NAI How-to Guide for Flood Warning & Response Case Study: Pinellas County Coastal Flooding Response Program

Pinellas County is located between Tampa Bay, Florida and the Gulf of Mexico. It is home to St. Petersburg and 23 smaller municipalities, 12 on barrier islands in the Gulf of Mexico. It is the second smallest county in the state, but the most densely populated with nearly a million year-round residents.

Forty percent of the county's land area is within the Special Flood Hazard Area. While the flood threat comes from coastal storm surge and inland overbank and local drainage sources, this summary focuses on the coastal hazard. Here are some background notes from the county's Comprehensive Emergency Management Plan that underline the need for an effective warning and response program for coastal flooding:

- $\rightarrow$  "Coastal flooding from storm surge is by far the most dangerous of the tropical depression hazards, historically causing nine out of 10 hurricane related deaths."
- $\rightarrow$  "This surge, when coupled with the breaking waves, will cause great destruction...."
- $\rightarrow$  "Because of the high shoaling factor (shallow water and gradual slope of the Gulf bottom) off the central west coast of Florida, Pinellas County will receive higher surges than those in other coastal areas..."
- $\rightarrow$  Coastal flooding is accompanied by the hazards of high winds and shoreline erosion.
- $\rightarrow$  "Approximately 60% of the county's 918,496 permanent residents are vulnerable to the storm surge of a major hurricane."
- $\rightarrow$  The greatest exposure to injury and damage is on the 34 miles of barrier islands. These are connected to the mainland by a series of 14 causeways and bridges. All but two islands are densely populated and completely built out (CEMP Base Plan, pp. 8-13).

**Organization:** The CEMP establishes the framework for the county and cities to manage the response to emergencies. It is the emergency operations plan. It assigns responsibilities and has annexes for specific emergency topics. The table of contents on the next page conveys the organization and breadth of topics covered.

The CEMP adopts the National Incident Management System as the comprehensive framework for all of the county's response and recovery operations. Experience has shown that it works to coordinate all levels "to manage incidents no matter what the cause, size or complexity." By vote in 2005, the Pinellas County Board of

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Commissioners officially adopted the NIMS framework. FEMA's guidance on NIMS can be found at https://www.fema.gov/nims-doctrine-supporting-guides-tools.





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When an emergency occurs, an incident commander provides direction and control at an incident command post. For example, if there is a fire, the city's fire department will provide the incident commander. If the emergency grows in size, the organization does too. If it involves more than one local government, a unified incident command may be used. Having all agencies and organizations on this same system greatly facilitates responding to large incidents that involve several jurisdictions.

At a certain point, the incident may grow beyond the capabilities of the first response organizations, triggering activation of the Emergency Operations Center. When there is a hurricane or flood warning, the county emergency management director is in charge from the start.

Each municipality has a primary and a secondary EOC, as does the county. The number and types of organizations that can be at the county EOC are illustrated in the EOC floor plan (pg. 3).

The CEMP identifies major responsibilities for the various departments. The departments most likely to have floodplain managers involved in emergency management activities are shown on the bottom of this page.



### Pinellas County Comprehensive Emergency Management Plan

Table 13Co	ounty Dep	artment Responsibilities	
DEPARTMENT	EOC	<b>RESPONSE FUNCTION</b>	<b>RECOVERY FUNCTION</b>
Animal Services	X	Large Animal Evacuation Animal Shelter Pet Friendly Shelters	Animal Protection Animal Collection VMAT Coordination
Building	Х	-	Damage Assessment Habitability Determination
Communications	X-CIC	Public Information Warning Media Relations	Public Information Recovery Information Media Relations
Community Development	X	-	Damage Assessment Post Disaster Redevelopment Emergency Housing
Parks and Conservation Resources	X	Evacuation Parks	County Staging Areas Points of Distribution Debris Staging
Planning	X	Planning and Information Logistics Section	Planning and Information Redevelopment

CEMP Base Plan - page 39

**Flood threat recognition:** As with most southeastern coastal communities, Pinellas County relies on the National Weather Service for alerts and predicted storm surge levels. Messages come through the Internet or telephone alerts with information from the National Hurricane Center's models of different storm scenarios. These models are updated every six hours based on real-time conditions.

