

# City of St. Marys Emergency Operation Plan

Rev: 10/5/09

City of St. Marys, Georgia  
Emergency Operations Plan

**PROMULGATION STATEMENT**

Our citizens rely on government to respond with needed assistance whenever disaster strikes. The role of each city department and city worker is to properly respond to minimize the impact of a disaster emergency on our citizens.

As Mayor, I am charged with the responsibility to declare a state of emergency when disaster strikes. In addition, working as a team the Council, City Manager, and myself will direct and guide the response of the city government, thru the disaster. That task is impossible without a workable plan. I fully endorse this plan as the framework for our response.

It is my sincere hope that we will never have to use this plan, but as history tells us, we are just a heartbeat away from a disaster at any time. I charge each city worker to be prepared, to periodically review this plan and read the sections that pertain to you, and to take this responsibility seriously. I have every confidence that, if needed, each city worker will respond as a true professional and we will do the best we can for our citizens.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Date

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GEMA Emergency Operations Plan
CCEMA Emergency Operations Plan

## **FORWARD**

Planning for an emergency is like fighting a war. The better your strategy, the better the outcome. This plan is the strategy for city government to follow in the event of a disaster emergency.

Although it is impossible for city government to prevent disasters, or even to persuade all citizens to prepare, it is our responsibility to respond quickly and effectively. All city government workers are members of the emergency management organization and must act, based on this plan, to help the public and provide essential services.

This plan is intended to be in harmony with the Camden County disaster plan. The City of St. Marys will cooperate with the county, state and federal governments in response to disaster emergencies whenever appropriate.

This emergency operations plan is an all hazard plan, based on the Federal Emergency Management Agency's (FEMA) model for emergency plans.

**PART ONE** is the basic plan, which describes basic concepts of emergency response and answers the question "Who's in Charge?"

**PART TWO** consists of annexes that describe each response function in detail. This part answers the question, "What should I do?"

**PART THREE** contains appendices and standard operating procedures that are unique to specific hazards that pose a probable threat of disaster to our city.

The City of St. Marys Fire Department maintains this plan. The Fire Chief serves as the emergency program manager for the city.

All city departments are to have individual emergency operations plans based on this plan. These plans are to be submitted to the City Manager for approval by May 1st each year. Each department head is to insure that all city workers review this plan and the appropriate department plan in May of each year.

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City Manager

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Date

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**ACRONYMS**

<b>ARC</b>	American Red Cross
<b>ARES</b>	Amateur Radio Emergency Service
<b>CC</b>	Camden County
<b>CCFR</b>	Camden County Fire Rescue
<b>CCEOC</b>	Camden County Emergency Operations Center
<b>CCEOP</b>	Camden County Emergency Operations Plan
<b>CP</b>	Command Post (SM)
<b>CCSO</b>	Camden County Sheriff's Office
<b>EOP</b>	Emergency Operations Plan
<b>EOC</b>	Emergency Operations Center
<b>FEMA</b>	Federal Emergency Management Agency
<b>GEMA</b>	Georgia Emergency Management Agency
<b>IC</b>	Incident Commander
<b>ICP</b>	Incident Command Post
<b>ICW</b>	Intercoastal Waterway
<b>IMS</b>	Incident Management System
<b>KING</b>	City of Kingsland
<b>KFR</b>	Kingsland Fire Rescue
<b>KPD</b>	Kingsland Police Department
<b>MCP</b>	Mobile Command Post
<b>NIIMS</b>	National Interagency Incident Management System
<b>NWS</b>	National Weather Service
<b>SMPD</b>	St. Marys Police Department
<b>SOP</b>	Standard Operating Procedure
<b>SOG</b>	Standard Operating Guidelines
<b>WOOD</b>	City of Woodbine
<b>CC911</b>	911 Center

## **EOP MANUAL HOLDERS**

CITY MANAGER

MAYOR

CITY CLERK

POLICE CHIEF

FIRE CHIEF

PUBLIC WORKS DIRECTOR

PLANNING & DEVELOPMENT DIRECTOR

BUILDING INSPECTION DIRECTOR

FINANCE DIRECTOR

LIBRARY MANGER

AQUATIC CENTER DIRECTOR

PERSONNEL DIRECTOR

TOURISM DIRECTOR

DDA DIRECTOR

SENIOR CITIZENS DIRECTOR

CAMDEN COUNTY EMERGENCY MANAGER



City of St. Marys, Georgia  
Emergency Operations Plan

**PART ONE**  
**BASIC PLAN**

\_\_\_\_\_ **GOAL**

The goal of this plan is to organize the city's response to major emergencies.

