricane conditions assumed to be possible for Georgia's coast, as well as any lesser storms of hurricane intensity, including post-landfall storms from the Gulf of Mexico. Operational actions and decisions during a hurricane will be based to a large degree on the forecast intensity of the storm, likelihood of hurricane conditions and the lead-time available for evacuation and sheltering operations.

This plan assumes three governmental levels of emergency preparedness and response: local, State and Federal. Preparedness, warning, protection and relief are general responsibilities of all levels of government. However, emergency operations are initiated at the local level utilizing all available resources to assure effective response. State and Federal assistance is supplementary to local activation of resources and is made available in response to local requests for assistance.

This plan is based on several specific assumptions:

1. Executive decision-makers will be well acquainted with the plan and its decision-making considerations and will act decisively when circumstances warrant.
2. All parties with roles and responsibilities for hurricane preparedness, response and recovery will maintain a state of readiness throughout hurricane season, will actively participate in emergency operations when called to do so and will work collectively in a spirit of teamwork as circumstances require.
3. Local governments and emergency response agencies may not be able to provide for all the immediate needs of the community especially when time is critical. Therefore, prioritization of response efforts may become necessary.
4. Citizens, businesses and others at risk will generally take personal responsibility to follow instructions from local officials and take protective actions. However, this does not assume 100% participation and compliance.
5. State and Federal assistance will neither be expected nor requested until local resources and capabilities are known or proven to be insufficient to satisfy emergency needs. Such assistance will be made readily available when requested.
6. Sufficient lead-time will exist to implement this plan and mobilize available resources.

This assumes a Hurricane Watch will be issued approximately 36 hours before expected landfall and/or a Warning approximately 24 hours prior.

## **AUTHORITIES**

### **A. FEDERAL:**

1. Federal Civil Defense Act of 1950, as amended (PL 81-920).
2. The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, PL 93-288 as amended by PL 100-707.
3. Executive Order 12418, July 1979 (assigning PL responsibility to FEMA.)
4. National Response Plan, July 2004, as amended.

### **B. STATE:**

1. Georgia Constitution
2. Georgia Emergency Management Act of 1981, as amended.
3. Georgia Emergency Operations Plan (GEOP).
4. Governor's Executive Order, July 1995.
5. Georgia Warning Plan.
6. Georgia Hurricane Plan.

### **C. COUNTY:**

1. Glynn County Emergency Operations Plan (LEOP).
2. Glynn County Ordinance pertaining to Emergency Management (2-2-20)
3. Glynn County EOC Staff SOP (2-2)

## **IMPLEMENTATION**

This plan will be implemented upon the recommendation of the Director of Glynn County Emergency Management Agency with the approval of the Chairman, Glynn County Board of Commissioners. Any level of activation of the Emergency Operations Center (EOC) shall constitute implementation of this plan.

## **SCOPE**

This plan is intended for countywide application of hurricane emergency operations affecting Glynn County. The effects of both storm surge and inland wind have been considered for hurricanes entering the County from either the Atlantic Ocean or the Gulf of Mexico. Although flooding is a damaging effect from hurricanes, it is likely that the effects of flooding may occur in Glynn County from other than just hurricanes. Therefore, this plan shall also be implemented to the degree necessary for tropical and lesser systems. This plan is a supplement to the Local Emergency Operations Plan (LEOP), and is to be used in conjunction with the LEOP under the direction of Glynn County Emergency Management Agency with the approval of the Chairman, Glynn County Board of Commissioners.

## **RESPONSIBILITY**

In accordance with the Georgia Emergency Management Act of 1981 (as amended), The Georgia

Emergency Management Agency (GEMA) Emergency Operations Plan (GEOP), the LEOP and the Glynn County Ordinance Pertaining to Emergency Management, Glynn County Emergency Management Agency will prepare and update this Hurricane Preparedness Plan as necessary to respond to the threat of hurricane-related conditions.

Local governments, organizations and agencies, with roles in implementing this plan will revise and update their responsibilities, duties and operating procedures associated with this plan, the LEOP, available resources, notification and EOC staffing lists, and specific needs on an annual basis. They will provide changes and revisions to GCEMA prior to hurricane season each year. They will also participate in planning sessions, training and exercises associated with the plan.

Through this plan local governments will use all available resources to protect against a threatening situation. They will establish intergovernmental mutual aid agreements as necessary for effective emergency operations response. Appropriate public officials specified in this plan will exercise direction and control. When local resources are not adequate to deal with a hazard, State assistance may be requested by GCEMA through the State Operations Center (SOC). Requests for assistance will then be forwarded to GEMA for action and coordination. Local requests must be routed through the EOC to GCEMA prior to being submitted at the State.

State emergency services supplement local efforts outlined in this plan. Upon request for assistance, after Glynn County has declared a local state of emergency, the Governor may declare a State of Emergency and direct execution of the State Hurricane Plan and Georgia Emergency Operations Plan. Upon occurrence of an emergency or disaster beyond the capabilities and resources of both Glynn County and the State of Georgia, the Governor may request assistance from the President of the United States or other officials of the Federal government. Federal assistance will supplement State and local efforts and shall be provided under governing statutory authorities.

