

CASE STUDY

Jefferson County EMA Alabama

Recovery Plan

NOTE: Jefferson County EMA contracted with ERI International / All Hands Consulting to fully develop the county's recovery plan and program. The original concept of "recovery functions" was pioneered by ERI in Cape Coral, Florida, improved upon in Hilton Head Island, South Carolina and further enhanced in Jefferson County, Alabama. ERI stands by to support your recovery planning needs.

Section I - Recovery Basic Plan

Preface

This plan establishes Jefferson County EMA recovery policies and schedule of recovery functions that detail pre-event responsibilities and recovery actions.

This plan is an appendix to the Jefferson County Comprehensive Emergency Management Plan (CEMP) and is updated annually.

It is designed to be used following any disaster.

I. INTRODUCTION.

✓ WHAT ARE RECOVERY FUNCTIONS?

A. Emergency Functions and Recovery Functions.

1. County response to and recovery from emergencies and disasters begins with activation of the County's CEMP and its Emergency Functions (EFs). ESFs represent groupings of types of assistance activities that citizens are likely to need in times of emergency or disaster.

2. A lead agency/department for each EF is indicated, and is responsible for coordinating the delivery of that ESF to the emergency area. The lead agency/department is responsible for identifying the resources within the ESF that will accomplish the mission, and will coordinate the resource delivery.

3. During emergencies, the County Emergency Operations Center (EOC) determines which County ESFs are activated to meet the disaster response needs.

4. Recovery planning also begins when the EOC is activated. Recovery planners begin an

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assessment of the disaster impacts and determine which Recovery Functions (RFs) will be activated to meet the County's recovery needs.

5. Just like EFs, Recovery Functions represent groupings of types of recovery activities and programs that the County and its citizens are likely to need following disaster. Some EFs will become RFs as their scope changes from "emergency" to "recovery." An example is the County's EF : Public Information. During the emergency phase, this EF is concerned with the issuing of warning, emergency instructions and information. As the emergency phase ends and the recovery phase begins, this function becomes RF # 5: Public Information, and is now concerned with providing recovery information, post disaster health and safety information, etc.

6. This plan is based upon the concept that the Recovery Functions (RFs) for the various County and local government organizations involved in recovery operations will generally parallel their normal day to day functions.

✓ RECOVERY PLAN PURPOSE

B. Purpose.

1. The purpose of recovery planning is to anticipate what will be needed to restore the community to full functioning as rapidly as possible.
2. Successful community recovery from disaster will only occur if everyone in the community understands the process, and how they fit in. Individuals, agencies, organizations and businesses must understand their responsibilities and must coordinate their work efforts with the County's recovery leadership.
3. This Recovery Plan and its associated "Recovery Functions (RFs)" is intended to guide the Jefferson County's post-disaster short- and long-term recovery efforts.

✓ COUNTY RECOVERY GOALS

C. Goals.

1. County recovery goals are to:
 - Maintain Leadership.
 - Utilize local initiative and resources.
 - Maximize state/federal programs and benefits.
 - Establish and maintain communications to and from citizens.
 - Provide a point of contact for disaster victims.
 - Make maximum use of damage assessment for recovery planning.
 - Promote economic recovery.

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✓ WHAT ARE RECOVERY 'CONCEPT OF OPERATIONS'

II. CONCEPT OF RECOVERY OPERATIONS.

A. Recovery Phases.

1. The County's response to disaster impacts will follow a "phased approach" that includes two general phases: short-term and long-term.

2. The recovery phase begins during the response phase. Initial focus of "recovery planning" is on impact assessment.

3. Short-term recovery operations begin during the response phase of the emergency and can last up to 6 months. Short term tasks can be grouped into the following phases:

- Emergency Response: Public Safety Phase. Impact to 2 weeks.
- Emergency Assistance: Human Services Phase. Impact 24 hours to 5 months.
- Short-term Recovery: Emergency Restoration and Repairs Phase: Impact to 6 months.

4. The goal of long-term recovery is to restore the community to pre-disaster (or better) condition. Some of the long term recovery activities are extensions of short term activities; other long term tasks begin after short term tasks are completed. The long term recovery phase can last up to 10 years.