Specific objectives are to:

1. manage and coordinate emergency operations, including on-scene incident management within the city limits.
2. request and allocate resources and assistance from outside the city.
3. coordinate resources within the city.
4. resolve conflicting demands for support.

\_\_\_\_\_ **PRIORITIES**

- I. Save human lives.
- II. Protect property.
- III. Provide for the needs of survivors.
- IV. Provide public information.
- V. Preserve government.
- VI. Restore essential services.

## **\_\_\_\_ACTIVATION OF THIS PLAN**

Use this plan during situations that require a response beyond the scope of normal emergency operations. Consider this plan to be in force:

1. On the order of the Mayor and Council, provided the existence or threat of a local emergency is proclaimed in accordance with the City Charter.
2. When the County Executive has proclaimed a state of emergency in Camden County.
3. When the Governor has proclaimed a state of emergency in an area that includes Camden County.
4. By a presidential declaration of a national emergency.
5. Automatically on the proclamation of a state of war, the receipt of an attack warning or the observation of a nuclear detonation.
6. Automatically on the issuance of a Hurricane Warning by the National Weather Service.
7. At the direction of the City Manager in response to a major emergency.

## **PHASES OF AN EMERGENCY**

### **I. Before the Emergency.**

Before an emergency, prepare plans, train city workers, conduct emergency exercises, educate the public, and buy or arrange for the use of resources. Coordinate with the county government and other organizations. Keep emergency communications systems ready at all times.

If a situation such as an approaching hurricane or impending international crisis warrants an increase in readiness, review and update plans, check procedures, brief city workers and prepare to use emergency resources.

### **II. During the Emergency.**

A.) The warning phase could begin with a NWS hurricane warning or similar circumstances. During this phase you may have to take action such as personal preparedness, warning or evacuating people, protecting city equipment and confirming arrangements. Notify the City Manager of needed actions immediately. Refer to the checklists in PART TWO for specific instructions.

The City EOP will be activated as needed at the direction of the City Manager. Coordination will be centralized or decentralized depending on the situation. The mayor may declare a local emergency.

B.) The impact phase may come without warning as in the case of an explosion or building collapse. The first response is usually by a field unit. As more field units respond, they establish a field command post with an IC in charge. The IC may then decide to increase the level of a response as a disaster and notify the City Manager, who will activate this plan. See LEVELS OF EMERGENCIES for more detail.

During this phase, use the checklists in PART TWO to guide your actions based on the priorities of this plan.

After the immediate needs of people have been met, the recovery phase begins.

### III. After the Emergency

Recovery from a major disaster can take months or even years. It is a complex process that can include special legislation, financial entanglements, massive construction programs and, of course, lawsuits.

The recovery phase has the following objectives:

1. reinstatement of individual autonomy.
2. restoration of family unity.
3. provision of essential public services.
4. restoration of private and public property.
5. restoration of all public services.
6. return to normal government operations.
7. research to uncover residual hazards,  
advance knowledge of disasters and improve  
future emergency operations.

As soon as possible, efforts should be made to bring together federal, state, county and local government officials, and the American Red Cross and Salvation Army to coordinate assistance and support work.

Disaster assistance is expected to be coordinated through "one stop" disaster applications centers, staffed by representatives of all agencies, both public and private that provide assistance.

## **LEVELS OF EMERGENCIES**

Generally, emergency response will progress from city, to county, to state, to federal involvement. Three levels of response can be identified, based on the severity of the situation and the availability of resources.

