

*Jefferson County, Alabama
Comprehensive Emergency Management Plan*

Section 1: Basic Plan

I. MISSION

A. PURPOSE, GOALS, AND DEFINITIONS.

1. Purpose.

- a. This plan describes the basic strategies, assumptions and mechanisms through which the departments/agencies within the county will mobilize resources and conduct activities to guide and support local emergency management efforts through response and recovery. To facilitate effective intergovernmental operations, this plan adopts a functional approach that groups the type of assistance to be provided under annexes to address functional needs at the local government level. Each “functional annex” is headed by a primary agency, which has been selected based on its authorities, resources, and capabilities in the functional area. The “functional annexes” serve as the primary mechanism through which assistance is managed in an affected area.

- b. This plan provides for an orderly means to prevent or minimize (mitigation strategies), prepare for, respond to and recover from emergencies or disasters that threaten life, property, and the environment within Jefferson County boundaries by:
 - Identifying major natural and man-made hazards threats to life, property and/or the environment that are known or thought to exist.
 - Assigning emergency management responsibilities and tasks.
 - Describing predetermined actions (responsibilities, tasks) to be taken by departments/agencies, and other cooperating organizations and institutions, to eliminate or mitigate the effects of these threats and to respond effectively and recover from an emergency or disaster.
 - Providing for effective assignment and utilization of local government employees.
 - Documenting the current capabilities and existing resources of departments/agencies and other cooperating organizations and institutions which must be maintained to enable accomplishment of those predetermined actions.
 - Providing for the continuity of local government during and after an emergency or disaster.
 - Enhance cooperation (mutual aid agreements and memorandums of understanding) and coordination with cooperating community agencies, neighboring jurisdictions, and state, and federal agencies.

- Providing for an emergency planning team comprised of representatives from all departments as identified and utilized through this plan development for: Continuing review and revision of the plan; Exercise planning and evaluation; Reviewing and offering recommendations on emergency management initiatives.
- c. This plan provides guidance for:
 - Mitigation, preparedness, response and recovery policy and procedures.
 - Disaster and emergency responsibilities.
 - Training and public education activities.
- d. This plan is strategic and “responsibility oriented,” and addresses:
 - Coordinated regional and interregional evacuation, shelter, and post-disaster response and recovery.
 - Rapid deployment and pre-deployment of resources.
 - Communications and warning systems.
 - Annual exercises to determine the ability to respond to emergencies.
 - Clearly defined responsibilities for departments/agencies through a “functional annex” approach to planning and operations.

2. Goals.

- a. Develop citizen self- sufficiency.
- b. Develop first responder capabilities.
- c. To have a plan (framework, strategy) that will guide organizational behavior (response) during emergency(ies) or disaster(s).
- d. Create a framework of interagency and community-wide cooperation to enhance disaster mitigation, preparedness, response and recovery.

3. Definitions.

- a. The term “Emergency” as used in this plan means a set of circumstances which demand immediate action to protect life, preserve public safety, health and essential services, or protect property and the environment.
- b. “Disaster” means the situation requires all available local government resources and/or augmentation, and is beyond the capabilities of the county or a city(ies). A state of “emergency” or “disaster” can be proclaimed by a chief elected official and/or Emergency Council Chairperson, Vice Chairperson, or Emergency Management Agency (EMA) Coordinator.

B. AUTHORITIES, GUIDANCE DOCUMENTS, MUTUAL AID AGREEMENTS.**1. Authorities.**

a. Federal.

- Public Law (P.L.) 93-288, Disaster Relief Act of 1974, as amended by P.L. 100-707 (“The Stafford Act”)
- Emergency Management and Assistance, 44 U.S. Code 2.1 (Oct. 1, 1980).
- P.L. 81-920, Federal Civil Defense Act of 1950 as amended.
- P.L. 99-499, Title III, Emergency Planning and Community Right-to-Know, Oct. 17, 1986.

b. State.

- Public Law (P.L.) 31-9, Act 47, Alabama Civil Defense Act of 1955.
- P.L. 29-3, Act 875, Emergency Interim Succession Act, 1961.
- P.L. 83-612, Alabama Department of Civil Defense name changed to Alabama Emergency Management Agency, 1983.
- Alabama Executive Order Number 4, March 6, 1987.
- Alabama Executive Order Number 40, July 23, 1985.

c. Local.

- Jefferson County Commission Resolution of November 13, 1951.
- City of Birmingham General Ordinances, 1980, sections 2-3-1 and 9-4-1 through 9-4-4.
- Birmingham/Jefferson County Emergency Management Agency Mayor’s Council Resolution of September 10, 1984.

2. Guidance Documents.

- a. State of Alabama Guide for Developing an Emergency Operations Plan, 1996.
- b. Federal Response Plan, 1992.