✓ EXAMPLE SCHEDULE OF RECOVERY FUNCTIONS

B. Recovery Functions.

1. Recovery Functions (RFs) represent groupings of types of recovery activities and programs that the County and its citizens are likely to need following disaster. Jefferson County's RFs include:

RF #1: Redevelopment (Planning and Community Development)

RF #2: Economic Restoration and Development

RF #3: Continuation of Government

RF #4: Reentry, Security

RF #5: Public Information; Community Relations

RF #6: Volunteers and Donations

RF #7: Unmet Needs

RF #8: Debris Management

RF #9: Damage Assessment/Impact Analysis

RF #10: Health

RF #11: Safety

RF #12: Repair and Restoration of Public Infrastructure, Services, Buildings (Public Assistance)

RF #13: Emergency Permits & Inspections

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- RF #14:Rebuilding, Construction, Repairs, Restoration
- RF #15:Housing
- RF #16:Human Services (Short-term)
- RF #17:Individual Assistance
- RF #18:Environmental Concerns
- RF #19:Mitigation
- RF #20:Recovery Administration and Finance
- RF #21:Mutual Aid

2. A “primary” agency/department for each RF is indicated, and will be responsible for coordinating the implementation of the recovery activity or programs. The primary agency/department will be responsible for identifying the resources (support departments and organizations) within the RF that will accomplish the post disaster activities. The primary agency/department is also responsible for coordinating the resource delivery. (See Attachment 1 - Primary/Support Matrix.)

✓ **RECOVERY INCIDENT MANAGEMENT SYSTEM**

C. Recovery Incident Management System.

1. The County’s recovery organization follows the concepts of the National Incident Management System (NIMS).

2. Depending upon the severity and magnitude of the disaster, full activation of the County’s Recovery Incident Management System may not be necessary, may only be partially required, or may require full activation. Partial activation would be dictated by the characteristics of the disaster and would involve only those departments and organizations needing to interact in providing the necessary recovery activities and programs.

3. The County’s Recovery Incident Management System is partially or fully activated by decision of the Emergency Management Council. The organization structure is intended to be flexible and should be tailored by the “Disaster Recovery Manager” and the “Section Chiefs,” to meet the County’s recovery needs.

SEE EOC DIAGRAM

4. Overview of the County’s “Incident Management System - Emergency Operations Center (EOC)” organization chart is found on the following page.

a. The Emergency Management Council with advice from the Recovery Action Team will develop policy and strategy, disseminate policy guidance and direction through the County Recovery Manager, provide interface to the media and public, and liaison with state and federal officials as required.

b. The “Legal” function is staffed by the County Attorney who: Provides legal analysis of the recovery program; Reviews recovery plans and procedures; Advises on recovery resolutions and/or ordinances; Provides legal advice.

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c. The County EMA Coordinator provides direction to the Disaster Recovery Manager to ensure implementation of recovery policy directives and strategic decisions. The County Manager ensures the “Continuation of Government” function (RF # 3).

d. The Disaster Recovery Manager (DRM) reports to the County EMA Coordinator, implements policy directives, and has overall management responsibility of recovery activities. The DRM ensures that the appropriate recovery functions are identified and activated, that appropriate tasks are identified and prioritized, and that resources are applied within this priority framework.

e. The “Public Information Officer (PIO)” is responsible for preparing and releasing information about the County’s recovery activities to the news media, affected community citizens, recovery personnel and other agencies and organizations. The PIO serves as a central point for distributing public information.

f. The “Safety Officer” will advise the Disaster Recovery Manager on recovery safety issues and is responsible for monitoring and assessing safety hazards or unsafe conditions for recovery personnel and developing measures for assuring personnel safety.

g. The Recovery Operations Section is responsible for all tactical command and coordination of recovery response assets. This section is responsible for implementing assignments designed to assist those affected by the disaster incident; and to repair, replace or restore damaged facilities. Activities carried out will be based upon tactical objectives drafted by the Disaster Recovery Manager to achieve strategic goals.

h. The Recovery Planning Section collects, evaluates, disseminates, and documents information about the disaster impacts, status of resources, compiles damage/impact assessments and develops the Recovery Incident Action Plan (RIAP). Recovery planning efforts will focus on activities that restore the community’s economic base and reducing its future disaster potential. The purpose of these activities is to get the community back to a stable, functioning and dynamic state; and to coordinate with state and federal officials in complying with post-disaster hazard mitigation planning requirements. The RIAP will:

- Be developed in close working relationship with the Recovery Action Team, EMA Coordinator, and the Disaster Recovery Manager.
- Identify what is going to be done; Identify who is going to do it; Identify where it is going to be done; Identify how it is going to be done.

i. The Recovery Logistics Section is responsible for providing all support needs to recovery incident sites, and will order all resources, and provide facilities, supplies, and services. This includes services, materials and facilities that sustain the disaster victim to a defined level of care as well as maintain emergency response and recovery requirements.

j. The Recovery Finance and Administration Section is responsible for monetary, financial, and related administrative functions. This section is responsible for assuring that accurate records are kept of personnel and equipment costs incurred by County or mutual aid forces in response to or recovery from the disaster incident. It is also responsible for overseeing the County’s effort in

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applying for, receiving and documenting federal disaster recovery assistance. Legal aid support and matters pertaining to vendor contracts and injury claims will be handled by this section. The extent to which this section is activated will vary by disaster setting.