## **I. OPERATIONS**

### **A. CONCEPT**

Upon the recommendation of GCEMA and Executive Staff, emergency operations shall commence at the discretion of the Chairman, Glynn County Board of Commissioners. In unusual circumstances the Governor, through GEMA, may also recommend or order such action.

The extent of emergency operations conducted, including evacuations, sheltering and protective ordinances, will depend on the severity, magnitude, track and timing of the storm. The National Weather Service (NWS) will monitor and report on the status of the storm using the Saffir-Simpson Hurricane Scale to categorize the severity.

Early alerting of local officials and agencies with emergency operations responsibilities is essential. Information regarding warning or response actions will be coordinated with local governments in conjunction with GEMA. Increased readiness and mobilization actions will be initiated progressively as the threat increases, in accordance with the Hurricane

Readiness Action Phases identified in this plan and in the Georgia Hurricane Plan. Status reports will be made to GEMA regarding events and activities that occur for the purposes of State-local coordination, and possible requests for a State of Emergency.

Whenever Emergency Operations are in effect they will be assigned the highest priority and take precedence over all other forms of routine government business. They shall be maintained at the appropriate levels until the threat has passed and reported as such by the NWS. In the event that the County is struck by a storm, emergency operations will be continued until the threat has been eliminated, essential government, transportation and utility services have been restored and the basic survival needs of the citizens have been met. Emphasis will then shift from emergency operations to long-term recovery, operations which are not provided for in this plan.

History has shown that hurricanes can rapidly intensify at the last moment before landfall. This can render emergency operations geared up for one level of hurricane threat largely inadequate when a more severe storm actually arrives. The result greatly increases the danger because shelters become unsafe and longer evacuation times leave people stranded on the roads when the storm hits. At the recommendation of the NWS, emergency operations conducted under this plan may be based on the requirements for the next higher category of hurricane than actually expected. In other words, subject to recommendation of the GCEMA Director, Executive Staff, and approval of the appropriate elected officials, if the storm is anticipated to arrive at a Category 2 level the local response may be for a Category 3 storm.

## B. DIRECTION AND CONTROL

1. STATE LEVEL: Under statutory emergency powers, the Governor has the authority to establish a safe level of hurricane preparedness. This includes voluntary or mandatory evacuation of the general public, protective Executive Orders, martial law or other specific actions. However, such steps will not generally be taken, particularly if local governments are willing and able to exercise direction and control necessary to manage the emergency.
2. COUNTY LEVEL:
  - a. The Georgia Emergency Management Act provides authority to the County Commission or elected officials to order evacuation when deemed necessary to protect lives. The Glynn County Ordinance Pertaining To Emergency Management specifically authorizes that: The Chairman, County Commissioners and Mayor of the City of Brunswick may determine that an emergency or disaster exists and thereafter shall have and may exercise for such period as such emergency or disaster exists or continues, the following powers:
    - (1) To enforce rules, laws and regulations relating to emergency management, and assume operational control over all emergency management resources;

- (2) To seize or take for temporary use, any private property for the protection of the public;
  - (3) To perform and exercise such other functions and duties, and take such emergency actions as may be necessary to promote and secure the safety, protection and well being of the inhabitants of the county.
- b. Within this context the ultimate responsibility and authority for overall direction and control rests with the Chairman and Mayor of the City of Brunswick. Critical decisions such as evacuation, emergency declaration or protective ordinances, will be made at their level, but may be assisted by other government officials. The GCEMA Director will have the authority and responsibility to provide the necessary coordination of emergency operations between jurisdictions as well as response organizations.

#### C. INCIDENT COMMAND SYSTEM

The State-mandated method for organizing and structuring large-scale emergency operations is the Incident Command System (ICS), which will be utilized in the implementation of this plan. ICS is particularly suited for multi-jurisdictional, multi-agency operations because it transcends organizational boundaries while leaving individual department/agency chains-of-command and reporting relationships basically intact. Overall emergency operations are organized around five general functional areas: Command, Operations, Logistics, Planning and Finance. Furthermore, a Unified Command version of ICS will be employed which allows critical decision making authority and responsibility to be shared at the top levels of government.

#### D. EMERGENCY OPERATIONS CENTER

Direction and control functions will be conducted in the Emergency Operation Center under the general direction of the GCEMA Director through the EOC Operations Officer, and will be conducted in accordance with the provisions of the Glynn County EOC SOP.

#### E. STATE AND LOCAL COORDINATION

Emergency operations throughout the County will be communicated to and coordinated with neighboring counties, inland counties and the State to ensure a smooth regional response. Interactions with the State will be made through the SOC.

The GEMA Director, acting on behalf of the Governor, is responsible for direction and control of operational response and coordination of the activities of State and local governments. Through his designated representatives in the SOC, situation reports will be received and disseminated, requests for assistance will be considered and processed and specific assets and resources will be allocated to assist local officials. The Director Glynn

County Emergency Management Agency or designated liaison officials, will make all requests for assistance from the EOC.

