

Emergency Evacuation Plan
for
Dam Failure and Flooding
ALLATOONA DAMS



Floyd County, Georgia
March 2006

Prepared by:

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Maps Data Provided by: United States Army Corps of Engineers, Mobile District
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PREFACE

The tragic dam failure at Toccoa in 1977 sparked public concern about the safety of dams in Georgia and across the nation. The Georgia General Assembly reacted by passing the Georgia Safe Dams Act early in its 1978 session. This act empowered the State Soil and Water Conservation Committee to inventory non-federal dams in Georgia and authorized the Georgia Department of Natural Resources to act when an unsafe dam is discovered which poses a threat to human life. This act has been amended several times by the General Assembly. The only significant changes were the de-regulation of Category II dams (which are those with no loss of life potential) and a lowering of spillway design criteria for Category I dams (loss of life potential).

At the national level, the federal government developed and published the Federal Guidelines for Dam Safety in 1979. This publication established criteria for the construction of new federally owned dams and modification of existing dams.

The Georgia Emergency Management Agency, in conjunction with the county organizations concerned, initiated a program in March of 1982 to develop evacuation plans for affected areas downstream from major dams in the state. These larger dams are primarily federally owned or owned by Georgia Power Company.

This plan should be used in conjunction with the current Floyd County Emergency Operations Plan, dated September 2004.

BASIC PLAN

EMERGENCY EVACUATION PLAN FOR DAM FAILURE AND FLOODING ALLATOONA DAM

I. PURPOSE:

The purpose of this plan is to establish procedures for warning, evacuating, and sheltering persons who would be endangered in the event of the individual failure of Allatoona Dam. It also addresses similar emergency response actions which might be required in the event of flooding, caused by emergency releases from Allatoona Dam. The plan is designed to accomplish these functions with minimum confusion and maximum speed.

II. SCOPE:

A. This plan is regional in application and pertains to possible failure or high discharge from Allatoona dam located along the Etowah River, a tributary of the Coosa River, about 30 miles north of Atlanta, Georgia. It describes actions necessary to accomplish the warning and evacuation of areas that would be inundated in Floyd County, Georgia. This plan addresses emergency actions for the State of Georgia only.

A population of approximately **17,278** would be at risk in the identified inundation areas shown in Appendix B. The total property value within the inundation area is **\$875,354,850.00**.

The total population estimate for residents was calculated for 6,620 addresses (identified from tax data) multiplied by 2.61 persons per household. The property value is based on tax records for each parcel within affected area.

Sources: Population Estimates Program, Population Division, U.S. Census Bureau, Washington, DC 20233 and Floyd County Tax Commissioner Office.

B. This plan has been developed within the authority and guidance contained in the Georgia Emergency Operations Plan (EOP) which governs responsibility and actions of state agencies in an emergency or disaster situation. At the local level, the Floyd County Emergency Operations Plan (EOP) is the overall response plan for all types of disasters. The concepts, practices, and procedures contained in those plans also apply to a dam break or flooding related to an emergency release from a dam. This plan emphasizes unique procedures necessary to respond to a dam emergency situation.

The plan is designed to:

1. Establish warning procedures.
2. Outline evacuation procedures.
3. Identify evacuation routes to be used.
4. Identify reception centers and shelters to be activated for the care of evacuees.
5. Identify procedures for the security of the perimeter and the interior of the affected area during and after evacuation.
6. Identify procedures for allowing evacuees to return to their homes.
7. Assign specific functions and responsibilities to state and local emergency response agencies and other organizations.