### **Level I: Minor to Moderate.**

This type of situation is managed in a normal manner from a CP at the scene. City resources are available and usually adequate, however may be reinforced with mutual aid. A local emergency is not declared.

Both coordination and direction are decentralized; the EOP is not implemented. Police, Fire, and Public Works responders coordinate using established radio and telephone systems.

### **Level II: Moderate to Severe.**

City resources are not adequate and mutual aid is normally required. The Mayor may declare a local state of emergency.

Several city agencies and outside assistance will require close coordination. This coordination is centralized; key managers meet in the CP to coordinate emergency response. Their activities can include, but are not limited to:

1. establishing an area or city wide assessment.
2. providing for the release of public information.
3. determining resource requirements to control the emergency and coordinating resource requests.
4. establishing and coordinating the logistical support necessary.
5. establishing priorities for resource allocation.

These functions are supplementary to those which may be performed by the individual departments.

Direction is decentralized. The on-scene IC remains in control but provides information to the City Manager.

### Level III: Major Disaster.

City resources are overwhelmed and the emergency may extend beyond the limits of the city. Coordination at the county or state level is required. A local emergency and county state of emergency is declared and a request may be made to the Governor for help.

Emergency operations are centralized: the CCEOC is activated and all coordination and direction is done from there. Close coordination is maintained with the Camden County Emergency Preparedness officials and the Mayor will relocate to the CCEOC for communications and coordination purposes. All support to our city will be coordinated by CCEOC.

## **EMERGENCY MANAGEMENT ORGANIZATION**

### **I. Introduction.**

An emergency management organization can start small and grow as the need arises. Fully activated, the statewide emergency management system consists of all jurisdictions through the state level. Cities will coordinate emergency operations within their boundaries, and the county and state will coordinate support for the cities.

### **II. City Emergency Management**

The City of St. Marys has a system to manage emergencies within its boundaries. The city has its own police and fire department. It also operates a public works and water/sewer department.

The city does not provide public health, coroner or paramedic ambulance service but receives these services from the county. In a disaster situation, the city may be required to provide some of these services until county and state resources are available.

The City of St. Marys has based its emergency organization on the National Incident Management System (NIMS). This system uses common terminology and is familiar to other emergency managers and should help to reduce confusion. The NIMS is based on a command staff and four sections as follows:

#### **A.) Command Staff.**

The Command Staff is led by the City Manager and is responsible to establish priorities and direct the overall disaster response.

##### **1. Mayor --**

Declares a state of local emergency, with approval of the council, and may govern the city by proclamation. Requests assistance from the county and state government as deemed necessary by the Incident Commander and Staff. Also serves as Liaison between County, State, Federal Emergency Management Agencies, and Governments.

2. City Manager --

Keeps the Mayor and City Council advised of the disaster situation. Directs the city government forces in responding to the emergency and carrying out the orders of the Mayor & Council. Serves in the capacity of IC.

3. Staff Officers --

The City Manager may designate people to function as Incident Commander Aide, Liaison Officer, Safety Officer and Public Information Officer to assist at the ICP in managing the emergency.

4. City Council --

Participates in decisions that have major consequences; explains those decisions to the public, through the PIO. Does not, however, get involved in the operational areas of emergency response.

5. City Attorney --

Checks the legality of various emergency proclamations, reviews emergency ordinances, watches out for potential legal difficulties.

**B.) Operations Section.**

The operations Section Chief is designated by the City Manager depending on the nature of the emergency. The Operations Section is the equivalent of the front lines during a war. Emergency functions in this section work to control the direct and immediate effects of the disaster.

The following departments are in the Operations Section:

FIRE  
POLICE

PUBLIC WORKS



Duties of the Operations Section include:

1. fire fighting, rescue and emergency medical care.
2. control of hazardous materials.
3. law enforcement, traffic control.
4. evacuation.
5. access control to hazardous areas.
6. protection of water supply and waste water utilities.
7. debris clearing.
8. restoration of essential structures.
9. protection of electrical utility system.

A representative of the Electrical & Gas utilities may also be a member of the Operations Section.