✓ RECOVERY RESPONSIBILITIES

D. Recovery Responsibilities.

1. In general, all County Departments are encouraged to:
 - a. Review damage reports and other analyses of post disaster circumstances, compare these circumstances with mitigation opportunities, and identify areas for post disaster development changes.
 - b. Initiate recommendations for enactment, repeal, or extension of emergency ordinances, moratoriums, and resolutions.
 - c. Recommend and implement an economic recovery program focusing on local community needs.
 - d. Recommend zoning changes in damaged areas.
 - e. Recommend land areas and land-use types that will receive priority in the recovery and reconstruction process.
 - f. Recommend procedural changes for non-vital regulations and development standards to reduce reconstruction time.
 - g. Initiate recommendations for relocation and acquisition of property in damage areas.
 - h. Initiate a property owner notification program to inform nonresident property owners of damages incurred to their property and any post disaster requirements or restrictions imposed by local authorities.
 - i. Evaluate damaged public facilities and formulate reconstruction, mitigation, or replacement recommendations.
 - j. Participate in the preparation of a community redevelopment plan.
 - k. Make recommendations for new ordinances, plans, codes, and/or standards to assist in recovery from future disasters.
2. Certain County Departments, County Organizations, and Local Government Departments and Organizations have been assigned specific recovery responsibilities. The “Primary - Support Matrix” functional responsibility chart (Attachment 1) depicts the functional responsibilities assigned to each of the departments/agencies.

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✓ RECOVERY ACTION TEAM

- E. Recovery Action Team.
1. Recovery activities are operational in nature and begin while response operation activities are still underway. For most events, these activities will begin in the County Emergency Operations Center (EOC) as staff work to assemble data on the extent of damages.
 2. A Recovery Planning Unit is established in the County EOC to begin the first draft of a “Recovery Incident Action Plan (RIAP)” for use by the Recovery Action Team (RAT). The RIAP is based on situation, damage and impacts assessments developed by the EOC Information and Planning Section.
 3. As the emergency response phase stabilizes, Emergency Management /EOC begins the coordination of disaster recovery activities and recommends the activation of the Recovery Action Team as appropriate.
 4. Jefferson County shall establish a “Recovery Action Team” to:
 - a. Oversee the recovery and reconstruction process, and to serve as an advisory committee to the Disaster Recovery Manager and the EMA Coordinator.
 - b. Identify mitigation opportunities, identify resources, and ensure maximum control over the recovery process.
 - c. Preparing a redevelopment plan.
 - d. Developing procedures to carry out build back policies.
 - e. Developing policies for redeveloping areas that have sustained repeated disaster damage.
 - f. Develop policies that promote mitigation from future damage.
 - g. Develop priorities for relocating and acquiring damaged property.
 5. See “Section III - Recovery Action Team (RAT) SOP” for details.

✓ RECOVERY INCIDENT ACTION PLAN

- F. Recovery “Incident Action Plan (RIAP).”
1. The Recovery Action Team and the Recovery Planning Section will develop a specific recovery incident action plan based on the event and impacts. This event specific RIAP, in part, will specify which “recovery functions” are activated.
 2. The RIAP defines a phased recovery program with a priority of work plan, i.e. priorities and actions to be taken to:

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- Eliminate life-threatening conditions.
 - Restore utility and transportation services.
 - Provide and restore suitable housing conditions.
 - Resume normal economic activity.
 - Expedite the securing of financial assistance from both the public and private sectors.
 - Restore other important County services to normal levels.
 - Restore the community's physical facilities, both public and private, such as waste collection, street lighting, street cleaning, traffic control, schools, nurseries, day care, etc.
 - Return of all essential services (i.e., water, sewage, electricity, gas, refuse pickup, etc.).
 - Return personnel to normal work schedules and assignments.
3. See "Section IV - Recovery Incident Action Plan SOP," for details.