III. AUTHORITIES / REFERENCES

A. Federal:

1. Federal Guidelines for Dam Safety, June 1979.
2. U.S. Army Corps of Engineers (CoE), Mobile District, May 1981

B. State:

1. Georgia Safe Dams Act of 1978, as amended
2. Georgia Emergency Management Act of 1981
3. Georgia Emergency Operations Plan, February 2006
4. State of Georgia Warning Plan, February 2005
5. Emergency Alert Procedures for the Georgia Emergency Alert System (EAS), Revised November 2003

C. Local:

1. Floyd County Resolution, March 2006
2. Floyd County Emergency Operations Plan, September 2004
3. Floyd County Hazard Mitigation Plan, March 2006

IV. SITUATION:

- A. Allatoona Lake is located about 30 miles North of Atlanta in Bartow County. It provides for a reservoir for flood control, regulation stream flow for navigation and development of hydro electrical power and recreation. Height above river bottom of concrete gravity-type dam is about 190 feet from elevation 690 feet to 880 feet national geodetic vertical datum. The spillway with crest at elevation 835 is controlled by nine tainter gates, 40 feet wide by 26 feet high and two tainter gates 20 feet wide by 26 feet high: it has a discharge capacity of 321,000 cubic feet per second with water surface at elevation 870.3. One 48"-diameter sluicing conduit with free discharge valve and four sluices 5 feet 8 inches wide by 10 feet high are included in this dam. Installed generating capacity consists of two 36,000

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kilowatt units and one 2,000 kilowatt unit, or a total of 74,000 kilowatts. Ultimate installed capacity will be 110,000 kilowatts. The reservoir covering 19,200 acres at elevation 860 has a storage capacity of 670,050 acre feet. This project was authorized by the Flood Control Acts of 18 August 1941 and 11 December 1944. Public Law 228, 77th Congress, 1st session as outlined in House Document No. 674. 76th Congress, 3rd session. Recreation facilities were authorized by Section 4 of the Flood Control Act of 22 December 1944. Construction on existing project commenced in March 1944 and was completed in October 1955. Estimated cost of construction was \$35,701,413.00 (includes \$3,339,756.00 for recreational facilities)

- B. **The probability of the failure of this dam with or without warning is extremely remote.** Any unsafe condition or situation would normally be detected early and remedial action initiated as appropriate. If a controlled release from a spillway should be required or if any possibility of dam failure was indicated, state and local Emergency Management organization would be immediately advised by the Mobile District Emergency Management Division.

V. **CONCEPT OF OPERATION:**

To assure appropriate and prompt response to an emergency situation at Allatoona Dam, the U.S. Army Corps of Engineers, Operational Procedures for Emergencies, has classified potential emergency situation or conditions according to the relative urgency as follows:

- Type 1: A slowly developing condition.**
- Type 2: A rapidly developing condition.**
- Type 3: A practically instantaneous failure condition**

The Resource Manager or designated representative will, in the event of any emergency, take immediate action necessary to prevent failure and to prevent or minimize loss of life and property. He/she will initiate emergency notification procedures base on conditions as follows:

- A. In a **Type 1 slowly developing condition**, the Person observing conditions will notify the Resource Managers Office, which will notify Emergency Management Division of the Mobile District CoE, which will notify the Georgia Emergency Management Agency (GEMA) and local officials. GEMA will be responsible for keeping local jurisdictions informed of the situation and will coordinate local emergency operations as required.
- B. In a **Type 2 under a rapidly developing condition**, the Person observing conditions will notify the Resource Managers Office, which will notify Emergency Management Division of the Mobile District CoE, which will notify the Georgia Emergency Management Agency (GEMA) and local officials. GEMA will be

responsible for keeping local jurisdictions informed of the situation and will coordinate local emergency operations as required.

- C. In a **Type 3 A practically instantaneous failure condition**, the person observing the failure will notify the Resource Managers Office, which will notify the Emergency Management Division of the Mobile District CoE. The Resource Managers Office will also notify appropriate local authorities to implement their evacuation plans. GEMA will be notified as soon as possible by the method specified for a Type 1 and Type 2 conditions.

VI. RESPONSIBILITIES:

A. Local Jurisdictions.

Floyd County
See Annex I of this Plan – Pages 20-88.

B. State Agencies with Local Office / Representation.

1. Georgia State Patrol, Post 38 and Department of Natural Resources. Assist in warning, traffic control, and search and rescue operations in coordination with local law enforcement agencies.
2. American Red Cross and the Department of Family and Children Services. Provide disaster relief functions in accordance with state and local plans.
3. Department of Agriculture. Provide animal assistance in accordance with state and local plans.