Where there is adequate lead time (which usually occurs with tropical storms), a webinar or briefing is possible. An example from one is to the right.



**Flood Inundation Mapping:** Pinellas County uses GIS software to plot the delineation of a predicted storm surge. The map below was prepared during Hurricane Irma and shows flood depths during the predicted surge. It also shows the 25-year riverine floodplain, which was taken from inundations maps prepared for watershed management plans, well before the storm.



With GIS tools, the emergency response planners have determined what will be flooded, isolated and/or evacuated at different surge levels. This information can be very detailed. Below is an excerpt from the inventory of the bridges throughout the county that shows the level they will be

Storm Category	<b>Evacuation Level</b>
1	А
2	В
3	С
4	D
5	E
9 – (Dry, -999, 0)	X

impacted. The storm categories ("Cat 1," "Cat 2," etc.) are related to the evacuation levels and zones discussed on the following pages.

NAME	TYPE	ELE - VATION	Cat 1 Surge Low Tide	Cat 1 Surge High Tide	Cat 2 Surge Low Tide	Cat 2 Surge High Tide	Cat 3 Surge Low Tide	Cat 3 Surge High Tide	Cat 4 Surge Low Tide	Cat 4 Surge High Tide	Cat 5 Surge Low Tide	Cat 5 Surge High Tide
580 over Tampa bay E end	Fixed	8.00	0	0	2.67	3.19	7.56	8.24	12.44	13.09	17.06	17.60
580 over Tampa Bay W end	Fixed	27.90	0	0	0	0	0	0	0	0	0	0
586 over Tampa Bay E end	Fixed	10.12	0	0	0.41	0.93	5.30	5.98	10.18	10.82	14.80	15.34
586 over Tampa Bay W end	Fixed	14.05	0	0	0	0	0	0.09	4.24	4.62	7.68	8.43
Bay Pines E end	Fixed	7.69	0	0	1.24	1.82	5.02	5.77	9.63	10.17	12.13	13.18
Bay Pines W end	Fixed	6.57	0	0	2.43	3.01	6.21	6.95	10.82	11.36	13.32	14.36
Bayside Bridge N end	Fixed	30.06	0	0	0	0	0	0	0	0	0	0
Bayside Bridge S end	Fixed	10.52	0	0	0	0.00	3.65	4.33	8.87	9.32	13.17	13.63
Bayway (SPB) - Structure C, W												
end	Bascule	5.65	0	0.34	2.69	3.28	5.47	6.28	10.25	11.02	12.93	14.17
Bayway (SPB) - Structure C, E end	Bascule	5.79	0	0.21	2.55	3.15	6.15	6.92	10.11	10.89	12.80	14.03
Bayway (Tierra Verde) - Structure E, N end	Bascule	5.27	0	0.11	2.40	3.01	5.79	6.60	9.65	10.57	11.80	13.26
Bayway (Tierra Verde) - Structure	Bascula	6.90	0	0	1.87	2.48	5.26	6.08	0.12	10.04	11.27	12 73
Reckett Bridge N and	Bascule	5.79	0	0	1.07	5 35	0.72	10.08	9.12	15.24	19.76	10.22
Beckett Bridge S end	Bascule	9.01	0	0	1.60	2.12	6.49	7.17	11.37	12.01	15.53	15.99

Pinellas County Hurricane Evacuation Implementation Guide 2014, Chapter II – page 25

This information is assembled in the *Pinellas County Hurricane Evacuation Implementation Guide*. The guide has tables similar to the above for hospitals, government facilities, water treatment plants and other critical facilities, and is updated every year.

The technical information from the inundation mapping has been simplified for the public. There is a static map that shows which areas are underwater at different predicted surge levels. One version is on the next page. It also shows the location of shelters outside evacuation zones.

