



# Huntsville, Alabama

308 Fountain Circle  
Huntsville, AL 35801

## Cover Memo

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**Meeting Type:** City Council Regular Meeting **Meeting Date:** 6/22/2023

**File ID:** TMP-3075

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**Department:** Planning

**Subject:**

**Type of Action:** Approval/Action

Resolution authorizing the Mayor to submit a grant application on behalf of the City of Huntsville for a USDOT Safe Streets & Roads For All Discretionary Grant Programs, SS4A for the "Holmes Avenue Complete Street Corridor Project".

Resolution No.

**Does this item need to be published?** No

If yes, please list preferred date(s) of publication: \_\_\_\_ N/A \_\_\_\_

**Finance Information:**

**Account Number:** TBD

**City Cost Amount:** \$ 9,000,000

**Total Cost:** \$ 30,000,000

**Special Circumstances:**

**Grant Funded:** N/A

**Grant Title - CFDA or granting Agency:** N/A

**Resolution #:** N/A

**Location:** N/A

**Address:** N/A

**District:** District 1 ☐ District 2 ☐ District 3 ☐ District 4 ☐ District 5 ☐

**Additional Comments:**

**RESOLUTION NO. 23-**

**A RESOLUTION OF THE CITY OF HUNTSVILLE FOR A  
FY2023 USDOT SAFE STREETS & ROADS FOR ALL DISCRETIONARY GRANT  
PROGRAMS (SS4A)  
GRANT APPLICATION  
HOLMES AVENUE COMPLETE STREETS CORRIDOR PROJECT**

**WHEREAS**, the City of Huntsville desires to improve the safety, accessibility, and efficiency of the existing right-of-way of Holmes Avenue by incorporating multimodal Complete Street facilities, in accordance with the City's adopted Complete Streets Policy. The project will fund the construction of ADA-compliant sidewalks, bike lanes, pedestrian signalization, crosswalks, enhanced transit access, pedestrian safety lighting, landscaping, and stormwater infrastructure along 3.25 miles of roadway, from Spragins Street to Sparkman Drive.

**WHEREAS**, the City of Huntsville is committed to ensuring the safety of all citizens within its jurisdiction and is committed to reaching Vision Zero, or zero roadway fatalities and serious injuries by 2055.

**WHEREAS**, the City of Huntsville is committed to ensuring equitable investment in the local transportation system by addressing system-wide transportation disparities.

**WHEREAS**, the City of Huntsville is eligible to apply to the United States Department of Transportation (USDOT) for Safe Streets and Roads for All (SS4A) grant funding.

**WHEREAS**, engineers have estimated a total project cost of \$30,000,000; and

**BE IT THEREFORE RESOLVED**, by the City Council of the City of Huntsville, Alabama, that the Council authorizes the Mayor to submit an application on behalf of the City of Huntsville, including all the understandings and assurances contained therein, to the United States Department of Transportation (USDOT) for Safe Streets and Roads for All (SS4A) grant funding not to exceed \$21,000,000, or seventy percent (70%) of the total project cost, and is committed to provide a thirty percent (30%) match of \$9,000,000.

**BE IT FURTHER RESOLVED** that this resolution shall become effective immediately upon approval and adoption by the Council, the public welfare requiring it.

**ADOPTED** this the 22nd day of June 2023.

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President of the City Council of  
the City of Huntsville, Alabama

**APPROVED** this the 22nd day of June 2023.

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Mayor of the City of Huntsville, Alabama

### Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

#### State Use Only:

6. Date Received by State:

7. State Application Identifier:

#### 8. APPLICANT INFORMATION:

\* a. Legal Name:

CITY OF HUNTSVILLE

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

63-600-1296

\* c. UEI:

ZBCLKNT6JWT4

#### d. Address:

\* Street1:

308 FOUNTAIN CIRCLE

Street2:

\* City:

HUNTSVILLE

County/Parish:

\* State:

AL: Alabama

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

35801-0000

#### e. Organizational Unit:

Department Name:

Division Name:

#### f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

\* First Name:

JO BETH

Middle Name:

\* Last Name:

GLEASON

Suffix:

Title:

Organizational Affiliation:

\* Telephone Number: 256-705-3081

Fax Number:

\* Email: JOBETH.GLEASON@HUNTSVILLEAL.GOV

PRESIDENT OR PRESIDENT  
PRO TEM OF THE CITY COUNCIL  
OF HUNTSVILLE, ALABAMA

6-22-2023

DATE

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

### Type of Applicant 2: Select Applicant Type:

### Type of Applicant 3: Select Applicant Type:

### \* Other (specify):

### \* 10. Name of Federal Agency:

DEPARTMENT OF TRANSPORTATION

### 11. Catalog of Federal Domestic Assistance Number:

### CFDA Title:

### \* 12. Funding Opportunity Number:

DOT-SS4A-FY23-01

### \* Title:

USDOT FY23 SAFE STREETS AND ROADS FOR ALL FUNDING

### 13. Competition Identification Number:

### Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Areas Affected.pdf

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

The Holmes Avenue Complete Streets Corridor Project will optimize safety in a Disadvantaged Community and provide equitable, accessible, and affordable multimodal transportation choices for all.

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="21,000,000.00"/>
* b. Applicant	<input type="text" value="9,000,000.00"/>
* c. State	<input type="text"/>
* d. Local	<input type="text"/>
* e. Other	<input type="text"/>
* f. Program Income	<input type="text"/>
* g. TOTAL	<input type="text" value="30,000,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☐ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 18, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed:

## ASSURANCES - CONSTRUCTION PROGRAMS

OMB Number: 4040-0009  
Expiration Date: 02/28/2025

Public reporting burden for this collection of information is estimated to average 15 minutes per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding the burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Office of Management and Budget, Paperwork Reduction Project (0348-0042), Washington, DC 20503.


**PLEASE DO NOT RETURN YOUR COMPLETED FORM TO THE OFFICE OF MANAGEMENT AND BUDGET. SEND IT TO THE ADDRESS PROVIDED BY THE SPONSORING AGENCY.**

**NOTE:** Certain of these assurances may not be applicable to your project or program. If you have questions, please contact the Awarding Agency. Further, certain Federal assistance awarding agencies may require applicants to certify to additional assurances. If such is the case, you will be notified.

As the duly authorized representative of the applicant, I certify that the applicant:

1. Has the legal authority to apply for Federal assistance, and the institutional, managerial and financial capability (including funds sufficient to pay the non-Federal share of project costs) to ensure proper planning, management and completion of project described in this application.
2. Will give the awarding agency, the Comptroller General of the United States and, if appropriate, the State, the right to examine all records, books, papers, or documents related to the assistance; and will establish a proper accounting system in accordance with generally accepted accounting standards or agency directives.
3. Will not dispose of, modify the use of, or change the terms of the real property title or other interest in the site and facilities without permission and instructions from the awarding agency. Will record the Federal awarding agency directives and will include a covenant in the title of real property acquired in whole or in part with Federal assistance funds to assure non-discrimination during the useful life of the project.
4. Will comply with the requirements of the assistance awarding agency with regard to the drafting, review and approval of construction plans and specifications.
5. Will provide and maintain competent and adequate engineering supervision at the construction site to ensure that the complete work conforms with the approved plans and specifications and will furnish progressive reports and such other information as may be required by the assistance awarding agency or State.
6. Will initiate and complete the work within the applicable time frame after receipt of approval of the awarding agency.
7. Will establish safeguards to prohibit employees from using their positions for a purpose that constitutes or presents the appearance of personal or organizational conflict of interest, or personal gain.
8. Will comply with the Intergovernmental Personnel Act of 1970 (42 U.S.C. §§4728-4763) relating to prescribed standards of merit systems for programs funded under one of the 19 statutes or regulations specified in Appendix A of OPM's Standards for a Merit System of Personnel Administration (5 C.F.R. 900, Subpart F).
9. Will comply with the Lead-Based Paint Poisoning Prevention Act (42 U.S.C. §§4801 et seq.) which prohibits the use of lead-based paint in construction or rehabilitation of residence structures.
10. Will comply with all Federal statutes relating to non-discrimination. These include but are not limited to: (a) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) which prohibits discrimination on the basis of race, color or national origin; (b) Title IX of the Education Amendments of 1972, as amended (20 U.S.C. §§1681 1683, and 1685-1686), which prohibits discrimination on the basis of sex; (c) Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. §794), which prohibits discrimination on the basis of handicaps; (d) the Age Discrimination Act of 1975, as amended (42 U.S.C. §§6101-6107), which prohibits discrimination on the basis of age; (e) the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255), as amended relating to nondiscrimination on the basis of drug abuse; (f) the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970 (P.L. 91-616), as amended, relating to nondiscrimination on the basis of alcohol abuse or alcoholism; (g) §§523 and 527 of the Public Health Service Act of 1912 (42 U.S.C. §§290 dd-3 and 290 ee 3), as amended, relating to confidentiality of alcohol and drug abuse patient records; (h) Title VIII of the Civil Rights Act of 1968 (42 U.S.C. §§3601 et seq.), as amended, relating to nondiscrimination in the sale, rental or financing of housing; (i) any other nondiscrimination provisions in the specific statute(s) under which application for Federal assistance is being made; and (j) the requirements of any other nondiscrimination statute(s) which may apply to the application.

11. Will comply, or has already complied, with the requirements of Titles II and III of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) which provide for fair and equitable treatment of persons displaced or whose property is acquired as a result of Federal and federally-assisted programs. These requirements apply to all interests in real property acquired for project purposes regardless of Federal participation in purchases.
12. Will comply with the provisions of the Hatch Act (5 U.S.C. §§1501-1508 and 7324-7328) which limit the political activities of employees whose principal employment activities are funded in whole or in part with Federal funds.
13. Will comply, as applicable, with the provisions of the Davis-Bacon Act (40 U.S.C. §§276a to 276a-7), the Copeland Act (40 U.S.C. §276c and 18 U.S.C. §874), and the Contract Work Hours and Safety Standards Act (40 U.S.C. §§327-333) regarding labor standards for federally-assisted construction subagreements.
14. Will comply with flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973 (P.L. 93-234) which requires recipients in a special flood hazard area to participate in the program and to purchase flood insurance if the total cost of insurable construction and acquisition is \$10,000 or more.
15. Will comply with environmental standards which may be prescribed pursuant to the following: (a) institution of environmental quality control measures under the National Environmental Policy Act of 1969 (P.L. 91-190) and Executive Order (EO) 11514; (b) notification of violating facilities pursuant to EO 11738; (c) protection of wetlands pursuant to EO 11990; (d) evaluation of flood hazards in floodplains in accordance with EO 11988; (e) assurance of project consistency with the approved State management program developed under the Coastal Zone Management Act of 1972 (16 U.S.C. §§1451 et seq.); (f) conformity of Federal actions to State (Clean Air) implementation Plans under Section 176(c) of the Clean Air Act of 1955, as amended (42 U.S.C. §§7401 et seq.); (g) protection of underground sources of drinking water under the Safe Drinking Water Act of 1974, as amended (P.L. 93-523); and, (h) protection of endangered species under the Endangered Species Act of 1973, as amended (P.L. 93-205).
16. Will comply with the Wild and Scenic Rivers Act of 1968 (16 U.S.C. §1271 et seq.) related to protecting components or potential components of the national wild and scenic rivers system.
17. Will assist the awarding agency in assuring compliance with Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. §470), EO 11593 (identification and protection of historic properties), and the Archaeological and Historic Preservation Act of 1974 (16 U.S.C. §§469a-1 et seq).
18. Will cause to be performed the required financial and compliance audits in accordance with the Single Audit Act Amendments of 1996 and OMB Circular No. A-133, "Audits of States, Local Governments, and Non-Profit Organizations."
19. Will comply with all applicable requirements of all other Federal laws, executive orders, regulations, and policies governing this program.
20. Will comply with the requirements of Section 106(g) of the Trafficking Victims Protection Act (TVPA) of 2000, as amended (22 U.S.C. 7104) which prohibits grant award recipients or a sub-recipient from (1) Engaging in severe forms of trafficking in persons during the period of time that the award is in effect (2) Procuring a commercial sex act during the period of time that the award is in effect or (3) Using forced labor in the performance of the award or subawards under the award.

<b>SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL</b> 	<b>TITLE</b> Mayor
<b>APPLICANT ORGANIZATION</b> City of Huntsville	<b>DATE SUBMITTED</b> 06/22/2023



# DISCLOSURE OF LOBBYING ACTIVITIES

Complete this form to disclose lobbying activities pursuant to 31 U.S.C.1352

OMB Number: 4040-0013  
Expiration Date: 02/28/2025

<b>1. * Type of Federal Action:</b> <input type="checkbox"/> a. contract <input checked="" type="checkbox"/> b. grant <input type="checkbox"/> c. cooperative agreement <input type="checkbox"/> d. loan <input type="checkbox"/> e. loan guarantee <input type="checkbox"/> f. loan insurance	<b>2. * Status of Federal Action:</b> <input type="checkbox"/> a. bid/offer/application <input checked="" type="checkbox"/> b. initial award <input type="checkbox"/> c. post-award	<b>3. * Report Type:</b> <input checked="" type="checkbox"/> a. initial filing <input type="checkbox"/> b. material change <b>For Material Change Only:</b> year <input type="text"/> quarter <input type="text"/> date of last report <input type="text"/>
<b>4. Name and Address of Reporting Entity:</b> <input checked="" type="checkbox"/> Prime <input type="checkbox"/> SubAwardee    Tier if known: <input type="text"/> * Name <input type="text" value="TOMMY BATTLE"/> * Street 1 <input type="text" value="308 FOUNTAIN CIRCLE"/> Street 2 <input type="text"/> * City <input type="text" value="HUNTSVILLE"/> State <input type="text"/> Zip <input type="text"/> Congressional District, if known: <input type="text"/>		
<b>5. If Reporting Entity in No.4 is Subawardee, Enter Name and Address of Prime:</b> * Name <input type="text"/> * Street 1 <input type="text"/> Street 2 <input type="text"/> * City <input type="text"/> State <input type="text"/> Zip <input type="text"/> Congressional District, if known: <input type="text"/>		
<b>6. * Federal Department/Agency:</b> <input type="text" value="DEPARTMENT OF TRANSPORTATION"/>		<b>7. * Federal Program Name/Description:</b> <input type="text"/> CFDA Number, if applicable: <input type="text"/>
<b>8. Federal Action Number, if known:</b> <input type="text"/>		<b>9. Award Amount, if known:</b> \$ <input type="text"/>
<b>10. a. Name and Address of Lobbying Registrant:</b> Prefix <input type="text"/> * First Name <input type="text" value="N/A"/> Middle Name <input type="text"/> * Last Name <input type="text" value="N/A"/> Suffix <input type="text"/> * Street 1 <input type="text"/> Street 2 <input type="text"/> * City <input type="text"/> State <input type="text"/> Zip <input type="text"/>		
<b>b. Individual Performing Services</b> (including address if different from No. 10a) Prefix <input type="text"/> * First Name <input type="text" value="N/A"/> Middle Name <input type="text"/> * Last Name <input type="text"/> Suffix <input type="text"/> * Street 1 <input type="text"/> Street 2 <input type="text"/> * City <input type="text"/> State <input type="text"/> Zip <input type="text"/>		
<b>11.</b> Information requested through this form is authorized by title 31 U.S.C. section 1352. This disclosure of lobbying activities is a material representation of fact upon which reliance was placed by the tier above when the transaction was made or entered into. This disclosure is required pursuant to 31 U.S.C. 1352. This information will be reported to the Congress semi-annually and will be available for public inspection. Any person who fails to file the required disclosure shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.  * Signature: <input type="text"/> * Name: Prefix <input type="text"/> * First Name <input type="text" value="TOMMY"/> Middle Name <input type="text"/> * Last Name <input type="text" value="BATTLE"/> Suffix <input type="text"/> Title: <input type="text" value="Mayor"/> Telephone No.: <input type="text"/> Date: <input type="text" value="06/22/2023"/>		
<b>Federal Use Only:</b>		Authorized for Local Reproduction Standard Form - LLL (Rev. 7-97)