### C.) Planning Section

The Director of Planning and Development will normally be the Planning Section Chief. The Planning Section attempts to answer the question "What's the Problem". This section provides facts and projections that help others make informed decisions.

The staff of the Planning and Development Department will be assigned to the Planning Section.

Duties of the Planning Section include:

1. damage assessments.
2. gathering information such as weather predictions.
3. makes projections and anticipates problems.
4. keeps current listings of available resources.

## D.) Logistics Section

The \_\_\_\_\_ Director will normally be the Logistics Section Chief. The Logistics Section supports the emergency response effort in every way possible.

Duties of the Logistics Section include:

1. procurement of food, fuel, sanitation and other essential supplies.
2. coordinates the transportation of people, equipment and supplies.
3. provides for vehicle and building maintenance and repairs.
4. provides for the shelters and welfare needs of city workers.

## E) Administration Section

The Finance Director is normally the Administration Section Chief. This section manages the financial and record keeping aspects of the emergency.

The Finance Department, Personnel and City Clerk's Office are assigned to this section.

Duties of the Administration Section include:

1. gather and report costs of disaster operations.
2. process payment for services and supplies.
3. protects city records.
4. records city council and mayoral proclamations and ordinances.
5. maintains time records for city workers and outside agencies.

### III. County Emergency Management

If cities in the county need emergency resources beyond what can be provided through normal mutual aid agreements, or if a wide area disaster occurs involving several jurisdictions, then the county executive may activate the Camden County EOC. The county is responsible to coordinate Operations County wide, including the allocation of resources and the sharing of incoming resources between the cities and the county.

The county government is responsible for providing such public functions as public health, coroner, and shelter for evacuees, mass feeding to all areas of the county including the City of St. Marys.

### IV. State Emergency Management

The Director, Georgia Emergency Management Agency, heads the state emergency management staff. He acts as the Governor's representative, to help the Governor manage and coordinate state wide emergency response. Area coordinators assist him. Our city is in the GEMA Region 5 area. When activated, GEMA will be responsible for coordinating state wide emergency operations, to include the provision of mutual aid and other support and the redirection of essential supplies and other resources to meet local requirements.

**COMMAND POST (CP) AND  
EMERGENCY OPERATIONS CENTER (EOC)**

**I. City of St. Marys CP.**

The City CP is located in the \_\_\_\_\_.

An emergency operations center provides a place where direction and coordination can be centralized for better communication. The EOC has tables, telephones, maps, reference documents and office supplies.

During a minor to moderate emergency, or in the early stages of a major disaster, the CP may be located at the emergency scene. The City Manager will monitor progress, but not assume command.

If the emergency is too large to be coordinated from the field, then the field command post is relocated to the \_\_\_\_\_ (CP) \_\_\_\_\_. This is an important command decision by the City Manager and must be clearly understood by all involved.

If the \_\_\_\_\_ (CP) \_\_\_\_\_ is unusable, then the alternative CP, located at fire station number 2, will be used.

**II. Camden County**

The CCEOC is located at \_\_\_\_\_ in \_\_\_\_\_.

During a major emergency, the Mayor will be at the CCEOC as a member of the Executive Group. This group provides overall policy and direction for the city response to the emergency. The Mayor, as a member of the Executive Group, has a key role in decision making, communications and county wide resources management.

## **EMERGENCY PROCLAMATIONS**

### **I. City State of Emergency**

The Mayor and City Council may proclaim a local emergency in the City of St. Marys.

A local emergency is proclaimed when a disaster or possible disaster threatens people and property in St. Marys. The city CP will be activated whenever a local emergency is proclaimed.

The proclamation of a local emergency provides legal authority to:

1. request, if needed, that the County Executive declare a state of emergency.
2. issue orders and regulations to protect life and property, including curfew orders.
3. provide mutual aid to other affected areas.
4. request mutual aid from other cities and the county.
5. require the emergency services of any local official or city worker.
6. requisition necessary personnel and materials from city departments.
7. obtain vital supplies and equipment and, if required immediately, to commandeer the same for public use.
8. impose penalties for violations of lawful orders.