F. EMERGENCY COMMUNICATIONS & WARNING (Also see LEOP ESF 2)

1. RECEIVING HURRICANE INFORMATION: Severe weather and hurricane information originates from the NWS and is disseminated to GEMA and GCEMA by:

- National Warning System (NAWAS)
- Satellite Weather Wire
- NOAA Weather Alert Monitors

GEMA may communicate hurricane information directly to GCEMA by:

- GEMA Radio Network
- NWS
- Facsimile
- Telephone
- Computer Network

GCEMA may also receive hurricane information from other sources:

- Internet (NOAA et al.)
- HURREVAC
- Storm Sentry
- National Hurricane Center (Direct Phone Line)
- National Weather Service, Jacksonville (Direct Phone Line)
- EM Net

2. LOCAL EMERGENCY COMMUNICATIONS: Information received by Glynn County Emergency Management Agency will be disseminated by a variety of methods:

- Internet
- E-mail
- GCEMA web site
- Telephone
- Facsimile
- E-Fax Mass Facsimile System
- Cellular and satellite telephone
- FM Radio Station 104.9
- Television stations in Jacksonville and Savannah
- Emergency Notification System (Code Red)

A variety of radio equipment is located in the EOC for communicating with public safety and emergency response agencies operating within the County.

This includes:

- 800 MHz systems
- Amateur (Ham) radio

3. **EMERGENCY ALERT SYSTEM:** The Emergency Alert System (EAS) is the primary public system to provide citizens information on storm intensity, location and direction of travel. This information is provided to the media by the NWS. Until the EAS is activated, citizens rely upon routine broadcasts for weather bulletins and advisories. The NWS, GEMA or GCEMA can activate the EAS on a regional or selective-area basis. It is the primary system for disseminating evacuation and reentry information to the general public.
4. **OTHER LOCAL ALERT AND WARNING SYSTEMS:** In addition to EAS, NOAA Weather Alert Monitors and self-initiated broadcasts by local media, the EOC has several capabilities for communicating directly to the public with warnings, evacuation orders and instructions, as well as other information. These include:
  - FM Radio Station 104.9
  - Override of cable TV on Channel 24

## G. ACTION PHASES

Hurricanes tend to develop more slowly than most other natural disasters; therefore State and local governments have the opportunity to systematically mobilize and apply resources necessary to ensure effective response. In order to control and coordinate response efforts within and among the various levels of government, multi-levels of readiness or OPCON's have been established.

The Georgia Hurricane Plan specifies the minimum time frames and preparedness related activities for each OPCON's; local plans are required to be consistent with these minimum levels. Local jurisdictions are also expected to implement their own hurricane plans in conjunction with the State plan and to go to a corresponding Phase at the same time as the State. However, on behalf of the Governor, the GEMA Director can order a local jurisdiction to go to a particular OPCON to protect lives and property if local officials are unable or unwilling to take timely action. Local jurisdictions can initiate OPCON related activities earlier than called for in the State plan if their unique circumstances require additional lead-time to complete those activities.

## H. PUBLIC INFORMATION

The timely, accurate dissemination of information and the control of rumors are vital to effective emergency operations, particularly when evacuation and sheltering issues are time critical. Both the LEOP and Glynn County Ordinances pertaining to emergency management assign this responsibility to GCEMA. In this regard, the GCEMA Director, will exercise direction and control over all emergency public information functions through the Public Information Officer (PIO) assigned to the EOC. Upon implementation of this plan, all official public statements, interviews, press conferences and news releases will be scheduled, conducted and issued either by or through the PIO to ensure uniformity,

consistency and accuracy.

A regular schedule of press conferences, situation reports and news releases will be established. Special announcements, instructions, advisories, alerts and warnings will be made as necessary. The media will be expected to adhere to procedural guidelines that will be provided in advance and will be restricted from access to the EOC.

Issues of concern, unconfirmed reports and unsubstantiated rumors will be directed to the PIO to be addressed, investigated and responded to as soon as possible. Misinformation will be promptly corrected. If questions by either the media or the public cannot be immediately answered they will be researched and followed up with correct responses.

#### I. SCHOOL CLOSURE PROCESS

The decision to open or close Glynn County public schools is the responsibility of the Superintendent Glynn County Schools. Glynn County Emergency Management Agency participates in the process by providing information from a number of sources, to include the National Weather Service and a variety of local, State and Federal emergency management organizations. The Superintendent's decision is based not only on the projected availability of utilities and services during the school-day but also, on the safety of its students awaiting transportation to and from school.

Private schools operate independently but generally follow the lead of the Glynn County public schools. *Glynn County Emergency Management Agency does not make the decision to open or close schools.*

#### J. DETENTION FACILITY:

There is one detention facility in Glynn County. This facility is required to have a hurricane plan and should be self-sufficient during a storm.