# HOLMES AVENUE COMPLETE STREETS CORRIDOR PROJECT

***Applicant:***  
**City of Huntsville, Alabama**

*Tommy Battle, Mayor*  
Huntsville City Hall  
308 Fountain Circle  
Huntsville, Alabama 35801  
256.427.5000

**USDOT FY23 SAFE STREETS & ROADS FOR ALL (SS4A)**  
**Discretionary Grant Program**

***Application Due: July 10, 2023***



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## INTRODUCTION

The City of Huntsville, Alabama is applying for funding through the USDOT Safe Streets & Roads for All (SS4A) grant program for the Holmes Avenue Complete Streets Corridor Project. The project intent is to improve safety, Accessibility, and affordability of the local transportation system by incorporating multimodal facilities along the Holmes Avenue Corridor so users can safely access important community amenities and essential services. The Project Area is the 3.25 mile stretch of Holmes Avenue, a major east-west corridor, starting at Spragins Street (Downtown) to Sparkman Drive (University of Alabama Huntsville campus). The project is a Complete Streets project that will transform a local roadway into a Complete Street by implementing continuous ADA-compliant sidewalks, crosswalks, pedestrian signalization, bike lanes, and enhanced, accessible transit access, as well as providing pedestrian safety lighting, landscaping, and green stormwater management. Holmes Avenue was identified in local planning efforts as a high-need multimodal corridor due to its proximity to important community amenities and vital public services, such as healthcare (the Veterans Hospital; Clearview Cancer Institute; Huntsville Hospital), schools (Sonnie Hereford Elementary School; University of Alabama in Huntsville, Alabama School of Cyber Technology & Engineering), daycares, employment centers (Downtown retail and hospitality; Cummings Research Park), grocery stores, public housing (Sparkman Homes Redevelopment; Searcy Homes; nearby Russell Erskine Senior Housing), and low-and-moderate income neighborhoods. It was chosen as a Complete Streets candidate because of its safety needs, traffic count, wide public right-of-way, and its connection to major amenities, such as Downtown, University of Alabama Huntsville (UAH), and Cummings Research Park (CRP). The roadway is currently being used as a multimodal corridor, yet it is lacking the appropriate infrastructure in place, deeming it unsafe. It is identified as a "high-injury network" due to its high crash occurrences between pedestrians/bicyclists and vehicles, especially in areas surrounding low income neighborhoods. A dramatic increase in population in recent years has put increased development pressures on infrastructure needs across the city. As more people have moved to the area, more alternative mode users are utilizing local roadways without sufficient safety infrastructure in place, resulting in fatalities and serious injuries. The Holmes Avenue Complete Streets Corridor Project is the City's response to increased safety needs from growing multimodal demand. The project is part of an overall effort to provide safe, reliable multimodal transportation city-wide, and connect with the broader multimodal transportation network.

To proactively address safety needs across the city, the City of Huntsville adopted a System-Wide Complete Streets Policy in 2018, recognized by Smart Growth America as one of the Top Ten Best Policies in the country. As part of this effort, the City identified several high-need corridors for Complete Streets implementation. Holmes Avenue was identified as an ideal candidate due to several factors. The corridor spans four Census Tracts and is located within a Historically Disadvantaged area of the city, where access to healthcare and other essential services is vital for the vulnerable populations living there. Many residents do not own vehicles and rely on alternative transportation, such as walking, biking, and transit to reach these destinations. It is within these areas where crash rates are the highest. The City has underscored its commitment to protect the public safety of all citizens by adopting Complete Streets Policy and Safety Performance Measures, publicly committing to Vision Zero, or zero deaths by 2055. The City's MPO has identified vulnerabilities in transportation infrastructure and has outlined safety countermeasures to address crash rate disparities in comparable safety action plans. The City of Huntsville emphasizes equitable investment in the local transportation system and, in addition to working with the MPO Citizens Advisory Committee and partnering with local safety advocacy groups, has embarked on a robust community engagement effort to obtain stakeholder input on safety deficiencies and needs of vulnerable populations within the Project Area. The Project increases safety and equity of the transportation system by providing protected, Accessible, and affordable transportation choices for all, reducing barriers to mobility. The Project achieves this through the incorporation of multimodal Complete Streets infrastructure to separate traffic; installment of pedestrian safety lighting to improve visibility; installment of ADA Accessible sidewalks, crosswalks, ramps, and bus stops; and the provision of affordable public transportation within 1/4 mile walking distance to nearby low and moderate income neighborhoods. The project goals are to improve safety and provide full accessibility to disadvantaged users through enhanced pedestrian amenities that encourage full use of the corridor to connect neighborhoods, schools, hospitals, employment centers, and businesses.



Holmes Avenue Project Area

## KEY INFORMATION TABLE

Key Information Table		
Application Name		Holmes Avenue Complete Streets Corridor Project
Lead Applicant		City of Huntsville, Alabama
If Multi-jurisdictional, additional eligible entities jointly applying		N/A
Roadway safety responsibility	Ownership and/or maintenance responsibilities over a roadway network	City of Huntsville
	Safety responsibilities that affect roadways	City of Huntsville
	Have an agreement from the agency that has ownership and/or maintenance responsibilities for the roadway within the applicant's jurisdiction	N/A
Population in Underserved Communities		27.83%
State(s) in which activities are located		Alabama
Costs by State		\$12,603,800.80
Funds to Underserved Communities		N/A
Cost total for eligible activity (A) supplemental action plan activities in support of an existing Action Plan		N/A
Cost total for eligible activity (B) conducting planning, design, and development activities for projects and strategies identified in an Action Plan		N/A
Cost total for eligible activity (C) carrying out projects and strategies identified in an Action Plan		\$30,000,000.00
Action Plan or Established Plan Link	<a href="https://arcgisdot.esri.com/link/travel?utm_source=social&amp;utm_medium=US%20AT&amp;utm_campaign=hslp-atla-09&amp;docId=1116">https://arcgisdot.esri.com/link/travel?utm_source=social&amp;utm_medium=US%20AT&amp;utm_campaign=hslp-atla-09&amp;docId=1116</a> <a href="http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf">http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf</a> <a href="http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf">http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf</a> <a href="http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf">http://www.huntsville.alabama.gov/wp-content/uploads/2021/09/HM-P-CSA-L-RTP-System-Performance-Studies.pdf</a> <a href="https://transportation.huntsville.com/process/transformation-huntsville-complete-streets-plan/">https://transportation.huntsville.com/process/transformation-huntsville-complete-streets-plan/</a> <a href="https://biacuture.huntsville.com/process/transformation/">https://biacuture.huntsville.com/process/transformation/</a> (See SAFETY section for Crash Map)	