To the right is the evacuation zone legend for the map on the next page. The map is part of a public information campaign, "It's not All Sunshine, Find out Your Flood Risk." The objective is to inform everyone of their exposure to flooding and where evacuation shelters are located.

ß	E	Up to 35'	Evacuate red, orange, yellow, green and purple areas and all mobile homes
ZON	D	Up to 28'	Evacuate red, orange, yellow and green areas and all mobile homes
ATION	C	Up to 20'	Evacuate red, orange and yellow areas and all mobile homes
VACU	B	Up to 15'	Evacuate red and orange areas and all mobile homes
"	4	Up to 11'	Evacuate red areas and all mobile homes





- http://www.pinellascounty.org/map/EOC\_ShelterList.jpg

"Know Your Zone" is well publicized through a variety of media, as seen on the website screenshot on the previous page. Residents are told to find their zone on the website or to contact the phone center, floodplain management or emergency management office. Their zone is also shown on their utility bills.

The county's floodplain management website has a tool where anyone can enter an address to find their Flood Insurance Rate Map zone. Someone looking to find out if they are in a SFHA will see their evacuation zone and emergency preparedness information, such as how to sign up for alerts. An example of the product is below.



#### Emergency Mgmt. Home

All Other Hazards

Hurricane Information

numeane information
Residents
Know Your Zone
Prepare Ahead
Special Needs
Pet Preparedness
Shelter Options
Host Homes
It's ComingNow What?
After the Storm-Recovery
Información en Español
Business & Professional
Business
Home Healthcare Providers
Healthcare Facilities
Hotels / Motels / RV Parks
For Emergencies Only
Resources
Safety & Emergency Services

About Us Emergency Management 10750 Ulmerton Rd. Building 1, Suite 287 Largo, FL 33778 (727) 464-3800 FAX: (727) 464-4024 TDD: (727) 464-4431 gmap C

Closed County Holidays



### Hurricane Preparedness



In order to know when to evacuate for hurricane surge flooding, you must KNOW YOUR ZONE! Keep in mind, you evacuate to avoid deadly surge flooding.

#### Click Here to find your Evacuation Zone

- Many Ways to Learn Your Zone
- Storm Surge Flooding Kills
- Should You Stay or Should You Go?
- How Do Flood Zones and Evacuation Zones Differ
- Mandatory and Recommended Evacuations
- Evacuation Route Map

#### There are many ways to learn your zone.

- County Evacuation Map
- The NEW Ready Pinellas App: For checklists, preparedness assistance and information download the new mobile app at <u>Google Play</u> and <u>Apple Store</u> . <u>Ready Guide</u>
- Check out Pinellas County's Evacuation Level / Zone Lookup. Storm surge levels have changed. Your evacuation zone may be impacted. Check your zone. Enter your address and you will be provided not only information on your evacuation level, but also the closest shelter, the closest special needs shelter and the closest hotel accommodation.
- Call the Pinellas County Interactive Hurricane Evacuation Inquiry Line at (727) 453-3150 and key in your home phone number without the area code to hear your home's evacuation zone.
- Call Pinellas County Emergency Management at (727) 464-3800 for help looking up your home's evacuation level. Regular business hours are from 7:30 a.m. until 4:30 p.m. Monday through Friday.
- Your evacuation zone is printed on your <u>Pinellas</u> <u>County Utility bills</u> and the Truth in Millage (TRIM) Notices sent by the Property Appraiser.
- To learn more, go the the Evacuation Level FAQ page
- View Maps:
  - GIS Evacuation Level Lookup
  - County Evacuation Map
  - North County Evacuation Routes & Shelters 10
  - Mid County Evacuation Routes & Shelters 1
  - South County Evacuation Routes & Shelters 1

Remember.... All residents living in mobile homes/manufactured homes must evacuate, even if their homes are located in a non-evacuation area.

http://www.pinellascounty.org/emergency/knowyourzone.htm













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The link "<u>Click here to find your Evacuation Zone</u>" on the Hurricane Preparedness "Know Your Zone" page allows the user to enter an address. Below is an example of the result. In addition to the evacuation zone, the user can click to find appropriate shelters and accommodations.