#### K. EMERGENCY PROTECTIVE ORDINANCES

Depending on the severity of the hurricane, it may be necessary to enact the emergency protective ordinance to protect lives and property, prevent victimization, restore order and safety and facilitate recovery. The following protective ordinance have been established for enactment at the discretion of the Chairman:

|                               |                                 |
|-------------------------------|---------------------------------|
| Initial Emergency Declaration | Use/Seizure of Private Property |
| Evacuation of County          | Curfew                          |
| Reentry Restrictions          |                                 |

#### L. SECTORS

For planning and coordination purposes, Glynn County has been geographically divided into a number of response and recovery zones.

|        |  |
|--------|--|
| Area 1 | St. Simons, Sea Island, Jekyll Island, Little St. Simons |
| Area 2 | Mainland East of I-95                                    |

Area 3  
Area 4

Mainland West of I-95  
Mainland South of Turtle River (Exit 29)

## II. EVACUATION

### A. AUTHORITY AND RESPONSIBILITIES

GEMA may recommend that an evacuation be conducted to protect lives and property and the Governor may recommend or order evacuations on a Countywide or regional basis. However, the mandatory evacuation decision will generally be relegated to local jurisdictions.

The Georgia Emergency Management Act, The Georgia Emergency Operations Plan and the Georgia Hurricane Plan place responsibility for evacuation decisions on local officials. They further authorize that, "...local officials may recommend or order evacuation in accordance with the authority contained in their resolutions/ordinances." The Glynn County Ordinance Pertaining to Emergency Management states that the Chairman, "take such emergency actions as may be necessary to promote and secure the safety, protection and well-being of the inhabitants of the County." This includes the issuance of evacuation orders when deemed necessary.

When a hurricane threat increases to the point that the NWS may issue a Hurricane Watch, the GCEMA Director will request that the Chairman, convene in the EOC or via conference call, to assess the threat and consider options for a possible evacuation. After a Watch, but prior to and in anticipation of a Hurricane Warning for Glynn County, the Chairman and Mayor will deliberate on the need for evacuating all or any portion of the County and City of Brunswick. This may occur at periodic intervals and actually extend into the Warning period.

Any joint decision to evacuate or not to evacuate will be sole responsibility of these officials. In the event that any of these officials is unavailable personally, in writing or by telephone or cannot send a representative to act on their behalf, the decision making process will proceed without that individual when an ultimate decision is critical and cannot be delayed.

Before reaching a decision the Chairman and Mayor will be briefed by the GCEMA Director and Executive Staff. They will be afforded the opportunity to discuss the situation by telephone with GEMA, the NWS Jacksonville, FEMA and the National Hurricane Center.

Any decision to evacuate will be immediately communicated to and coordinated with GEMA and other State agencies in the SOC. The Chairman and Mayor will then ensure that evacuation and sheltering operations are successfully carried out as described in this plan, by authorizing and committing available resources, personnel and facilities to this effort.

### B. LEVELS AND TYPES:

The threat of storm surge, flooding and damaging winds caused by a hurricane require that persons in Hurricane Warning areas seek shelter and take protective actions in sufficient time to escape the effects of the storm. The actual number of people who need to evacuate and the distances they must travel will be determined by the severity of the storm.

There are two levels of evacuation, Partial and Full.

| LEVEL   | AREAS TO BE EVACUATED   |
|---------|---|
| Partial | All islands<br>All waterfront properties (incl. rivers, creeks, canals)<br>All low-lying areas adjacent to marshes, wetlands, etc.<br>All flood prone areas (including rainfall flooding)<br>All mobile/manufactured type parks and homes |
| Full    | Entire County: No exceptions for the general public   |

There are two types of evacuation, Voluntary & Mandatory.

| TYPE      | INTERPRETATION  |
|-----------|---|
| Voluntary | Government officials strongly urge persons in designated evacuation areas to relocate to safer areas.<br>Personal discretion allowed. |
| Mandatory | Government officials order persons in designated evacuation areas to relocate.  |

Each storm will dictate its own combination of levels and types of evacuation:

| CATEGORY            | TYPE                | LEVEL        |
|---------------------|---------------------|--------------|
| Tropical Storm Only | Voluntary           | Partial      |
| Cat. 1-2            | Voluntary/Mandatory | Partial/Full |
| Cat. 3-5            | Mandatory           | Full         |

A mandatory evacuation order will apply to the general public. Exceptions include public safety officials, disaster response personnel and Critical or Essential workforce. However, these individuals will be expected to eventually seek adequate shelter prior to the onset of hurricane conditions. Persons who refuse to comply with a mandatory evacuation order will neither be arrested nor forcibly removed from their homes, but they should not expect rescue or other lifesaving assistance after the onset of tropical force winds.

### C. CLEARANCE TIME

Clearance time is the time necessary to clear evacuees from the evacuation area and the roadways of all vehicles evacuating. Clearance time begins when the first vehicle enters the evacuation network and ends when the last vehicle reaches a local shelter or the County line on the way to inland shelter. Clearance time is developed to include the time required for evacuees to secure their homes and prepare to leave, the time spent by all vehicles traveling along the evacuation route network and the additional time spent on the road caused by traffic and road congestion. Clearance time does not relate to the time that any one vehicle spends traveling along the evacuation route network. It also does not guarantee vehicles will safely reach their destination once outside the County.