Corridor users getting groceries and accessing essential services along the roadway

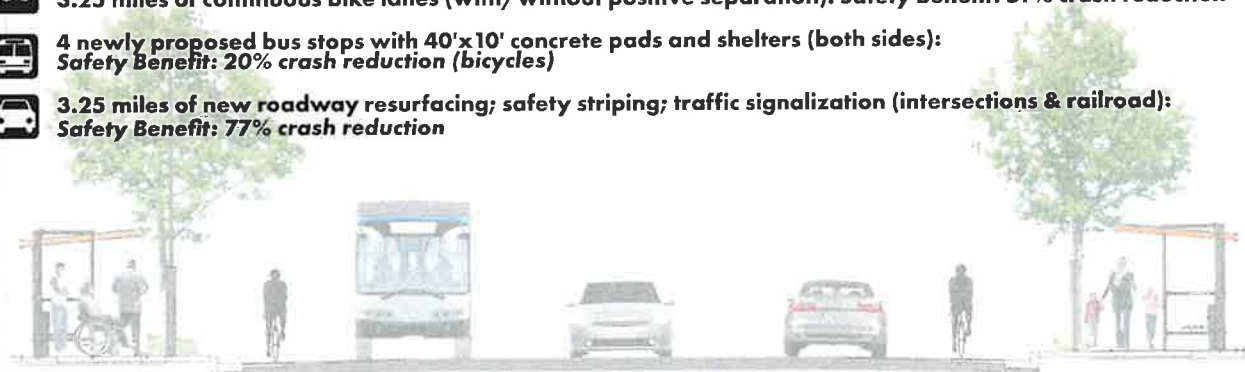
Unprotected bicyclists & pedestrians using the corridor



## NARRATIVE: OVERVIEW

The City of Huntsville, Alabama is applying for funding through the USDOT Safe Streets & Roads for All (SS4A) grant program for the Holmes Avenue Complete Streets Corridor Project. The project intent is to provide safe, Accessible, and affordable transportation options to nearby disadvantaged communities by transforming a local roadway into a Complete Street so users can safely access important community amenities and essential services. The Project Area is the 3.25-mile stretch of Holmes Avenue, starting at Spragins Street/Downtown to Sparkman Drive/University of Alabama Huntsville (UAH) campus and Cummings Research Park (CRP). The Project will incorporate crosswalks, continuous ADA-compliant sidewalks, protected bike lanes and accessible transit access, as well as pedestrian safety lighting, landscaping, and stormwater infrastructure. All improvements will be made within the public right-of-way. The City of Huntsville emphasizes equitable investment in the local transportation system and robust community engagement was pursued to obtain meaningful input from stakeholders, public safety officials, advocacy groups, and corridor users. The total project cost has been estimated to be \$30,000,000. The estimated funds from this project that will go toward underserved communities is \$17,603,803.<sup>Link</sup> The City of Huntsville is requesting \$21,000,000 in USDOT grant funding and has committed a 30% match of \$9,000,000. The Holmes Avenue Complete Streets Corridor Project is a pilot project as part of the City's system-wide Complete Streets Policy. The Complete Streets project will improve multimodal connectivity, safety, Accessibility, & affordability for All users and All modes of transportation, to include:

-  **3.25 miles of ADA-compliant sidewalks; Safety Benefit: 65-89% crash reduction**  
**pedestrian safety lighting (roadway & underpass); Safety Benefit: 42% crash reduction**  
**landscaping & street trees; stormwater management. \* (all located on both sides of roadway)**
-  **3.25 miles of continuous bike lanes (with/without positive separation); Safety Benefit: 51% crash reduction**
-  **4 newly proposed bus stops with 40'x10' concrete pads and shelters (both sides);**  
**Safety Benefit: 20% crash reduction (bicycles)**
-  **3.25 miles of new roadway resurfacing; safety striping; traffic signalization (intersections & railroad);**  
**Safety Benefit: 77% crash reduction**



*Proposed Holmes Avenue Complete Street Cross-Section*

## PROJECT LOCATION

Huntsville, Alabama is located in Madison, Limestone, and Morgan counties in the northeast top of the state. With a 2020 population of 215,006 and a current average annual growth rate of close to 2%, Huntsville has recently surpassed Montgomery and Birmingham to become the most populous city in the state. Between 2010 and 2020, Huntsville grew by 20%, adding nearly 35,000 people. Recent estimates indicate the city has grown from a 215,006 population in 2020 to 227,529 population in 2022, representing a 5.8% increase, or an additional 12,523 people in less than two years. The local housing market has experienced the most significant impact-- as more people have moved in from other states, home values in the area have risen sharply, thus squeezing out low-to-moderate income families who have had to move, or have been displaced, from central areas of the city. The City, in partnership with the Housing Authority, has enacted programs and policies to circumvent this impact, as mixed-income developments and additional affordable housing units are currently being built in response to a limited housing supply and growing demand.

According to U.S. Census American Community Survey, in 2001, the median income for households in the Huntsville metro was \$44,285; and in 2010 it was \$53,870 (\$54,802 adjusted for inflation). In 2020, the median income had risen to \$66,450 (adjusted for inflation at \$65,244), while 15.2% of the population live in poverty. In 2020, the racial makeup of the city was 55.17% White, 31.8% Black or African American, 0.4% Native American, 2.51% Asian, 0.12% Pacific Islander, 2.9 % from other races, 3% from two or more races, and 7.75% of the population were Hispanic or Latino. The median age was 36.8, and 16.4% of the population were 65 and older. 9.3% of the population under age 65 live with a disability. According to the USDOT DAC Tool, 27.83% of the city is considered "Historically Disadvantaged Communities" status. The Holmes Avenue Project Area spans four census tracts, one of which (Terry Heights/Calvary Hill neighborhoods) has among the highest poverty rates in the city, at 65%, and is identified as an Area of Persistent Poverty.<sup>[link]</sup><sup>[map]</sup> The corridor is identified as an "Area of High Crash Occurrences." See Safety section in: <sup>[link]</sup>

Huntsville's population growth can be attributed to a diversified economy that has seen substantial growth over the last several decades. Significant developments at Redstone Arsenal, the automotive industry, and aerospace have led to growth in employment and jobs in the North Alabama region. However, along with that growth comes increased housing and transportation needs. Holmes Avenue is currently being utilized as a multimodal corridor with no safety protections in place. In addition, there are actively developing sites within the Project Area that local officials anticipate will generate increased traffic needs in the coming years-- ongoing housing and retail development Downtown, (the Coca-Cola Bottling Plant redevelopment site will be mixed-use commercial and residential); the redevelopment of the Huntsville Housing Authority (HHA) Sparkman Homes site (expected to have single-family and multi-family housing); the Fantasy Playhouse Children's Theater; and the ongoing expansion efforts at University of Alabama Huntsville (UAH) and Cummings Research Park (CRP).<sup>[map]</sup> It is anticipated that annual traffic (both vehicular and pedestrian) will increase on the local roadway in the next few years as these developments take shape. The Project Area starts at Spragins Street downtown and continues for 3.25 miles traversing through low-to-moderate income (LMI) neighborhoods that have been historically isolated due to several transportation barriers that divide the city physically and socioeconomically: 1) Jordan Lane; 2) I-565 Interchange; 3) Memorial Parkway arterial; 3) the railroad; and 4) Pinhook Creek. The Project continues through the UAH campus and terminates at Sparkman Drive (where existing bike lanes into CRP begin).<sup>[map]</sup>