Search result 8301 W GULF BLVD, TREAS 33706	SURE ISLAND,	The location is i	in Evacuation	
Zoom to		This is NOT your FEMA Flo	: A pod Zone Designation	
	- and a start	Evacuation Zone	(1)	>
	A starting to	Shelters	(2)	>
		Accomodations	(128)	>

Also on the "Know Your Zone" site is the box to the right. Clicking it on and entering an address takes one to the page shown below. This is for the same address as the example above (8301 W Gulf Blvd is the red dot in the middle of the aerial photograph). This site provides a very graphic image of the depth of the storm surge at the property.





- http://egis.pinellascounty.org/apps/stormsurgeprotector/index.html

## **Flood Response**

The most important flood-response action is evacuating people from areas threatened by storm surge. With only a few bridges and a very large population at risk, this calls for detailed advanced planning. The key document is the *Hurricane Evacuation Implementation Guide*, parts of which are excerpted above.

The guide has an entire chapter devoted to the protocol of issuing an evacuation order. There are numerous tables on what is done at different levels. For example, one table identifies how many buses are needed to evacuate each health care facility, organized by evacuation zone. They go down to the detail of how many patients in each facility will need to be evacuated by ambulance. The guide also identifies evacuation routes, location of each traffic signal on those routes, which signals have closed-circuit TV cameras that can be monitored in the EOC, and the number of hours needed to clear each zone.

There is a separate guide for activities to be implemented after the flood subsides. The *2014 Pinellas County Emergency Re-entry Plan* sets priorities for entry (e.g., search and rescue, utilities, law enforcement, medical staff, etc. have "Level 1 Access"). Special guidelines are set for re-entry to the barrier islands because they include so many smaller municipalities and the few bridges can be quickly clogged while the sheriff's office checks people's identifications.



# **Critical facilities**

Pinellas County emergency management has lists and contact information for critical facilities as varied as EOCs, county garages, hospitals, home health care companies, oxygen companies, volunteer groups and utilities. Special warnings and early notifications are delivered to all critical facilities via text messages, email and/or a commercial emergency notification system.

Under Florida state law, Pinellas County is required to review and approve emergency plans for the 341 health care facilities in the county, ranging from hospitals to adult day care centers. The *Hurricane Evacuation Implementation Guide* lists all emergency operations centers and their vulnerability to flooding.

New flood inundation maps triggered the desire to update and finish an inventory of vulnerability information on all county-owned buildings. It would help emergency response and continuity of operations planning by the departments by identifying what would likely still be operational after a hurricane.

In 2013, every building owned by Pinellas County was assessed. The departments were given vulnerability information sheets with the building's elevation and its storm surge evacuation zone, along with suggestions for minimizing damage, loss of records, etc. An example is on the next page.

## **Hurricane Vulnerability Information**

for:

4255 142<sup>nd</sup> Avenue N., Clearwater, FL 33762

Facility Details					
Name:	Airport AFSS Building				
Occupant:	Airport				
Number of Floors:					
Building Elevation:	5.29				
Evacuation Zone:	В				
Facility Wind Rating (estimated)	*: Category 3				
Vertical Evacuation**:	N/A				

Anticipated Storm Surge Depth at Facility (In Feet)\*\*\*:

Category 1	Category 2	Category 3	Category 4	Category 5
0'	5'	10'	15'	19'

### Specific Guidance

- Place vital equipment and records in water resistant containers.
- **Move equipment** to the central core area of the building and avoid window areas. Close doors to exterior offices with windows.
- **Consider evacuation** of vital equipment and records for a Category 2 or greater storm.
- If there are plans to **use the building for operations** during a storm it is important that you use the information enclosed here and work with Emergency Management and Real Estate Management to ensure the feasibility of those plans.

Note: Be sure to see the BTS "Disaster Preparation for Departments" and the "BTS Continuity of Operations for Applications & Data" document you should have received with this for additional guidance on computer movement and what software applications have a disaster capability.

