

Chapter 3 The Planning Process

3.1 Multi-Jurisdictional Planning Process

Since the establishment of the Birmingham/Jefferson County Civil Defense Corps, the predecessor to the Jefferson County Emergency Management Council, in 1951, all jurisdictions within the County have operated under a coordinated, intergovernmental agreement. The Council represents all of Jefferson County and its municipalities and seeks a coordinated mitigation and emergency management effort. This integrated planning process combines the risks, issues, goals, and mitigation measures of each community into a consolidated plan whereby all jurisdictions have equal opportunity for participation and full representation in the planning process. This process, therefore, satisfies the requirements of CFR Section 201.6(a)(3) of the DMA 2000 in which “multi-jurisdictional plans may be accepted, as appropriate, as long as each jurisdiction has participated in the process.” The minimum level of participation for each jurisdiction can be achieved by one or more representatives that are actively involved in one or more planning activities conducted in the drafting phase of the plan. Authorized representatives for any given jurisdiction are shown in Table 3-1. Moreover, each jurisdiction must conduct an independent public hearing prior to final action by the governing body to adopt the plan.

This plan also meets the ten step planning process criteria established by the Community Rating System Program of the National Flood Insurance Program.

3.2 Hazard Mitigation Planning Committee

A special planning committee comprised of representatives from participating jurisdictions and agencies concerned with natural disasters in Jefferson County guided the development of this natural hazards mitigation plan. The members of the Planning Committee and who they represent are shown in Table 3-1 below.

Table 3-1. Hazard Mitigation Planning Committee

Name	Agency	Representing
Mary M. Buckelew	*Jefferson County - Emergency Management Council	Jeff. Co. and Municipalities
Evan Williams	*Jefferson County – Land Development	Jeff. Co. and Municipalities
Bill Mullins	*Jefferson County – Inspection Services	Jeff. Co. and Municipalities
Wayne Sullivan	*Jefferson County - Roads and Transportation	Jeff. Co. and Municipalities
Woody Odom	*Jefferson County - EMA	Jeff. Co. and Municipalities
John Halbert	*Jefferson County - Information Technology	Jeff. Co. and Municipalities
Carl Johnson	*Jefferson County - Sheriff's Office	Jeff. Co. and Municipalities
Kenneth Graham	National Weather Service	National Weather Service
Bill Foisy	Regional Planning Commission of Greater Birmingham	All Jurisdictions
James Moore	City of Adamsville – Mayor’s Office	Adamsville
Ed May	City of Bessemer – Mayor’s Office	Bessemer

Table 3-1. (continued)

Name	Agency	Representing
Edwin Revell	City of Birmingham – Planning, Engineering and Permits	Birmingham
Chief Dwayne Murray	City of Birmingham - Fire and Rescue	Birmingham
Sgt Rebecca Dill	City of Birmingham - Police	Birmingham
Eddie Cooper	City of Brighton – Mayor’s Office	Brighton
Frank Mays	City of Center Point – Mayor’s Office	Center Point
Charles Hart	City of Clay – Mayor’s Office	Clay
Doug Hyche	City of Fairfield – Mayor’s Office	Fairfield
Jim Lowery	City of Fultondale – Mayor’s Office	Fultondale
Kenny Clemons	City of Gardendale – Mayor’s Office	Gardendale
Wayne Tuggle	City of Graysville – Mayor’s Office	Graysville
Chief Bob Copus	City of Homewood - Fire	Homewood
Alan McLemore	City of Hoover - Fire	Hoover
Joe Williams	City of Hueytown – Mayor’s Office	Hueytown
Allen Ramsey	City of Irondale – Mayor’s Office	Irondale
Sammie Maze	City of Kimberly – Mayor’s Office	Kimberly
James Whitfield	City of Leeds – Mayor’s Office	Leeds
Albert Mason	City of Lipscomb – Mayor’s Office	Lipscomb
Carlton McWhorter	City of Midfield – Mayor’s Office	Midfield
Mike Jefcoat	City of Morris – Mayor’s Office	Morris
Terry Oden	City of Mountain Brook – Mayor’s Office	Mountain Brook
Brenda Jordan	City of Mulga – Mayor’s Office	Mulga
Bill Waites	City of Pleasant Grove – Mayor’s Office	Pleasant Grove
Wallace Thompson	City of Sylvan Springs – Mayor’s Office	Sylvan Springs
Rayburn Phillips	City of Tarrant – Mayor’s Office	Tarrant
Eugene Melton	City of Trussville – Mayor’s Office	Trussville
Butch Zaragoza	City of Vestavia Hills - Fire	Vestavia Hills
Roger McCondichie	Town of Brookside – Mayor’s Office	Brookside
Joseph Country	Town of Cardiff – Mayor’s Office	Cardiff
Sue Calvert	Town of County Line – Mayor’s Office	County Line
Ann Goolsby	Town of Maytown – Mayor’s Office	Maytown
James Price	Town of North Johns – Mayor’s Office	North Johns
Randy Reid	Town of Trafford – Mayor’s Office	Trafford
Jerry Cochran	Town of Warrior – Mayor’s Office	Warrior
Troy Ford	Town of West Jefferson – Mayor’s Office	West Jefferson