3. Agreements and Understandings.

Central Alabama Fire Chief’s Association Disaster Assistance Agreement.

C. SITUATIONS.**1. Hazard Analysis.**

- a. The Jefferson County Hazard Vulnerability Analysis (published separately) provides details on local hazards to include type, effects, impacts, risk, capabilities, and other related data.
- b. Due to its location and geological features, Jefferson County is vulnerable to the damaging affects of certain hazards that include, but not limited to:

Natural: Drought, Extreme Cold, Extreme Heat, Forest Fire, Riverine Flood, Flash

Flood, Landshift (Earthquake, Earthslide, Erosion, Subsidence), Snow/Ice/Hail, Windstorm, Lightning Storm, Hurricane, Tornado, Epidemic (Human, Animal).

Technological: Hazardous Materials (Fixed Facility, Transportation), Fire/Explosion, Building/Structure Collapse, Dam/Levee Failure, Power/Utility Outage, Extreme Air Pollution, Transportation Accident (Rail, Marine, Aircraft, Motor Vehicle).

Civil/Political Disorder: Economic Emergency, Riot, Strike, Demonstration/Special Events, Terrorism/Sabotage, Hostage Situation, Attack (Conventional, Nuclear, Biological, Chemical).

Note: A list of facilities that use, produce, store extremely hazardous substances and hazardous materials are on file at the Jefferson County EMA.

- c. Disaster response efforts are often hampered by equipment and facility damage, communication failures, inclement weather, responder injury and death, and many other limiting factors. In the event of an emergency or disaster that exceeds the available resources, the public should expect and be prepared for a minimum 72 hour delay for emergency response services.

D. ASSUMPTIONS.

1. Governmental officials within the county recognize their responsibilities regarding the safety and well being of the public and they will assume their responsibilities when the Comprehensive Emergency Management Plan is implemented.
2. General Conditions. When a community experiences a disaster, its surviving citizens fall into three broad categories: those directly affected through personal or family injury or property damage; those indirectly affected by an interruption of the supply of basic needs; and those that are not personally impacted. These guidelines were designed to promote citizen self-confidence and independence in the face of a disaster. Following these guidelines will allow the emergency organization within the county to concentrate first on helping those citizens directly affected by a disaster.
3. It is expected that each individual or head of a household will develop a family disaster plan and maintain the essential supplies to be self-sufficient for a minimum of 72 hours.
4. Businesses are expected to develop internal disaster plans that will integrate and be compatible with local government resources and this plan.

Note: This plan is not intended to limit or restrict initiative, judgement, or independent action required to provide appropriate and effective emergency and disaster mitigation, preparation, response, and recovery.

E. LIMITATIONS.

1. It is the policy of the Jefferson County Emergency Management Council that no guarantee is implied by this plan. Because local government assets and systems may be damaged, destroyed, or overwhelmed, the Council can only endeavor to make rea-

sonable efforts to respond based on the situation, and information and resources available at the time.

2. Adequate funding is needed to support this plan and its programs. The performance of the assigned tasks and responsibilities will be dependent on appropriations and funding to support this plan. Lack of funding may degrade the services envisioned under this plan.

Note: The inability of Departments/Agencies to carry out their responsibilities as indicated in both the Basic Plan and Annexes due to lack of staff and funding may lower the “emergency declaration threshold.”

F. POLICIES.

1. In order to protect lives and property and in cooperation with other elements of the community (e.g. business, volunteer sector, social organizations, etc.), it is the policy of the Jefferson County Emergency Management Council to endeavor to mitigate, prepare for, respond to and recover from all natural and man-caused emergencies and disasters.
2. It is the policy of the Jefferson County Emergency Management Council that it will take appropriate action in accordance with this plan to mitigate any harm to the citizens or property in the county.
3. Because of the nature of emergencies and disasters (causing damages, interruptions and short falls to local government resources), it is the policy of the Jefferson County Emergency Management Council that citizens are encouraged to be self-sufficient for a minimum of 72 hours should an emergency or disaster occur.
4. It is the policy of the Jefferson County Emergency Management Council to make this plan a “user friendly” document.
5. NON-DISCRIMINATION. It is the policy of the Jefferson County Emergency Management Council that no services will be denied on the basis of race, color, national origin, religion, sex, age, or disability, and no special treatment will be extended to any person or group in an emergency or disaster over and above what normally would be expected in the way of local government services. Council activities pursuant to the Federal /State Agreement for major disaster recovery will be carried out in accordance with Title 44, Code of Federal Regulations (CFR), Section 205.16.—Non-discrimination. Federal disaster assistance is conditional on full compliance with this rule.

Blank Intentionally