\*Facility Wind Rating is the category of hurricane that facility is built to withstand. That does not mean windows are protected and if not protected they are vulnerable, and therefore so is the rest of the building and contents. A hurricane of a higher category than the building rating <u>may</u> cause substantial damages and/or total failure, especially if it is in combination with storm surge. If it is not vulnerable to storm surge the building will most likely survive with substantial damage.

\*\*Vertical evacuation is the ability to secure vital equipment and records, in water resistant containers, on-site in an interior space at a level within the structure that is significantly higher than the anticipated storm surge.

\*\*\*Anticipated storm surge depth at facility is the expected depth of flood waters at the facility during a particular category of hurricane based on elevation and storm surge modeling.

Each county department develops its own emergency response plan for its facilities. They include personnel rosters and lists of key equipment, such as trucks and cars. Building evacuation plans are included with aerial photos that show the rendezvous areas. Checklists show actions to protect the facilities and their contents at various warning levels. Some excerpts are below.

Response Level 6: Hurricane Season (June 1st – November 30th)         Review and update Personal Preparedness Plan         Maintain fuel levels above ½ full in vehicles, equipment         Maintain adequate supply of eight (8) propane tanks for forklifts         Completely stock Haz-to-Go Box Truck (use checklist)         Replenish supplies bi-weekly, as needed         Locate and reserve rental generator to have available	
Response Level 5: Hurricane Alert (48 – 120 hours)         Conduct a pre-event staff meeting         Verify employee contact information         Inspect fire protection and safety/spill equipment         Move 40 pallets into warehouse (rear area)         Phase 1 personnel to secure their family and home, and then return with 3-day supply of clothing and personal hygiene items	
<ul> <li>Response Level 4: Hurricane Watch (36 - 48 hours)</li> <li>Dispose of latex paint/trash and non-hazardous electronics</li> <li>Fuel all vehicles, equipment and forklifts</li> <li>Move chemicals in storage bays off the floor (determined by storm event)</li> </ul>	
Response Level 3: Hurricane Warning (24 – 36 hours)         Close HEC3 to public, as determined by Director         Strap down and lock fuel tanks in sump area         Secure and lock the electronics semi door(s), contact vendor for semi movement         Remove hoses, signage, fire extinguisher, and any other loose objects and store in building/warehouse         Move propane tank storage rack and secure inside warehouse         Charge ALL radios, cell phones, handheld computers	se
Response Level 2: Hurricane Evacuation (12 – 24 hours)         Open grates and sump valve         Secure pickup truck and message board sign in warehouse         Secure Haz-To-Go Box Truck in warehouse         Perform final inspection, lock and secure the collection center area	
<ul> <li>Response Level 1: Hurricane Landfall (0 – 12 hours / 40 mph or higher winds)</li> <li>Place vehicles, trailer and equipment in secure location, as directed by Manager</li> <li>Ensure that Phase 1 staff is sheltered in Administration or WTE plant</li> <li>Await "All Clear"</li> </ul>	
Emergency response checklist for the Household Electronics & Chemical Collection Center, Pinellas County, Solid Waste Department Emergency Response Plan, 2017	

**Hurricane Irma:** Reports are that the county and department emergency response plans worked very well. Many of them were tested for the first time, but they had been prepared with the knowledge and experience of previous floods and emergency incidents and had gone through a rigorous review process.

The floodplain managers and all other offices shown on the EOC floor plan on page 3 were fully involved. This included five certified floodplain managers from public works, building and development review services, and planning.

The floodplain managers did not experience any big problems, but as they worked, they took notes on concerns and recommendations for improvements. One example is that in addition to the storm surge maps during a coastal storm, staff should use the riverine floodplain maps more than they did. That would help with evacuation and sheltering. The comments are also being incorporated into the county's after action report.



Pinellas County had its cycle verification visit in 2014, under the latest *CRS Coordinator's Manual*. The county received 350 out of the 365 maximum possible points for communities not subject to tsunamis.