C. CoE, Mobile District.

Provide information and warning relative to actual or potential emergencies at Allatoona Dam, in accordance with Section V of this plan.

VII. EMERGENCY OPERATIONS -- WARNING AND EVACUATION:

A. General.

Local warning and evacuation operations will be conducted by Rome and Floyd County and will be carried out in accordance with procedures established in Annex I of this plan. The following guidelines apply to federal, state and local actions in an emergency situation.

1. In a **Type 1 slowly developing condition**, the situation will be closely monitored by local emergency response personnel and GEMA. The State Emergency Operations Center (EOC) will be activated as required. GEMA will maintain close contact with the Emergency Operations Manager at Mobile District CoE or his/her alternate as listed:

Beau Hanna
Office (912) 652-5431
Cell: (251) 604-4749
Home (251) 626-7045

Patrick McFarlane
Office (251) 690-2495
Cell Phone (251) 604-4748

Evacuation may be recommended or ordered by local officials as a precautionary measure if the situation continues to deteriorate.

2. If reports from the Mobile District Corps of Engineers indicate imminent dam failure or emergency release, evacuation should be ordered immediately for affected areas, as shown on inundation maps (Appendix A).
3. In a **Type 2 rapidly developing condition and a Type 3 practically instantaneous failure**, warning will be passed to local jurisdictions (via 9-1-1) by the Resource Manager or designated representative, with follow-up notification to GEMA through the Mobile District CoE Emergency Operations Center. State and local Emergency Operations Centers will be fully activated.

Due to the extremely limited time available for dissemination of warning under these conditions, the first indication of an emergency for many residents in the danger area may be rapidly rising water.

Under these circumstances, endangered persons should move to high ground immediately and await rescue. Times available for evacuation at various locations along the river are shown on the inundation maps (Appendix B) and summarized in Appendix A, Arrival and Peak Time for Flood Water.

B. Authority for Emergency Actions.

Authority for Emergency Actions, including ordered evacuation, is contained in the Executive Order to the Georgia Emergency Operations Plan for the state and is cited in the appropriate annex of this plan.

- C. 24 Hour Warning Points.
 - 1. State – OHS/GEMA Communications Center - (404) 635-7200
 - 2. Floyd County 9-1-1 Center - (706) 236-4541 or 9-1-1

VIII. POST EMERGENCY OPERATIONS:

- A. Time required for flood waters to recede to normal levels after dam failure will vary depending upon distance downstream and the extent of failure. This time can be estimated for a given location (river miles) by adding 48 hours to the peak time shown on the inundation maps (Appendix B).
- B. The situation will be monitored by state and local authorities in order to determine when residents may safely re-enter areas which were flooded. Normally, clearance for re-entry will be issued by GEMA in coordination with local governments based on recommendations from the Department of Human Resources (DHR), the Department of Natural Resources (DNR), and information from the Mobile District CoE. Instructions concerning re-entry will be broadcast over the EAS station for the area and disseminated by local officials as required. These advisories will include safety and health information provided by state and local authorities.
- C. Damage assessment and determination of disaster/emergency declaration eligibility will be in accordance with the Georgia Emergency Operations Plan and the Floyd County Emergency Operations Plan, as well as other appropriate state and federal regulations.

IX. PUBLIC INFORMATION:

- A. General.
 - 1. During a **Type 1 slowly developing condition when dam failure is possible**, public information will be provided through news releases by the Mobile District CoE. Following are sample news releases:

News Release

Slowly Developing Failure Condition at Allatoona Dam

Headlines:

Army Engineers Draw Down Reservoir Upstream Allatoona Dam, Lake Allatoona

Text:

The Mobile District, U.S. Army Corps of Engineers announced at *(time)* today it had begun a controlled drawdown of Lake Allatoona Reservoirs. A Corps spokesperson said the lake levels were being lowered as a precautionary measure due to indications of *(general information)*.

A Corps spokesman said the lake level was being lowered as a precautionary measure. The Corps is taking the precaution because there are indications of _____.

Corps Engineers and their consultants are attempting to determine the extent of the problem. Additional information will be released as promptly as possible.

The spokesman emphasized that the present drawdown is being carried out in a controlled manner. River stages below the dam should go no higher than those experienced during flood season.