*Note: Jefferson County has jurisdiction within all incorporated and unincorporated areas of the County and, through normal business practices, performs services, such as planning, engineering, public works, emergency management, and any other services authorized by intergovernmental agreement, to support municipal operations. Moreover, the Jefferson County Emergency Management Council has full representation of all jurisdictions within the County and has been established by law in 1951 to develop disaster preparedness and mitigation policies for all municipalities within the County (see Chapter 2, Section 2.3 of this plan). The cities of Argo and Lakeside partially lie within Jefferson County, but these cities have participated in county mitigation plans for St. Clair County and Tuscaloosa County respectively. Although Hoover, Birmingham, Leeds and Trussville reside in two or more counties, the Jefferson County, Alabama, Natural Hazards Mitigation Plan addresses the hazards for these four municipalities. The Jefferson County committee members represent all municipalities within Jefferson County, other than Argo and Lakeside, as well as unincorporated communities within the County. Initial members were recommended by Woody Odom, Coordinator of the Jefferson County EMA, and then appointed by the Emergency Management Council. Any citizen could contact the EMA for possible appointment to the Committee by the EMA Council. The staff of the Jefferson County EMA serves the Committee in a support role as facilitator with the participating municipalities and the County Commission.

Each committee member was asked to participate in five different exercises. In exercise one the members created a mission and vision statement for the committee. Exercise two involved hazard identification. Each member was asked to identify the hazards they believe were possible threats to their jurisdiction and rank those hazards according to those threats. Exercise three involved profiling past hazards. Participants were to provide information on hazards that occurred in their jurisdiction. In exercise four, committee members told whether or not there were regulatory tools, i.e. codes, ordinances, used in their jurisdictions; what their personnel resources are, i.e. city engineer; and what financial resources are available, i.e. CDBG, taxes. Exercise five asked the participants to describe the most critical hazard issue and make recommendations for mitigation measures and projects. The information provided during the meetings and from the questionnaires have been incorporated throughout this plan.

The Committee adopted the following mission statement after completing exercise one:

To oversee and establish a comprehensive hazard mitigation planning process that:

- *Engages public participation and support;*
- *Facilitates Federal, state, regional and local agencies' coordination;*
- *Constantly monitors and evaluates the potential risks of hazards to life and property;*
- *Actively mobilizes all available community resources and measures to mitigate the threats of hazards; and*
- *Results in programmed actions with specific results.*

During the drafting phase of the planning process, the Committee held four meetings over the February through June 2003 period. A final Committee meeting was held in June 2003 to approve the completed draft plan. Documentation of these meetings in the form of sign-in sheets and meeting agendas are on file at the EMA office. The Committee's tasks were facilitated by a Web site (jeffco.mitigationplan.org) specifically designed to assist in producing the plan. Dates and times of all Committee meetings as well as the completed sections of the draft plan were published on the web site.

3.3 Public Involvement

The Planning Committee solicited public participation in drafting the mitigation plan through public meetings, the local news media, and an internet web site. Documentation of public participation is on file at the EMA office.

Two events were held to involve the public in the planning process during the drafting phase of this plan. The first public meeting was held on October 1, 2002 for public discussion of flood issues and mitigation measures. The meeting was in the form of an open house with all members of the public met by staff to discuss flood mitigation issues and to answer questions. The meeting was also used to gather additional information on damage to flood-prone properties and to distribute FEMA information on flood damage and the flood insurance program. The meeting was held from 5:30 to 7:30 pm in the Center Point Courthouse in northern Jefferson County, near where most of the county's repetitive loss

properties are located. Seventy-eight citizens signed the attendance list and a few others attended but did not sign-in. A number of comments on participation in future buyout projects were received in writing and additional information on recent flood events on repetitive loss properties was documented. These documents are available at the Jefferson County Land Development Office.