## SAFETY IMPACT

The process used to develop the Huntsville Area MPO's Long-Range Transportation Plan, TRiP2045, includes analysis of safety data trends, including the location and factors associated with crashes with emphasis on fatalities and serious injuries. The data is used to help identify regional safety issues and potential safety strategies. The LRTP serves as a long-range safety action plan for the city. The MPO adopted Safety Performance Measurement Targets committing to Zero Deaths. The LRTP outlines the city's systemwide adoption of Complete Streets policy as a proven safety countermeasure. Holmes Avenue has been identified as a high-need multimodal network and a Complete Street candidate in the



LRTP and the City's Comprehensive Plan. Holmes Avenue is a locally-owned roadway with maintenance and safety solely the responsibility of the City of Huntsville. It is located in the western portion of the city and serves as an east-west collector for major amenities, such as Downtown and Cummings Research Park/UAH campus, as well as local neighborhoods, schools, churches, hospitals, commercial areas, and historic districts. It was one of the first roads built in the city and when the boundaries of Huntsville were originally established in 1809, Holmes Avenue served as the northern edge of town. It currently stretches from Five Points Historic District through the northern portion of downtown and runs west to Research Park.<sup>[map]</sup> West Holmes Avenue (the Project Area) is unique in that it serves prominent minority-majority neighborhoods, such as Terry Heights, Hillendale, and McThornmorr Acres (recently added to the National Registrar of Historic Places), and connects some of the city's largest employment centers.<sup>[map]</sup> The Holmes Avenue Project Area is mostly a four-lane road with 12' lane widths. The right-of-way width varies from 60' to 90' throughout much of the 3.25-mile project area. The road begins as a four-lane (with middle turning lane) within the downtown core, and narrows to a two-lane (with middle turning lane) as land use changes to more residential character. The road widens to a four-lane as land use intensifies to more service-oriented businesses. Holmes Avenue is mostly auto-dominant, however sidewalks exist on both sides of the roadway for the majority of the project area, but are not continuous, are not ADA-compliant or are dilapidated in some areas. Bike lanes are non-existent.<sup>[link]</sup> The roadway is served by public transit, but not to the level to support current demand and evolving land uses. Holmes Avenue generates upwards 11,000 VPD/AADT within the primarily residential areas, however traffic counts tend to increase closer to the UAH/CRP campus.<sup>[map]</sup> Recent development within CRP has prompted additional traffic volume, such as the new Alabama School of Cyber Technology & Engineering (ASCTE), along with the ongoing commercial and residential development in the downtown core. Additionally, the Holmes corridor serves as an alternative route (vehicular, bicycle, and pedestrian) to the higher-capacity University Drive/U.S. HWY 72 arterial, which generates upwards 45,000 to 50,000 VPD/AADT. Holmes Avenue is a preferred route by bicycle users because of its neighborhood character and proximity to employment centers and neighborhood services. It has a moderate traffic volume and relatively low speeds (40 mph) in comparison to other east-west corridors in the city. However, in its current condition, no buffers or safety features exist to protect bicyclists from vehicular traffic, and multiple conflict points arise, culminating in fatalities and serious injuries. Planning officials noted that on any given weekday, 6-7 bicyclists can be spotted riding against vehicular traffic or on sidewalks during one short drive from downtown to the Jordan Lane commercial strip.<sup>[link]</sup> According to local data, most bike-or ped-vs. car crashes on Holmes occur at these busy nodes where multimodal travelers approach conflict points (UAH/Holmes; Jordan Lane/Holmes; I-565 underpass).<sup>[map]</sup> These numbers increase as Holmes transects the UAH campus where student bicyclists clash with local vehicular traffic. According to UAH officials, between 2018-2019, there were 6 reported bike- or ped-related accidents on or around campus, 5 of which were bicycle-car collisions at the Holmes Avenue crosswalk on campus. The most recent incident occurred in 2021, where a vehicle struck a student bicyclist at this location resulting in serious injuries.<sup>[link]</sup> <sup>[link]</sup> Campus officials reported that for the 2021 school year, there were 380+ bike registrations for the 9,600 student campus, with increases expected as efforts to promote a more "walkable campus" are underway.<sup>[link]</sup>

According to City of Huntsville public safety officials, vehicular crash incidents involving bicycles and pedestrians have increased in recent years. Between 2010-2013, there were 98 bike-related incidents citywide, and 190 pedestrian-related incidents. The Holmes Avenue Project Area experienced 12 bike- and pedestrian-vs-car incidents during this time. According to the most recent crash data collected 2015- 2022, there were 156 bike-vs-car incidents citywide (93 non-fatal injuries; 3 fatalities). There were 370 pedestrian-vs-car crash incidents, resulting in 337 injuries, and 37 fatalities. There were a total of 20 bike-or ped-vs-car crashes within the Holmes Avenue Project Area during this time, with 1 fatality. In both collection periods, areas with the highest crash occurrences were those surrounding low-and-moderate income neighborhoods and public housing developments.<sup>[maps]</sup><sup>[link]</sup> According to NHTSA FARS data, the 2020 (2016-2020) Fatality Rate in Huntsville, Alabama was 11.42 (Persons Killed in Fatal Crashes) per 100,000 people. This represents a 19.5% increase, or almost 20% higher than the previous rate (2015) of 9.56 per 100,000 people.<sup>[link]</sup> Local crash data was collected by the City of Huntsville and shows all the reported pedestrian



and bicyclists crashes by their type, location, date, and crash severity between January 01, 2015 and May 29, 2022 (city-wide). The accident data for the Project Area-Only is summarized in the KABCO Crash Severity Chart. As shown, there were 20 reported injury accidents involving pedestrians and cyclists that resulted in 1 fatality and 14 injuries between 2015 and 2022. Of the reported injury crashes, 15 (or 75 percent) resulted in serious injuries. Over the entire 7.5 year period since 2015, 1 pedestrian fatality occurred, which corresponds to an annual average of 0.13 per year; and 15 serious injuries occurred, representing an annual average of 2 per year. A Crash Modification Factor (CMF) was used to determine the safety benefits of the Project. The proposed safety intervention that was mentioned most during the planning process was 'installation of bike lanes,' and a CMF of .51 was applied to the annual average of serious injury crashes. The expected serious injury crashes after installing bike lanes is 1.02 total crashes per year, as opposed to 2 crashes per year. In order to address dangerous conditions and improve the safety of All corridor users on local roadways, the City of Huntsville adopted Complete Streets policy in 2018 and has publicly committed to Vision Zero by 2055 by Resolution. The City has made it a priority to provide transportation choices, while improving connectivity and safety of transportation corridors throughout the city through planning efforts, policy adoption, and infrastructure investment. A significant improvement in safety will be the implementation of a Complete Streets model and the addition of continuous Accessible sidewalks, bike lanes, pedestrian safety lighting, and enhanced transit access within the project area, all in accordance with local plans and policies. By providing alternative means of travel, there is improved walkability and less vehicular traffic on the roadway, reducing congestion and the risk for accidents. Separating designated travel lanes for walking, biking, and driving will protect the pedestrian from automobile and truck traffic, where there was no protection before. Landscaped medians and grassed strips with streets trees (on both sides of roadway) will add additional buffered protection and comfort for the pedestrian. In addition, increased visibility at intersections and underneath overpasses is important since various modes of travel cross paths at these locations. By providing adequate and full coverage lighting of the roadway, the risk for crashes is significantly reduced. The City is currently expanding transit and paratransit service routes city-wide as a response to increased demand for accessible and affordable public transportation. The project will add 4 additional transit stops along the corridor to increase frequency and efficiency of bus service to eventually achieve a Bus Rapid Transit (BRT) system throughout the city. Together, these improvements will ensure the safety and comfort of the pedestrian, encourage foot traffic to nearby employment centers, retail, essential services, and educational opportunities, and reduce barriers in the transportation system for minority-majority neighborhoods and low-and-moderate income individuals. Planning officials expect the Complete Streets intervention will have immediate safety benefits for the 17,950 people living within the Project Area (60% of which are considered "Disadvantaged") and have long-term safety benefits that will support a growing and diversified population over the next 40 to 50 years.