However, low lying area along the river may be flooded and residents should take actions issued by local Emergency Management officials, including moving cattle to higher ground and evacuating boats moored in the reaches of the river, both upstream and down stream of the dam.

2. During a **Type 2 rapidly developing condition when dam failure is possible**, public information will be provided by news releases by CoE and supplemented by coordinated emergency instructions to the public by local jurisdictions and the GEMA, Public Affairs Office. Following is a sample news release:

News Release

Rapidly Developing Failure Condition at Allatoona Dam

Headline:

Army Engineers announce Allatoona Dam failure is imminent

Text:

A portion of Allatoona Dam is in imminent danger of failure according to an emergency statement released at *(time)* today by the Mobile District of the U.S. Army Corps of Engineers. The dam is located on the _____.

A Corps spokesman said the Corps has begun a controlled drawdown of Lake Allatoona as a precautionary measure. The controlled drawdown is
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an effort by the Corps to relieve pressure on the dam and prevent the sudden and uncontrolled release of water should a break occur in the structure.

Water is being released in a volume that may increase downstream river stages above those experienced during flood season, the spokesman said. Low lying areas will be flooded and residents should take action issued by Local Emergency Management officials, including moving cattle to higher ground and evacuating boats moored, both upstream and downstream of the dam.

The Corps ordered the precautionary drawdown because there are indications of _____. The spokesman said. He stated that Corps engineers and their consultants are attempting to determine the extent of the problem and that additional information will be released as promptly as possible.

Emergency announcements will be made via broadcast media by activation of the Emergency Alert System (EAS).

3. During a **Type 3 practically instantaneous failure**, public information will be provided by news release by CoE and supplemented by coordinated emergency instructions to the public by local jurisdictions and the GEMA, Public Affairs Office. Following is a sample news release:

News Release

Practically Instantaneous Failure at Allatoona Dam

Headline:

Army Engineer announce Failure of Allatoona Dam

Text:

In an emergency statement released at _____ today, a spokesman from the Army Corps of Engineers' Mobile office said that a failure has occurred at Allatoona Dam in Cartersville, Georgia.

Water is flowing from Allatoona Dam through a breach which is _____, the spokesman said.

Residents downstream of the dam are warned to move immediately to higher ground because of uncontrolled flow of water from the reservoir. The Georgia Emergency Management Office has been notified and is assisting in the evacuation of people from low lying areas.

ATTEST: This _____ day of _____, 2005,

City Clerk

Mayor, City of Cave Spring

ANNEX 1

EMERGENCY EVAUCATION PLAN FOR DAM FAILURE & FLOODING ALLATOONA DAM

I. PURPOSE:

The purpose of this Annex is to provide for the performance of functions or actions specified in the Basic Plan and apply only to Rome and Floyd County.

II. SCOPE:

While this plan is regional in its application, initial reaction to an emergency situation is a Rome and Floyd County responsibility. Specific responsibilities and actions delegated to Rome and Floyd County officials and agencies are addressed in this Annex.

III. AUTHORITIES / REFERENCES:

- A. Floyd County Resolution, dated March 2006
- B. Floyd County Emergency Operations Plan, dated September 2004
- C. Floyd County Hazard Mitigation Plan, dated March 2006

IV. SITUATION:

See Basic Plan, Section IV – Pages 4 & 5 of this Plan.

V. CONCEPT OF OPERATIONS:

A. General Considerations – See Basic Plan, Section V – Pages 5 & 6 of this Plan.

B. Local Procedures.

1. The Corps of Engineers (CoE) determines the type of incident (Type 1, 2 or 3) and notifies the Georgia Emergency Management Agency (GEMA) and the Floyd County Emergency Management Agency. GEMA will maintain liaison with the CoE and will be responsible for keeping the Floyd County Emergency Operations Center informed on planning and emergency conditions. Floyd County EMA will coordinate all activities involving actual operations, including warning and evacuations.