Clearance time must be weighed in respect to the arrival time of hurricane pre-landfall

hazards. Evacuation should be completed prior to the arrival of sustained 34-knot tropical force winds or the onset of storm surge inundation, whichever occurs first.

It is critical to understand that NWS projections for landfall sometimes refer to the eye of the storm passing over the shoreline. Tropical force winds may extend 100-200 miles ahead of the eye. Winds will only increase as the storm approaches accompanied by rapidly deteriorating conditions such as: torrential rain, storm surge and flooding. Clearance time is based on:

|  |                                |
|--|--------------------------------|
| Number of people evacuating (including tourists) | Number of vehicles on roadways |
| Number and capacity of evacuation roadways       | Potential roadway choke points |
| Response times after evacuation orders           | Time of day                    |

#### D. DECISION POINTS

The practical decision point or deadline for an evacuation decision is approximately one hour before the time tropical force winds arrive, minus the clearance time required to safely evacuate all the people in a high-risk area. For example, tropical force winds are possible at 10:00 PM, clearance time is 10 hours, the deadline is 11:00 AM. If an evacuation decision has not been tentatively agreed upon, it will need to be made at this time. Officials should be assembled 15-30 minutes prior to the decision point in order to allow sufficient time to reach an appropriate decision, notify emergency operations personnel, and if appropriate, prepare a news release and press conference before the evacuation order is publicly announced.

#### E. PROBABILITIES

The probability that a storm will actually make landfall or at least pass close enough to Glynn County to endanger lives and property must also be factored into the decision making process.

Probabilities are expressed as percentages around the official forecast track of a storm up to 72 hours or more into the future. They are provided by the NWS every six hours and are useful in assessing the potential threat to a particular location as the storm approaches. However, they can be mistakenly over relied upon as the primary criteria in deciding if an evacuation is warranted. While common sense dictates that there must be a reasonable probability of a direct hit to justify an evacuation decision, there is no objective standard for determining what specific level of probability constitutes an acceptable or unacceptable risk.

The Chairman and Mayor will have to collectively, and somewhat subjectively, agree on a minimum probability level for approving an evacuation order, especially Mandatory. Ideally, consensus will be reached in advance of a decision point so that a subsequent evacuation decision can be made in time to satisfy clearance time requirements.

The maximum theoretical probabilities for a direct storm strike are:

| PROBABILITY | HOURS BEFORE LANDFALL (Eye) |
|-------------|-----------------------------|
| 10%         | 72                          |
| 13-18%      | 48                          |

|        |    |
|--------|----|
| 20-25% | 36 |
| 35-45% | 24 |
| 60-70% | 12 |

## F. PHASES

Prior to evacuation decision-making meetings, GCEMA will prepare a proposed evacuation schedule for phased evacuation. The exact nature of the schedule will vary based on the immediacy of the threat, time of day, levels and types of evacuation. In a Countywide Mandatory-Full evacuation, the schedule will include:

| TIME WATCH        | ACTION   |
|-------------------|--|
|                   | Decision-making begins.                            |
|                   | Decision Point reached.                            |
|                   | Outcome shared with appropriate personnel.         |
|                   | Voluntary-Full Evacuation orders issued.           |
|                   | Announcement that additional orders may be issued. |
|                   | Evacuation needs reviewed.                         |
|                   | Decision Point reached.                            |
|                   | Outcome shared with appropriate personnel.         |
| WARNING           | New evac order issued. (Possibly before Warning)   |
| Mandatory-Partial | Evacuation needs reviewed.                         |
|                   | Decision Point reached.                            |
|                   | Outcome shared with appropriate personnel.         |
| Mandatory-Full    | New evacuation order issued.                       |
| Gale Force Winds  | Evacuation orders canceled.                        |
|                   | Refuges announced open.                            |

If the threat of the storm diminishes over time, the entire schedule may not be implemented. However, if the storm increases speed or strengthens rapidly or unpredictably some portions may have to be time compressed or even eliminated in favor of an immediate Mandatory Countywide evacuation.

## G. ROUTES & INLAND DESTINATIONS

Once an evacuation order is issued, all major roadway networks within the County will be considered evacuation routes for local travel from the County to inland areas.

## H. TRAFFIC CONTROL

Outside of Glynn County traffic control will be the responsibility of State and local jurisdictions through which the routes travel. However, within County boundaries, local law enforcement officials will staff traffic control points at critical intersections, bridges and potential choke points.

The ultimate decision regarding staffing of specific points is the responsibility of the local law enforcement authority.

Traffic control points will all be activated after a Partial or Mandatory-Full countywide evacuation order is issued. A lesser number may be activated after a Voluntary or Mandatory-Partial evacuation order is issued, depending on the volume of traffic experienced and the discretion of the respective law enforcement officials within each jurisdiction. They will remain activated until no longer required to control traffic flow. However, once tropical force winds arrive, officers will be released to seek shelter in accordance with agency plans.