### EQUITY, ENGAGEMENT & COLLABORATION

The Federal Highway Administration (FHWA) has estimated that roadway fatalities have increased by 20% in the last few years, and that 40% of the nation's roadway fatalities occurred on local roads. They have further estimated that low-and-moderate income (LMI) populations and historically-disadvantaged communities have a disproportionately higher rate of roadway fatalities. For the first time, the USDOT has centered equity as a Department-wide strategic goal. This is a critical step to institutionalizing equity across policies and programs, with the aim of reducing inequities across transportation systems and the communities they affect. The City of Huntsville has made great strides in its mission to promote equity and equitable investment in neighborhoods to ensure an inclusive community. The City created the Office of Diversity, Equity, and Inclusion (ODEI) in 2021 (previously the Office of Multicultural Affairs) to underscore and strengthen its commitment to inclusiveness and education. Efforts on behalf of the City and Huntsville City Schools to desegregate the school system have been an ongoing priority for both entities. In addition, the City and the Huntsville Housing Authority (HHA) are currently restructuring public housing throughout the city in an effort to address blighted properties and promote mixed income developments (the Mill Creek HUD Choice Neighborhoods Initiative (CNI) is located near the Project Area) to circumvent the effects of gentrification due to the city's unprecedented growth. Inclusionary

zoning and planning efforts are ongoing to provide affordable housing downtown (closer to employment) and accessible, affordable public transportation throughout the city.<sup>[link]</sup> According to the USDOT Disadvantaged Community (DAC) Tool, 27.83% of the city is considered “Historically Disadvantaged Communities” status.<sup>[link]</sup> The Holmes Avenue Project Area is located within a historically disadvantaged area of the city where access to healthcare and other essential services is vital for the vulnerable populations living there. The Project Area spans four census tracts, mostly minority-majority neighborhoods, one of which (Census Tract 12- Terry Heights and Calvary Hill neighborhoods) has among the highest poverty rates in the city, at 65%. 36% of the population living in Census Tract 12 do not own a vehicle, and are dependent on public transportation.<sup>[link]</sup> According to local Crash Reports, the areas with the highest occurrences of pedestrian and bicyclist-vs-vehicle incidents were predominantly occurring in low-and-moderate income areas of the city and areas surrounding public housing.<sup>[link]</sup> Four major transportation barriers that divide the city physically and socioeconomically cut through the Holmes Avenue corridor. They are: 1) Jordan Lane; 2) I-565 Interchange; 3) Memorial Parkway arterial; 3) the railroad; and 4) Pinhook Creek.<sup>[map]</sup> The following maps illustrate the racial distribution and historical division of the races in the city separated by the Memorial Parkway and I-565 arterials.<sup>[maps]</sup> The Holmes Avenue Complete Streets Corridor Project design interventions will transcend these barriers by providing continuous safety protections along the entirety of the corridor. The Total Population of the Project Area that will immediately benefit from the Complete Streets project is 17,950 people. Of those, 10,533 people are considered “Disadvantaged” status, or 58.68% of the total population immediately served by the project. This number does not account for those who live outside of the Project Area who may be considered Disadvantaged, but utilize the project corridor regularly.

The City of Huntsville Planning staff conducted a robust community engagement effort for the Holmes Avenue Complete Streets Corridor Project. Stakeholder meetings, phone and in-person interviews, and community surveys were conducted to solicit meaningful stakeholder input on safety issues and other transportation needs along the corridor. Various public and private sector stakeholders were engaged, including individuals, organizations, businesses, industries, neighborhood groups, community groups, advocacy groups, and city staff (Public Safety/HPD, Planning, Engineering, Community Development, and Council members), totaling close to 100 individuals.<sup>[link]</sup> The outreach effort consisted of two large group stakeholder meetings (one within the project area at UAH, one at City Hall); three in-person meetings (one held at BASC; one held at Girls & Boys Club; one held with Village of Promise at City Hall), three phone interviews (HEALS, Inc., Sonnie Hereford Elementary School; Huntsville Veteran's Clinic), and one Neighborhood Association meeting within the project area (Terry Heights Neighborhood Association).<sup>[link]</sup> Planning staff gave presentations on the project at the meetings, outlining the program intent and project components.<sup>[link]</sup> Community surveys (in English and Spanish)<sup>[link]</sup> and letters of support<sup>[link]</sup> were also solicited. Both quantitative and qualitative data were collected from stakeholders. The Project Area Neighborhood Map looks closer at the neighborhood level and illustrates all entities and neighborhoods within the Project Area. This map gives an idea of land uses and the daytime populations that may utilize the corridor, as well as service-level transportation needs.<sup>[map]</sup> Holmes Avenue was identified in local planning efforts because of the variety of services and entities located along the corridor and user capacity. The Pedestrian Shed map shown here<sup>[map]</sup> gives an idea of walkable distance to neighborhoods, schools, places of employment and existing and proposed transit locations. Detailed accident reports, stakeholder meeting input, online survey results, and existing safety plan documents were all used to evaluate safety deficiencies of the Holmes Avenue corridor. The most mentioned safety deficiencies of the corridor were 1) lack of multimodal infrastructure, especially bike lanes; 2) inadequate lighting causing visibility issues, especially in the underpass areas; and 3) limited transit access. The city of Huntsville is served by an expanding transit system. Huntsville Transit carries 2,500+ people per day on Orbit (bus) and Access (paratransit), and additional fleets are being added. The Holmes Avenue Project Area is currently served by seven bus stops along the 3.25-mile corridor. However, in high-need areas, such as the Veterans Hospital and Clearview Cancer Institute, there is no bus stop currently existing on Holmes Avenue at the entrance of the hospital campus. In addition, healthcare stakeholders at the VA Clinic have emphasized that their patients have missed important health appointments