2. Evacuation will be implemented on advice from the CoE based on progressive or instantaneous failure of the dam(s).
3. Floyd County EMA will conduct the operations, supported by GEMA assistance, as needed.
4. GEMA will be the coordinator between all state agencies and local government operations, and will establish liaison with the Federal Emergency Management Agency (FEMA) and the CoE.
5. Upon receipt of information of a Type 1, 2 or 3 incident, the EOC will be activated. The EOC will direct and coordinate the execution of this plan. All actions to the extent necessary will be taken with the support and cooperation of all local government agencies.
6. Each agency shall retain its autonomy during operations.

V. PRIMARY & SUPPORT RESPONSIBILITIES:

As outlined in the current Floyd County Emergency Operations Plan, dated September 2004:

A. Transportation Services Function:

Primary Agency: Rome Transit Department

Support Agencies: Floyd County Schools Transportation Department

B. Communications & Warning Function:

Primary Agency: Floyd County 9-1-1 Center (24-Hour Warning Point)

Support Agencies: Bell South

C. Critical Infrastructure Function:

1. Public Works and Engineering Services:

Primary Agency: Floyd County Public Works
Georgia Power-Rome Distribution

Support Agencies: Atlanta Gas Light
Floyd County Water Department
Georgia-Power Plant Hammond
Oglethorpe Power-Rocky Mountain
Rome Public Works

Rome Water Department
Summerville Gas

D. Fire Services & Life Safety Function:

1. Firefighting Services:

Primary Agency: Rome-Floyd Fire Department

Support Agencies: Cave Spring Fire Department
Floyd EMA
Georgia Forestry Commission-Floyd County

E. Law Enforcement Function:

1. Law Enforcement Services:

Primary Agency: Floyd County Police Department

Support Agencies: Floyd County Coroner's Office
Floyd County EMA
Berry College Police
Cave Spring Police Department
Federal Bureau of Investigation
Floyd County Sheriff's Office
Georgia State Patrol Post 38
Rome Police Department

F. Emergency Management Function:

1. Information & Planning Services:

Primary Agency: Floyd County EMA

Support Agencies: Floyd County Manager
City of Rome Manager

2. Resource Support Services:

Primary Agency: Floyd County EMA
Floyd County Department of Children Services
American Red Cross
Rome-Floyd Fire Department

Support Agencies: Cave Spring
Floyd County Government
City of Rome Government
Salvation Army

G. Volunteer Services Function:

Primary Agency: Floyd County EMA

Support Agencies: American Red Cross
Salvation Army

G. Public Health, Environmental and Medical Services Function:

Primary Agency: Floyd Medical Center Emergency Medical Service

Support Agencies: Floyd County EMA
Floyd County Board of Health
Floyd Medical Center
Georgia Environmental Protection Division
Georgia Public Health
Northwest Georgia Regional Hospital
Redmond Regional Medical Center
Redmond Regional Medical Center Ambulance
Service

H. Animal and Animal Industry Services Function:

Primary Agency: Floyd County Animal Control

Support Agency: Department of Agriculture

VII. WARNING AND EVACUATION

A. General Considerations

See Basic Plan, Section VII – Pages 6 & 7 of this Plan.

B. Local Procedures.

1. WARNING:

Warning will be conducted in accordance with the Floyd County Emergency Operations Plan Communications & Warning Emergency Support Function (ESF) # 2, Appendix K.

All methods of notification will be utilized to warn to public, including: Emergency Alert System (via broadcast media), NOAA Alert Radio, 9-1-1, loud speakers and sirens mounted on emergency vehicles, telephone, pager, e-mail, and door-to-door.

2. EVACUATION:

- a. Evacuation procedures will be in accordance with the Floyd County Emergency Operations Plan ESF #6.
- b. **Arrival and peak time for floodwater** is shown in Appendix A of this Plan.

Areas to be evacuated are shown on inundation maps in Appendix B of this Plan.

Population to be moved by street boundaries, roads, and subdivisions are shown at Tab A through Tab E in this Annex.
- c. **Critical Facilities** affected are listed at Tab F – Pages 329-332 of this Plan.
- d. **Evacuation Routes and Reception Centers** are at Tab G – Pages 333 - 334 of this Plan.
- e. **Shelter locations** are shown at Tab H - Pages 335- 336 of this Plan.