## I. COORDINATION

Before evacuation orders are issued, GCEMA will coordinate with its counterparts in adjacent coastal and inland risk counties. They will be informed of the level and type of evacuation, the time it will begin and anticipated volume of traffic. Similar information will also be given to inland shelters. Periodic progress reports will be issued to these jurisdictions.

## III. SHELTERING

### A. TYPES OF SHELTERS

A variety of shelters may be utilized once a hurricane threat requires the issue of evacuation orders; these vary both in terms of location and purpose:

- Inland Shelters
- Pet Shelters
- Special Needs Shelters

### B. LOCAL

During a hurricane evacuation it is the National policy of the American Red Cross not to open any shelter in a coastal community regardless of the category of the storm.

### C. CRITICAL WORKFORCE & FAMILY

Essential personnel needed to carry out evacuation and post-storm reentry and recovery operations will be expected to take shelter before tropical force winds arrive. This site is located at the Public Safety Complex. Essential personnel may locate to the shelter at Williams Elementary School in Waycross. However, equipment staging may begin after a Hurricane Watch has been issued. This facility will be used for all categories of hurricane.

### D. INLAND

During hurricanes, inland public shelters will be opened at the direction of GEMA. These shelters will be opened and announced immediately after Hurricane Warning and Mandatory-Full evacuation orders have been issued. They will be staffed with personnel coordinated by GEMA.

Evacuees will be instructed to follow inland evacuation routes and report to inland county Evacuation Centers where they will be provided information about motels, restaurants and other services in the community. In the event that a shelter begins to reach capacity, the shelter manager will communicate the need to local authorities. The local EOC will notify the State so they can plan how future evacuees will be directed to other shelters.

#### E. PETS

There will be no local shelters for pets during any category of hurricane. Most, if not all veterinary clinics and kennels, as well as the Humane Society and Glynn County Animal Services will not accept animals prior to a storm.

Many hotels and motels in the state of Georgia will accept pets with guests during hurricane emergencies; public shelters will not.

Evacuees requiring public transportation to reach shelters will be allowed to bring their pets on the buses. In all cases pets that are evacuated with their owners need to have pet carriers, ID tag, food, water, immunization records and medicines. Pets will be transported to the animal shelter located at the Waycross Fairgrounds. This shelter is located on Highway 82 as you get into Waycross. Pet owners are responsible for their pets maintenance and well being.

### IV. TRANSPORTATION

#### A. TYPES

Citizens requested or ordered to evacuate should either have their own transportation or arrangements to evacuate with others that do. A limited number of Glynn County school buses and drivers will be available to assist those who cannot evacuate on their own. This service will be coordinated by the GCEMA.

### V. SPECIAL NEEDS

#### A. TYPES

Special Needs is defined as any person requiring comprehensive assistance with daily living and/or under the part or full-time care or charge of others. This definition goes beyond health-related or medical applications and is used for those requiring unusual or enhanced evacuation and sheltering assistance.

##### 1. HOME CARE

For persons residing at home requiring transportation, a higher level of medical care than that provided in a public shelter and who do not have anyone to provide that care, evacuation and sheltering may be provided to the degree that resources permit.

The Glynn County Public Health department will develop and maintain a Special Needs Registry for persons that are not affiliated with local hospital health care systems. Before a Hurricane Watch is issued registrants will be contacted regarding their status and will be informed to begin preparing for possible evacuation if and when Warning and Mandatory evacuation orders are issued. Once orders are imminent, they will be re-contacted and instructed to be ready to evacuate. They will be expected to have extra clothing, medical equipment, supplies and medicines, ready to take with them. If they have a personal caregiver, that person must be ready to accompany them.

A variety of transportation resources may be used:

Glynn County school bus system will provide buses for wheelchair passengers.

Ambulances will be used for horizontal transport.

Other resources will be used as available

## 2. NURSING HOMES & CARE FACILITIES

Nursing homes, personal care homes, assisted living facilities and related licensed entities are required to have emergency and disaster plans appropriate for hurricane conditions. As a rule, they will be expected to discharge patients or residents into the care of guardians and to transfer the remainder to a safer and similar facility if they are located in a mandatory evacuation area. Due to the lead-time requirements for transporting patients or residents, these facilities should be prepared to evacuate prior to a Mandatory evacuation order.

Transportation for patients or residents, staff and family members is the responsibility of the individual facility. Glynn County Schoolbuses are contractually available to the nursing home and personal care facility industry. Separate arrangements must be made by each facility to transport patients or residents. Similar arrangements must also be made to transport supplies and equipment.

Facilities are encouraged to commence evacuation upon issue of a Voluntary evacuation order but must be prepared to evacuate immediately upon issuance of a Mandatory evacuation order; unnecessary delays may result in a lack of transportation.

## 3. HOSPITALS

Licensed inpatient healthcare facilities in Glynn County are required to have emergency plans appropriate for hurricane threats. Only where specified and agreed upon in their plans or by separate letters of agreement, will local, State and/or Federal Governments assist them prior to a hurricane. Afterwards assistance will be provided to the degree necessary. Furthermore, to the degree that they remain operational and viable after a storm, they will be expected to provide for the medical and mass casualty needs of the community, within the capabilities of their routine function.