The second public meeting was held on Tuesday, April 29, 2003, from 5:00 PM - 8:00 PM at the City of Hoover Municipal Complex. At the event, attendees were informed that they could access the draft plan on the web site and encouraged to provide feedback by clicking a link that sent e-mail messages directly to the consultants. In addition, brochures on the natural hazards affecting Jefferson County were available, and attendees were encouraged to complete a questionnaire on ways to mitigate natural hazards. No public comments were received.

A public hearing to receive public comments was held by each jurisdiction prior to adopting the resolution approving this plan. This final hearing is required by state law.

3.4 Interagency and Intergovernmental Coordination

As shown by the roll of the HMPC members in section 3.1 above, the Committee is well represented by those organizations and agencies in the area concerned with natural hazards. In addition, the following was sent via e-mail or fax to agencies having an interest in the hazard mitigation plan.

<http://leheplanning.com>
jelehe@leheplanning.com

April 3, 2003

NOTICE OF DRAFT PLAN AND REQUEST FOR COMMENTS

Jefferson County, Alabama, 2003 Natural Hazards Mitigation Plan

Jefferson County is currently developing a natural hazards mitigation plan for its municipalities and unincorporated areas. The plan will serve as a strategic planning guide in fulfillment of requirements of the federal Disaster Mitigation Act of 2000 (DMA 2000), as administered by the Federal Emergency Management Agency (FEMA). DMA 2000 provides the framework for state and local governments to evaluate and mitigate all hazards as a condition to receiving Federal disaster assistance. Lehe Planning, LLC, has been retained by the County's Emergency Management Agency to prepare the plan under the direction of its Hazard Mitigation Planning Committee.

A major requirement of the federal law is the development of a local hazard mitigation plan. Among other DMA 2000 planning criteria, an *"open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include:*

An opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other private and non-profit interests to be involved in the planning process."

To meet the coordination requirements, the County's Hazard Mitigation Planning Committee requests your organization's involvement in the planning process. You may view the draft plan on the Web at <http://mitigationplan.org> by clicking on the County's link to its page on the Web site. Links on the bottom of the County's page will allow you to view the draft plan. A second link allows comments to be e-mailed directly to the County's planning consultants. You will also find contact information on the site if you would like to discuss the plan with the EMA Director or any of the consultants. This site is maintained to inform the general public and interested parties of the planning process and to allow a convenient means to comment on the plan as it is drafted. You may forward this message to any other agency or individual that might have an interest in the mitigation plan.

On behalf of the Hazard Mitigation Planning Committee, your participation is appreciated.

Sincerely,

James E. Lehe, AICP
Manager

Agencies were chosen based on their relation to hazard mitigation; their interest in those areas affected by hazards, i.e. businesses; and the impact hazards in Jefferson County could have on surrounding counties. The following agencies received a copy of the above document requesting their input and cooperation. Only the Regional Planning Commission of Greater Birmingham and the Birmingham Office of the National Weather Service responded. Their input was included in the development of the priorities for this plan.

Federal Agencies

- National Weather Service – Birmingham Office
- Natural Resources Conservation Service – Alabama District
- United States Army Corps of Engineers – Mobile District

State Agencies

- Alabama Emergency Management Agency
- ADECA
- ADEM
- Geological Survey of Alabama
- Alabama Forestry Commission

Regional Agencies

- Regional Planning Commission of Greater Birmingham

Businesses, Academia, Non-Profit Agencies

- Birmingham Area Chamber of Commerce
- University of Alabama at Birmingham
- Auburn University/Alabama A&M University Extensions
- American Red Cross

Adjoining Counties

- Bibb County EMA
- Blount County EMA
- St. Clair County EMA
- Shelby County EMA
- Tuscaloosa County EMA
- Walker County EMA

3.5 Participating Jurisdictions

All of the jurisdictions within Jefferson County have participated in the planning process and have adopted the final plan by formal resolution. Direct participation by each municipality was limited as the smaller municipalities tend to rely on county officials as their

representatives in such matters. Those municipalities that did not directly participate in the planning meetings did provide information for the plan via fax, email, post, or telephone. The following is a listing of plan activities and the jurisdictions that participated.