because of limited or less frequent bus service to their facilities. They also noted that there is a large homeless and/or disabled veteran population that they currently serve who are dependent on public transportation to access vital medical care. In response to growing ridership and demand, the Project Scope includes the addition of four new bus stops (concrete pads and shelters) on both sides of the roadway to increase frequency and efficiency of bus travel along the corridor. The addition of four new bus stops located closer to nearby hospitals will increase the efficiency and accessibility of the corridor and are strategically located within 1/4 mile walking shed of nearby neighborhoods, hospitals, and schools. [map] According to census data, there is a significant number of low-income households within the project area that do not own a vehicle, and are dependent on public transportation to access essential services. The additional transit stops will provide affordable transportation options to those in need. As previously mentioned, the project area crosses through four major transportation barriers. Providing safe, affordable multimodal transportation options is vital for low and moderate income populations to access important community services. In local transit safety plans, Holmes Avenue was identified as a high need transit corridor because of its location to LMI neighborhoods and the nearby healthcare and employment centers that serve them. [link] The goal is to increase efficiency and equitable provision of public transportation in response to essential needs of corridor users. [link] [link] Throughout the planning process, the City has equitably engaged with underserved communities to determine where and how new and improved lighting, crosswalks, transit locations, and bike lanes, can most benefit the community by considering their priorities, including eliminating crash disparities, connecting to essential neighborhood services, improving active transportation routes, and promoting personal safety. This process of engagement will continue during preliminary engineering, design, and construction phases through Public Involvement meetings throughout the lifecycle of the project. With the support of multiple citizen safety advisory groups, various city departments work together and with the community to continue monitoring safety conditions at "street-level," and conduct safety planning, maintenance, and training on a monthly, quarterly, and annual basis, as outlined in the City's Complete Streets Policy. Transportation safety plans are updated and revised in response to crash rates, community needs, population influx, changing demographics, and growing demand. The estimated funds from this project that will go toward underserved communities is \$17,603,802.90 [link]

## EFFECTIVE PRACTICES & STRATEGIES

The BIG Picture Huntsville is the City of Huntsville's comprehensive planning effort. During the public engagement process, the city asked residents open-ended questions about the future of Huntsville, and people consistently brought up transportation. Surveys, workshops, and public sessions showed that citizens wanted more multimodal options for getting around the city safely. So, the city included reliable transportation networks as one of the six key principles to guide their planning process. To boost public, staff, and elected leaders' knowledge and get everyone on the same page, the city held several educational seminars on transportation-related topics, bringing in speakers, authors, and experts from around the country to focus on topics like greenways and Complete Streets. One of the BIG Picture Principles is to create a transportation network that is accessible, convenient, and safe for all users. As part of efforts to implement these goals, the city began seeking opportunities for financial and technical assistance. In 2015, Smart Growth America (SGA) - through a five-year Building Blocks for Sustainable Communities grant from the U.S. Environmental Protection Agency (EPA) Office of Sustainable Communities - awarded the City of Huntsville a technical assistance workshop to support the development of the City's first Complete Streets Policy. In 2016, SGA held a Complete Streets Policy Development Workshop in Huntsville to educate the public about Complete Streets and to bring transportation stakeholders together to begin drafting Huntsville's Complete Streets Policy. Key transportation and planning staff, public health and safety officials, parks and recreation staff, members of the Huntsville Housing Authority, and community advocates all attended the workshop. Six months later, the City Council adopted a resolution authorizing the Urban Development Department to draft the city's first Complete Streets Policy. The City laid the groundwork with engagement and education first before deciding to move forward on a Complete Streets policy. That up-front investment ensured that the public, city staff, and elected officials had a say in the future of their community and a clear understanding of how to achieve it. This emphasis on education is an integral part of Huntsville's planning approach to garner community buy-in, support and reflect the needs and values of the community.

The purpose of the policy is to guide decision-making and design processes to ensure that all users (pedestrians, bicyclists, automobiles, and transit) and context (urban and suburban; neighborhood and corridor; residential and commercial) are considered as a matter of course during the planning, design, construction, funding and operation of the City's transportation network. The City's Vision Statement was: *"All people who are a part of our community will be able to move comfortably, affordably, efficiently, and safely throughout the City, via the modes of their choice, to their desired destinations; and that streets contribute positively to the neighborhoods and districts through which they pass."*

The City of Huntsville crafted the vision statement considering the two prominent transportation planning efforts of the Huntsville area: The Metropolitan Planning Organization's Year 2040 Long Range Transportation Plan (LRTP), which analyzes high-risk areas and safety needs and deficiencies, and the BIG Picture Huntsville's Comprehensive Plan. These efforts represent both a policy-based analysis of transportation needs as well as community input regarding what the citizens needed and desired from their future network. Both of these documents identify Holmes Avenue as a high-need Complete Streets candidate.[\[link\]](#) [\[link\]](#) [\[link\]](#) [\[link\]](#)

The goals of the City's Complete Streets Policy are as follows:

- 1) To establish new standards of practice for designing and implementing streets within the City of Huntsville
- 2) To improve connectivity for bicyclists and pedestrians throughout the city;
- 3) To provide alternatives to those residents that cannot or choose not to drive, particularly seniors and children;
- 4) To improve and enhance the public health and physical fitness of the city's residents;
- 5) To make the roadway and street environment safer and more inviting;
- 6) To maintain the fast and efficient movement of commuters, particularly around major employment centers;
- 7) To ensure access to economic opportunity, particularly for those in poverty;
- 8) To improve the performance of new development and redevelopment by improving the quality of the adjacent infrastructure and human-scale environment;
- 9) To protect and preserve the environment by reducing emission of greenhouse gases, and reducing the consumption of non-renewable energy resources.

With the new policy in place, the City approaches every planned transportation improvement as an opportunity to create safer and more accessible streets for all users. These include: All new construction and reconstruction projects of all city-owned transportation facilities in the public right-of-way, including but not limited to, streets, bridges, and all other connecting pathways, using Federal, State, or Local funds; Resurfacing activities; and Privately constructed streets and drives, particularly if it is anticipated that they will link public facilities. The Policy states that the Complete Streets process is incorporated into all aspects of the transportation project development process, including: Project identification; Scoping procedures; Design and engineering approvals; Design policies and guidelines; and Performance measures. Furthermore, due to its regional impact, implementation of the policy necessitates collaboration among many regional partners and stakeholders affected by the implementation. The City is to foster partnerships with the State of Alabama, neighboring communities and counties, businesses and school districts, to develop facilities and accommodations that further the City's Complete Streets policy. The Metropolitan Planning Organization (MPO) serves as a means to coordinate implementation of the policy throughout the region. The Complete Streets policy applies to all users of the City of Huntsville's transportation system including: Commuters; School children, buses, parents and staff; Emergency services; People living with disabilities; Utility and maintenance vehicles; Cyclists; Motorcycles; Strollers; Cars; Pedestrians; Transit users and the transit dependent; Freight and trucking. To ensure implementation, the policy identifies the anticipated financial mechanisms, the criteria for prioritization, and the applicable methods for creating Complete Streets for the city. As part of policy implementation, Complete Streets is a targeted annual discussion during the development of the City's Capital Improvement Plan (CIP). During the summer prior to each subsequent fiscal year, department heads gather with the Mayor to suggest Complete Street projects to be added to the CIP. Project Prioritization also occurs at this annual meeting. The Planning Department is responsible for seeking grant funding to carry out prioritized Complete Streets projects. The



City uses certain criteria to inform decision-making with regard to which projects receive a Complete Streets review. All bicycle and pedestrian facilities are designed in accordance with the following Best Practices and standards: National Association of City Transportation Officials (NACTO); Federal Highway Administration (FHWA); Institute of Transportation Engineers (ITE); Americans with Disabilities Act (ADA); Public Right-of-Way Accessibility Guidelines (PROWAG); American Society of Landscape Architects (ASLA); American Association of State Highway and Transportation Officials (AASHTO); Manual on Uniform Traffic Control Devices (MUTCD). City Departments, including Planning, Engineering, Traffic Engineering, Public Works, GIS, and Public Safety, and other departments conduct regular internal reviews of Complete Streets projects. At the 2016 Complete Streets Workshop, the city designated Holmes Avenue and Clinton Avenue as the city's Complete Streets pilot projects. Both roads were wider than their capacity demand and are alternatives to major thoroughfares I-565 and US-72. As outlined in the policy, the City will measure the success of the Holmes Avenue Complete Streets Corridor Project by using the following performance measures:

- User Data: Bicycle, pedestrian, transit and traffic counts
- Infrastructure Data: Total miles of pedestrian accommodation built / dedicated by width and type; Total miles of bike lanes (standard, buffered and protected), bike routes, and shared-use pathways; Percentage of transit stops accessible via sidewalks and bicycle facilities; Number of transit accessibility improvements built; Number of traffic calming facilities built / installed; Number of crosswalks built or improved; Number of traffic control signs/signals installed/upgraded; Total dollar amount spent on Complete Streets improvements;
- Commute Mode Share Data: Transit ridership rates; Shift in mode share; Rate of children walking or bicycling to school; Change in Vehicle Miles Traveled
- Safety Data: Rate of crashes, injuries, and fatalities by mode;
- Property and Economic Development Data: Retail sales in walkable areas; Vacancies; Sale price; Property value; Building permits;
- Environmental and Public Health Data: Number of street trees planted; Air quality data;
- ADA measures: Number of compliant businesses; Percentage of intersections with ADA accessible curb ramps; Number of ADA accommodations built / installed; coordination with the Huntsville ADA Transition Plan[link]
- Public opinion surveys;
- Number of exceptions approved.

Performance measure review will be on-going, with twice-annually interim reports delivered to Planning Commission and City Council, and published as part of the MPO's Transportation Quarterly Review (TQR). The MPO Citizen Advisory Committee (CAC) and Technical Citizens Advisory Groups are also used to measure project performance. Since 2005, the City has partnered with Huntsville's Bicycle Advisory and Safety Committee (BASC) to plan non-motorized transportation facilities and programs. Members represent city staff, local bicycle organizations, bike shops, and citizens at large. The committee meets with city staff from Traffic Engineering, Planning, Public Safety, and other departments once a month to report on comprehensive safety needs. The City and BASC implement See & Be Seen, an online reporting tool where cyclists can share road hazards or incidents with motorists where they felt unsafe.[link][link] The City uses data from these submissions to inform municipal decision-making on road improvements and determine areas that need more traffic enforcement, or Complete Streets safety interventions. Planning, Engineering, Legal, Public Works, Traffic Engineering, and Public Safety are all involved in the implementation of Complete Streets projects. New and reconfigured streets are designed and constructed in accordance with the Complete Streets policy. Through this policy and its encouragement of public-private partnerships, the City is committed to promote a systemic culture of safety at every level throughout the jurisdiction. The City of Huntsville's Complete Streets policy and approach helps ensure that flow is safe, steady and efficient, and all modes are safely accommodated. The criteria for selecting potential Complete Streets infrastructure are:

- Low to moderate traffic. Current daily traffic counts show there will not be a huge disruption during construction of new infrastructure.

- Excess capacity. Corridors that are “too wide” for their current daily traffic counts, so these corridors can afford to go on a “road diet.”
- Destinations along a corridor. A Complete Street should be one that has places for pedestrians, cyclists and transit riders to go.<sup>[link]</sup>

In 2019, the City of Huntsville's Complete Streets Policy was recognized by Smart Growth America as one of the 2018 Top Ten Best Policies in the country. Smart Growth America added a new criteria in 2019 that included a new category for measuring equity in planning.<sup>[link]</sup><sup>[link]</sup>In addition to this honor, the City recently implemented its first Complete Street project, and the "First Protected Bike Lane in the State," the Spragins Street Cycle Track, which uses advanced ITS technology that detects oncoming cyclists and triggers traffic signals to give cyclists the right-of-way.<sup>[link]</sup> With the implementation of these Complete Streets projects, the City is applying a Safe System Approach to achieve Vision Zero by transforming proven safety countermeasures into reality.<sup>[link]</sup>

### CLIMATE CHANGE & SUSTAINABILITY, & ECONOMIC COMPETITIVENESS

Complete Streets design accommodates diverse modes, users and activities including walking, cycling, public transit, and automobile, for nearby businesses and residents. There is a need to integrate safe, comfortable, convenient, and affordable routes for walking, bicycling, and public transportation to increase use of these modes along Holmes Avenue. The goal is to enable active travel as part of daily activities, reduce pollution, and meet the needs of all users of the street, including bicyclists, children, students, people with disabilities, pedestrians, users of public transportation, seniors, youth, and families, while continuing to maintain a safe and effective transportation system for motorists. Holmes Avenue will transform into a Complete Street by incorporating traffic calming mechanisms such as: narrowed vehicle lanes, raised medians, dedicated bicycle lanes, ADA-compliant sidewalks, shared use paths, physical buffers as well as separations between vehicular traffic and other users. The use of new street lighting, street trees, and landscaping, will buffer traffic noise and protect and shade pedestrians and bicyclists.<sup>[link]</sup> Green stormwater infrastructure techniques incorporate Best Management Practices (BMP's) that will not only create a strong identity for the corridor, but will provide stormwater management solutions to mitigate area drainage problems and redefine Holmes Avenue into a fully-functioning Complete Street. Offering safe and affordable lower-carbon travel modes, such as public transit, bicycling, and walking, will encourage less dependency on the automobile and result in less vehicles on the roadways, thereby reducing motor vehicle-related air pollution and greenhouse gas emissions. Green design elements, such as street trees, continuous ADA sidewalks, crosswalks, and bike lanes, will be introduced that will transform the corridor from an automobile-centric roadway to a more pedestrian-focused thoroughfare, adding comfort for the pedestrian, increasing foot traffic and exposure to area businesses and stimulating economic activity. The following are the stormwater Best Management Practices that will be utilized in the Holmes Avenue Complete Streets Corridor Project:

1) Tree Wells: Tree box filters are mini bioretention areas installed beneath trees. The system consists of a container filled with a soil mixture, a mulch layer, under-drain system and a shrub or tree. Stormwater runoff drains directly from impervious surfaces through a filter media. Treated water flows out of the system through an under drain connected to a storm drainpipe/inlet or into the surrounding soil. Tree wells will be utilized along the length of the corridor.

2) Landscaped Median with Curb-Cuts: Landscaped medians provide additional stormwater infiltration and absorption through permeable native grass plantings, shade trees, and shrubs, in addition to providing a comfortable pedestrian refuge. These areas also reduce temperatures of the surrounding roadway asphalt, minimizing the urban heat island effect. The planted vegetation provides additional environmental benefits by absorbing CO2 emissions in the area through the planting of native trees, shrubs and grasses. The proposed green infrastructure practices will absorb additional stormwater runoff from the corridor, reducing direct pollutants entering the groundwater and nearby water bodies. The design intent will be to manage the first flush of 1" of rain that falls within the project area to reduce the quantity and rate at which stormwater leaves the site, while improving water quality. Furthermore, some portions of the Holmes Avenue corridor have potential areas of blight and brownfields development. While these sites are currently being sought for active redevelopment, any point-source pollution from runoff from these sites will be vastly reduced with the integration of green infrastructure engineering techniques. Through these Low Impact Development (LID) standards, the project can achieve substantial runoff reductions and improve water quality within the watershed. Additional environmental benefits will occur through increased density of structures capturing greater market share within a smaller footprint along the project corridor.

The Holmes Avenue Complete Streets Corridor Project will provide multiple benefits to the community including: time savings for travelers passing