The degree of shutdown operations and/or evacuation of facilities for any given storm will depend upon the survivability and official policy of each institution. As a general rule, they may cancel elective surgery, discharge patients for whom patient care would not be compromised, transfer patients who could be moved to safer facilities and make special arrangements for those whose condition will not allow transfer or evacuation. Mental health facilities may transfer patients and staff to safer locations.

Health care facilities remaining operational during hurricane conditions will not be designated as public shelters and will only be expected to provide emergency care to the degree possible. As available and necessary, they will be provided with law enforcement officers and amateur radio operators to assist them; other assistance will be provided upon request and availability.

## B. TRANSPORTATION

Simple lack of transportation does not constitute a Special Need that entitles someone to receive extra consideration and assistance. Residents that do not have transportation to evacuate will be provided transportation via Glynn County School buses. They will be transported to the Red Cross shelter at Ware County High School.

## C. SHELTERS

Special Needs shelters will be activated at Ware County High School or Coffee County Convention Center (Douglas).

Shelters will be staffed by American Red Cross personnel who will oversee general operations. Volunteers will be used to help load, unload and move evacuees into the shelters. If additional personnel or supplies are needed they will be requested through the SOC. Feeding will be provided by the American Red Cross.

## VI. RECOVERY AND REENTRY

### A. AUTHORITY, RESPONSIBILITIES & COORDINATION

Local elected officials have the authority and responsibility to take action necessary to protect lives and property during and immediately following a hurricane.

The Georgia Hurricane Plan states that:

“...It is the responsibility of elected officials at all levels of government to take action within their jurisdiction to recover from the aftermath of a hurricane. Recovery and reentry

operations involve a number of public and private agencies at the local level with augmentation from higher levels or parent organizations as necessary. Local officials will control recovery and reentry efforts...”

It is the duty of the political jurisdictions with the County, both individually and collectively, to employ their assets to restore their respective communities to pre-storm status as quickly and safely as possible. Realistically, a disaster of hurricane magnitude will quickly overwhelm those capabilities. When this becomes apparent, the State will commit its resources in support of local efforts. When State assistance proves to be insufficient, the Federal government can be requested to assist.

While local officials are preparing for emergency response operations as the storm approaches, the SOC will be preparing to deploy resources necessary to facilitate recovery. After the storm passes, local officials will assess needs and make appropriate requests to GEMA. GEMA will process requests and coordinate assistance between State and local levels. Several GEMA employees, including the Area Coordinator, will respond to the County’s EOC and coordinate with local officials through GCEMA.

## B. STAGING

In anticipation of hurricane conditions, the State may stage equipment and personnel in several locations outside risk counties where they can be quickly moved into stricken areas after the threat has passed. Local organizations having equipment or vehicles needed for reentry search, rescue and/or recovery operations must also take appropriate measures to protect and stage their equipment and vehicles in safe locations prior to the anticipated arrival of tropical force winds. Criteria for the selection of such staging areas includes:

- Protection from wind and major flying debris.
- Elevation above anticipated storm surge and flooding.
- Availability of shelter for personnel or crews.

Wherever safely possible, personnel and crews will remain with or within walking distance of their equipment and vehicles. Staging areas will be shared as much as possible by public safety, road clearing and utility company equipment, vehicles and crews in order to facilitate rapid, coordinated reentry.

For Category 1 or 2 storms, staging can occur at various locations throughout the mainland areas of Glynn County. However, for more intense storms (Cat. 3-5), there are very few locations that would be suitable to satisfy all criteria, therefore, inland staging areas will also be utilized.

## C. POST-STORM REENTRY

As soon as practical, local officials will establish reentry restrictions to protect lives, prevent looting, and facilitate recovery operations. As deemed necessary, law enforcement officers will staff checkpoints to restrict re-entry to authorized individuals.

As a general rule, only personnel who can contribute to search and rescue, damage assessment, or other recovery operations will be allowed access into damaged areas. Until safety and order have been reestablished, reentry will be permitted on the basis of need-to-return and an ability to contribute to the recovery process.

#### D. SEARCH & RESCUE

As soon as possible after the storm, public safety officials under the direction of the Glynn County Fire Department will commence search and rescue operations in those areas known or suspected to have victims. As necessary, additional State and Federal resources will be requested through the SOC. Local fire departments will be initially responsible for coordinating search and rescue operations within their jurisdictions. The Coast Guard will coordinate marine operations.

#### E. DAMAGE/NEEDS ASSESSMENT

Damage/needs assessment will commence concurrent with reentry and search and rescue operations, particularly with respect to infrastructure, transportation routes and utility services. Each local government will be responsible for its own jurisdiction and must make assignments for this purpose. However, these personnel will first be utilized to assist in search and rescue if deemed necessary.

State assistance for preliminary damage assessment will be requested by GCEMA through the SOC.