### **II. County State of Emergency.**

The Chairperson of the Camden County Commission, as County Executive, may proclaim a state of emergency when disaster conditions occur that impact the entire county. A county state of emergency may also be declared at the request of a city in the county.

The County Executive must declare a state of emergency and activate the CCEOC in order to request assistance from the Governor.

### III. Georgia State of Emergency

At the request of a County Executive, the Governor may declare a state of emergency. The Governor may also declare a state of emergency when local authorities are not able to cope with a disaster.

Whenever the Governor declares a state of emergency:

1. mutual aid may be provided by jurisdictions throughout the state.
2. the Governor can exercise all vested police powers in the disaster area.
3. local jurisdictions may command the aid of citizens as necessary to cope with the disaster.
4. the Governor may suspend certain state regulations.
5. the Governor may commandeer private property.
6. the Governor may issue and enforce such orders as he deems necessary.

## THREAT SUMMARIES

### I. Introduction

The City of St. Marys is located on the most southeastern portion of Georgia. The City is bounded on the east by the St. Marys River, on the west by the City of Kingsland, and Camden County. Directly to the south lies Nassau County, Florida and to the north is the Crooked River and the Kings Bay Navy Submarine Base.

The City covers slightly more than 22 square miles. About 20,000 people live in St. Marys with population increases during the daylight work hours. St. Marys is also home to the Camden County Medical Center, four elementary, and one middle school. We have 96 miles of Streets and 126 miles of water mains and 129 miles of sewer lines.

Even though the City of St. Marys does not provide services to the Kings Bay Navy Submarine Base, the City is dramatically impacted by the personnel that are stationed and employed on the Base.

## II. Disaster Potential

Our city is vulnerable to a variety of natural and manmade disasters. Those that are considered probable include:

1. Hurricane - a serious hurricane will cause major property damage and potential injuries and loss of life due to high winds, flooding and ocean storm surge.
2. Tornado – There is long history, in this area, regarding tornadoes hitting this area, causing major property damage, potential injuries, and loss of life.
3. Tropical Storm - These storms can cause significant damage by winds and heavy rains. Some local flooding will be experienced.
4. Freezing/Ice Storm - These storms can disrupt transportation, close bridges and interrupt electrical and water supply to the entire city. Some property damage can be caused by broken water pipes, and from the weight of ice.
5. Hazardous Materials Accident - Hazardous materials are routinely transported by land throughout our city, both by means of the roadways and by train rails. Additionally, some barge traffic on the Intercoastal Waterway may carry hazardous materials. Our city residents are at risk due to hazardous materials accidents.
6. Mass Casualty Accident - A transportation accident, fire, explosion or similar emergency can cause large numbers of casualties.
7. Civil Disorder - Riots, looting and mass vandalism can be triggered by many causes. Civil disorders have a high potential for injuries/deaths and property damage.
8. Utility System Failure - The disruption of electrical power, water supply or telephone service may cause an emergency situation for the city.
9. Earthquake - Although not positioned over a major fault line, the potential does exist for earthquake damage to impact our city.

10. Fires, Explosions - Major fires or explosions, especially with many casualties may be a disaster emergency.

Other situations may also result in disaster emergencies in our city.

## **AUTHORITIES**

The following provide authority for conducting disaster emergency operations:

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, (PL93-288) as amended by PL 100-707.
3. Executive Order 12418, July 1979 (assign PL responsibility to FEMA).
4. Federal Response Plan, April 1992, as amended.

B. State

1. Georgia Constitution
2. Georgia Emergency Management Act of 1981, as amended.
3. Georgia Emergency Operations Plan, July 1993
4. Governor's Executive Order, July 1995
5. Georgia Warning Plan, April 1993

C. County

1. Camden County Resolution pertaining to Emergency Management.
2. Camden County Emergency Operations Plan
3. Camden County Emergency Operations Center Staff Manual.

D. City of St. Marys

1. Resolutions pertaining to Emergency Management.
2. St. Marys Emergency Operation Plan.