- Responding to questionnaires and committee exercises:

Jefferson County	Bessemer
Birmingham	Center Point
Fairfield	Gardendale
Graysville	Homewood
Hoover	Leeds
Midfield	Morris
Mountain Brook	Pleasant Grove
Tarrant	Trussville
Vestavia Hills	

- Attending first public meeting:

Jefferson County

- Attending second public meeting:

Jefferson County	Birmingham
Homewood	Hoover
Vestavia Hills	

- Reviewing draft plan sections and offering comments:

Jefferson County	Birmingham
Center Point	Fairfield
Homewood	Hoover
Morris	Mountain Brook
Pleasant Grove	Trussville
Vestavia Hills	

- Adopting the plan through formal resolution (Prior to adoption, the municipalities reviewed the resolution and conducted a public hearing.):

Jefferson County	Adamsville
Bessemer	Birmingham
Brookside	Brighton
Cardiff	Center Point
Clay	County Line
Fairfield	Fultondale
Gardendale	Graysville
Homewood	Hoover

Hueytown	Irondale
Kimberly	Leeds
Lipscomb	Maytown
Midfield	Morris
Mountain Brook	Mulga
North Johns	Pleasant Grove
Sylvan Springs	Tarrant
Trafford	Trussville
Vestavia Hills	Warrior
West Jefferson	

- Presentations and discussions among Mayors at two monthly Jefferson County Mayors' Association meetings:

Adamsville	Bessemer
Birmingham	Brookside
Brighton	Cardiff
Center Point	Clay
County Line	Fairfield
Fultondale	Gardendale
Graysville	Homewood
Hoover	Hueytown
Irondale	Kimberly
Leeds	Lipscomb
Maytown	Midfield
Morris	Mountain Brook
Mulga	North Johns
Pleasant Grove	Sylvan Springs
Tarrant	Trafford
Trussville	Vestavia Hills
Warrior	West Jefferson

- Representation through the County's planning agency, the Department of Land Development:

Adamsville	Brighton
Brookside	Clay
Cardiff	Fultondale
County Line	Irondale
Hueytown	Leeds
Kimberly	Maytown
Lipscomb	North Johns
Mulga	Trafford
Sylvan Springs	West Jefferson
Warrior	

- Representation through the Emergency Management Council, which is comprised of all Jefferson County jurisdictions (The Council has adopted the plan.):

Jefferson County	Adamsville
Bessemer	Birmingham
Brookside	Brighton
Cardiff	Center Point
Clay	County Line
Fairfield	Fultondale
Gardendale	Graysville
Homewood	Hoover
Hueytown	Irondale
Kimberly	Leeds
Lipscomb	Maytown
Midfield	Morris
Mountain Brook	Mulga
North Johns	Pleasant Grove
Sylvan Springs	Tarrant
Trafford	Trussville
Vestavia Hills	Warrior
West Jefferson	

County government, by State law, represents all municipalities within the county. Furthermore, the EMA Council is comprised of representatives from all participating jurisdictions. These obligations provide a measure of additional representation to the municipalities.

3.6 Integration with Existing Plans

This document has been adopted by the Jefferson County Emergency Management Council as a section of the Comprehensive Emergency Management Plan. Incorporated into this plan is information from the following plans:

- The Jefferson County Comprehensive Emergency Management Plan
- The Jefferson County Local Mitigation Strategy plan
- The Jefferson County Comprehensive Land Use Plan
- The Upper Shades Creek Flood Hazard Mitigation Plan
- Alabama Data Center demographic and economic reports
- NOAA and NWS records
- FEMA and local disasters reports
- Long range transportation plans and growth projections from the Regional Planning Commission of Greater Birmingham
- Flood Insurance Studies and Flood Insurance Rate Maps
- Corps of Engineers Dam Inundation Studies, 1984
- Jefferson County Alert Notification Plan for Dam Failure, 2001

- Jefferson County Flood Mitigation Plan, 2003

3.7 Professional Planning Guidance.

This plan was prepared under the direction of the Hazard Mitigation Planning Committee with the guidance and support of a professional planner - James E. Lehe, AICP, Manager Lehe Planning, LLC. A professional planner with the Jefferson County Department of Land Development will continue guidance and support to the Committee with any revisions, amendments, or updates to this plan.