Returning aircraft from Glynn County Mosquito Control, the Coast Guard and the National Guard will provide aerial assessments and forward them to the EOC for processing.

Conditions permitting, designated emergency response and critical workforce personnel from major businesses will be allowed to conduct damage assessments. Unsafe conditions or potential hazards will be reported to the EOC. Also, private disaster relief agencies such as the Red Cross and the Salvation Army will be allowed to begin needs assessments for storm victims followed by damage assessments for their property.

Damage assessment efforts will initially focus on:

1. Extent and boundaries of the affected area.
2. Extent of damage to public facilities.
3. Infrastructure: Power, water, sewer, and safety of shelter facilities and major structures.
4. Transportation: Ability to drive, land aircraft, and, as applicable, dock ships at ports of entry.

5. Communications: Ability to conduct emergency response operations and advise the public (TV, radio, and phone).
6. Continuity of Government: Ability to control movement, looting, access to city/commerce.
7. Extent of damage to individual homes and business.

Needs assessments will use damage assessment data to determine:

1. Extent the immediate emergency needs of the public are being met, and need for additional state, and Federal assistance.
2. Suffering from medical/health/food/water issues and what is necessary to relieve/mitigate this suffering.
3. Conditions that could cause suffering or significant additional damage if not responded to immediately.
4. Conditions warranting assistance to maintain legal/lawful practices.

#### F. DEBRIS CLEARANCE & REMOVAL

The removal of debris is a high priority to allow movement of emergency units into the area and to restore services for transportation, utilities, and communications. Debris clearing and removal along State and Federal reentry routes will be the primary responsibility of GDOT. Other debris clearance within the County will be the responsibility of each jurisdiction. State support will be coordinated through the SOC and provided as required by GDOT and other State, Federal and private agencies.

As cleanup operations proceed and short-term recovery efforts near completion, there will be a considerable amount of accumulated debris. To facilitate long-term recovery this debris may have to be temporarily relocated. Temporary sites will be identified on the basis of geographic need within the county.

#### G. PUBLIC HEALTH

It is essential to protect the health of the public in the aftermath of a hurricane. Problems may develop due to contamination of water, failure of sewage systems, decomposition of animal and vegetable matter, vector-borne disease carriers and rabid animals.

The Glynn County Department of Public Health is responsible for assessing public health threats and coordinating precautionary response measures and related public statements. Local water/sewer departments and Mosquito Control will work closely with Public Health officials in this regard. If additional assistance is needed it will be requested from the State Department of Human Resources through the SOC.

#### H. PUBLIC SAFETY:

Law Enforcement, establishes procedures for the command, control and coordination of local, county and state law enforcement personnel and equipment to

support emergency/disaster operations.

If police, fire and EMS services require augmentation after a hurricane strike, requests for assistance will be made to the SOC.

#### I. COMMUNICATIONS RESTORATION

Local public safety agencies will assess the status of their communications systems at the earliest opportunity and report their capability as well as major problems to the EOC. As necessary, State assistance should be requested to restore communications systems and control points. Amateur radio operators will augment initial response communications in areas that require support.

Restoration of commercial telephone service is the responsibility of BellSouth. Priority should be given to those facilities vital to public safety, medical care and recovery operations. Restoration of mass media communications is a private enterprise responsibility. If transmission towers are operable, direct radio broadcasts may be made from the EOC until regular services are restored.

As required by each department, activity and situation reports must be submitted to departmental representatives in the EOC.

#### J. UTILITIES RESTORATION

Commercial gas and electric providers will restore electricity and gas services. Priority should be given to the restoration of service in those facilities vital to public safety, medical care, victim sheltering, mass communications and recovery operations. Water and sewer services should be restored in accordance with emergency plans of the private companies and local jurisdictions.

As required by each department, activity and situation reports must be submitted to departmental representatives in the EOC.

#### K. TRANSPORTATION RESTORATION

GDOT has primary responsibility for the repair and restoration of State and Federal highways and bridges. Highways and bridges that are not State or Federally maintained are the responsibility of local jurisdictions with assistance from the GDOT and State agencies as required and requested of GEMA through the SOC.

As required by each department, activity and situation reports must be submitted to departmental representatives in the EOC.

#### L. EQUIPMENT & PERSONNEL STAGING

Identifies tentative, post-storm locations that may be suitable for staging equipment for recovery operations:

| LOCATION                       | ADDRESS         | ORGANIZATION |
|--------------------------------|-----------------|--------------|
| Brunswick/Golden Isles Airport | 500 Connole St. | GCEMA        |

M. DISASTER RELIEF CHECK IN

Identifies locations where personnel should initially report to receive information and directions after entering the County:

| AREA                  | LOCATION             | ADDRESS                 |
|-----------------------|----------------------|-------------------------|
| Public Safety Complex | Patrol Briefing Room | 157 Public Safety Blvd. |

N. MISCELLANEOUS RECOVERY CONSIDERATIONS

In the event of extensive damage to residences, long-term sheltering may be required. Provisions for stand-alone facilities and connections for water, sewer, power and telephones may also be needed.