VIII. POST EMERGENCY OPERATIONS

See Basic Plan, Section VIII – Page 8 of this Plan.

IX. PUBLIC INFORMATION

See Basic Plan, Section IX – 8 - 11 of this Plan.

X. REVIEW / REVISION

See Basic Plan, Section X - Page 11 of this Plan.

XI. EFFECTIVE DATE

This Annex is effective immediately upon signing of the Basic Plan by the heads of local government. See Basic Plan, Section XI – Pages 11 – 12 of this Plan.

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TAB A

**ESTIMATED POPULATION TO BE
RELOCATED OR EVACUATED**

Approximately 17,278 people in the affected area would require relocation/evacuation.

Persons to be evacuated are located in some of the most densely populated areas of Floyd County in the confines of ZIP Codes 30161, 30162, 30149 and 30165.

Most evacuation studies indicate that, on the average, only about 40% or less of the population, which evacuates an area during a disaster, will utilize designated shelter facilities. Most of those evacuated will option to stay with a friend or relative or stay at a hotel.

Shelter facilities for this plan will accommodate 40% of the affected population, or a total of about 6,911 persons.

TOTAL EVACUEES	17,278
40% EXPECTED TO USE PUBLIC SHELTER	6,911

TAB B

ROADWAY BOUNDARIES AND OTHER AREAS AFFECTED

Roadway Boundaries:

The following roadways would be the boundaries of the areas in Floyd County designated as “at risk” according to the Army Corp of Engineers “Disaster Mitigation Study of the Allatoona Reservoir”:

1. From the Floyd-Bartow line proceeding west on GA Hwy 293 (Kingston Hwy) and areas south to the intersection of GA Hwy 53 (North Broad Street.)
2. From the GA Hwy 293 and GA Hwy 53 intersection Proceeding north and east on Hwy 53 (New Calhoun Hwy NE) and areas west, to the intersection of Bells Ferry road turning left and proceeding north to the intersection with Old Bells Ferry Road and turning left proceeding north to GA 140 (Turkey Mtn Road) and areas west
3. From GA Hwy 140 (Turkey Mtn Road) at Old Bells Ferry Road proceeding to the intersection with Old Dalton Road NE and areas south
4. From Hwy 140 (Turkey Mtn Road) at Old Dalton Rd. NE proceeding south and west on old Dalton to the intersection with US Hwy 27 (Martha Berry Hwy) and areas east
5. From US Hwy 27 at Old Dalton Road proceeding south to GA Hwy 1 loop (Veterans Memorial/North Rome Connector) and areas east and west, then turning right on North Rome Connector and areas north and south until the intersection with Redmond Rd.
6. From Lavender Road and GA Hwy 20 (Shorter Ave) intersection then proceeding east and areas North and South to the intersection of Horseleg Creek and turning right (south) onto Horseleg Creek Road and proceeding until Autumn Chase Drive and all areas east across the Coosa River and until Blacks Bluff Rd./South Broad St.
7. From South Broad Street at the Graves Bridge proceeding south and southeast to maple Street and areas east and north
8. From the South Broad Street and Cave Spring Road intersection proceeding south on Cave Spring Road, and areas east over to Maple Street until McHenry Drive
9. From US 27 (Cedartown Hwy) and Primrose Road intersection proceeding north and areas east and south until the railroad overpass, and continuing then the areas north and west until Darlington Drive

Other Affected Areas:

1. Young's Mill Road from GA Hwy 293 (Kingston Road) to Brewer Road and areas east and west
2. Fred Kelley Road from GA Hwy 293 (Kingston Road) to the dead end and areas east and west
3. Jones Mill Road from Old Dalton Road to McGrady and areas north and east
4. US Hwy 27 (Martha Berry Hwy) from Stone bridge drive, and areas east and west, to Old Dalton Road
5. Berry College campus from CCC road to Redmond Gap and all areas south to Technology Parkway and the North Rome Connector
6. Coosawattee Ave. and areas east and southeast to Burnett Ferry Road
7. Burnett Ferry Road at Westwood Circle and areas east and southeast to Sherwood Road