

**THE CITY OF BIRMINGHAM, ALABAMA**



**CDBG-DISASTER RECOVERY ACTION PLAN  
SUBSTANTIAL AMENDMENT #1  
GRANT NUMBER: B-13-MS-01-0001  
DRAFT FOR PUBLIC REVIEW**

Proposed Uses of Supplemental CDBG Disaster Recovery Grant Funding  
Authorized by the Consolidated and Further  
Continuing Appropriations Act 2013  
(Public Law 113-2)

U.S. Department of Housing and Urban Development  
Docket No. FR-5696-N-03  
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SUMMARY OF AMENDMENTS.....	3
EXECUTIVE SUMMARY .....	3
FEDERAL APPROPRIATION ASSOCIATED WITH THIS PLAN.....	3
THE IMPACT OF THE STORMS AND BIRMINGHAM’S RECOVERY NEEDS.....	4
Areas Affected by the Disaster.....	4
Federal, State, and Other Disaster Responses .....	4
Emergency Shelters and Public Housing Need.....	5
Various Forms of Assistance Available and Estimate of Unmet Need.....	5
Demographic Analysis of Neighborhood with High Percentage of Damaged Homes .....	6
Types of Businesses Most Impacted and Their Barriers to Recovery .....	6
Cost of Incorporating Mitigation and Resiliency Measures.....	7
CONNECTION BETWEEN NEEDS AND ALLOCATION(S) OF FUNDS .....	7
PLANNING AND COORDINATION.....	7
Public Housing, HUD-assisted Housing, Housing for the Homeless, and Disaster-resistant Housing .....	8
Short-Term Recovery Planning.....	9
Long-Term Recovery Planning.....	9
Promoting the Mitigation of Flood Risk .....	10
Leveraging Other Funds.....	10
Promoting High-Quality, Durable, Energy Efficient, and Mold Resistant Construction Method ....	11
PROJECTED USE OF FUNDING (SEE ATTACHMENT F FOR AMENDMENTS AND UPDATES) 12	
Methodology for Allocating Grant Resources and Relative Importance of the Project.....	12
Proposed Projects – Infrastructure, Threshold Criteria, Grant Size Limit, Responsible Entities, Geographic Area, etc. ....	12
PREVENTING FRAUD, ABUSE OF FUNDS, AND DUPLICATION OF BENEFITS.....	13
Monitoring Standards and Procedures .....	14
Quality Assurance .....	14
Investigation.....	14
Independent Internal Audit .....	14
Increasing Capacity of Implementation and Compliance .....	15
CONTRACT ADMINISTRATION .....	15
Amendments .....	15
Certifications Required .....	15
Program Income .....	15
Citizen Complaints.....	16
Documentation and Reporting .....	16
Expenditure of Funds .....	16
Timeframe for Completion .....	17
CITIZEN PARTICIPATION.....	17
Public Comment Period and Advertising.....	17
Public Comments Received .....	18
ATTACHMENT A: DETAILED MAPS	
ATTACHMENT B: R/UDAT PLAN	
ATTACHMENT C: ORGANIZATIONAL CHART	
ATTACHMENT D: CERTIFICATIONS & SF-424	
ATTACHMENT E: OTHER	
ATTACHMENT F: SUBSTANTIAL AMENDMENT #1	

## **Summary of Amendments**

Substantial Amendment #1: For Round 1, this amendment clarifies the uses of funds for the Activity 2 - Infrastructure to New Multi-Family Housing and Activity 3 - Street Improvements, decreases funding for the Activity 1 - Administration, decreases funding for Activity 2 - Infrastructure to New Multi-Family Housing activity, creates Activity 4 - Multi-Family Housing and allocates funding toward that activity, creates Activity 5 – Planning and allocates funding toward that activity. This amendment also replaces the use of funds map in Attachment A.

## **Executive Summary**

The City of Birmingham, Alabama’s Department of Community Development has prepared this Action Plan for the Community Development Block Grant (CDBG) Disaster Recovery Grant. This Action Plan will be used by the City of Birmingham to provide \$17,497,000.00 in CDBG funding to help restore and rebuild the area of Birmingham that was most impacted by the April 27, 2011 Presidentially declared natural disaster. The Action Plan will be done in phases with all of the amendments being included in future versions of this document as attachments. The first phase of this Action Plan will set up three activities including: Administration, Infrastructure, and Re-programming of PY 2011 and PY 2012 funds to replace them with Disaster Funds.

On April 27, 2011, Alabama was hit by 62 tornadoes which took the lives of 248 people, damaged or destroyed 23,000 homes, and ruined hundreds of other structures, including commercial, industrial and governmental structures. Two ‘waves’ of storms hit Birmingham on April 27<sup>th</sup>---one in the morning that moved in a west-to-east direction and damaged properties from Five Points West, West End, Smithfield, Northside, East Birmingham, East Lake and Roebuck; and a second storm, later classified as a F-4 tornado, which hit Birmingham at about 6 pm the same date. This second storm smashed into the Pratt City Community and the Hooper City Neighborhood. Over 2,200 (83%) of the 2,794 homes damaged in Birmingham were damaged in the Pratt City Community.

Immediately after the storms, recovery centers were setup throughout the City of Birmingham so that individuals impacted by the storms could apply for assistance, meet with Small Business Administration loan specialists, get advice about how to proceed with insurance claims, and get information about available federal and state assistance. The Alabama EMA and FEMA communicated, coordinated, and collaborated with disaster response agencies, volunteer groups and faith-based organizations to help those individuals who were impacted by the storms. Even with the assistance of previously mentioned outreach efforts many citizens have been left with a need for more assistance in order to bring their homes/lives back to pre-April 27<sup>th</sup> conditions. In order to assist the citizens in the City of Birmingham a Partial Action Plan has been developed. The City is involved in an ongoing assessment to categorize needs based on priority. The City will continue to submit to HUD Partial Action Plans for activities as these needs are categorized.

## **Federal Appropriation Associated With This Plan**

The City of Birmingham has been designated a Disaster Recovery Grant Recipient “for the purpose of assisting recovery in the most impacted and distressed areas declared a major disaster in 2011 under title IV of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.).

Definitions and descriptions contained in the Federal Register are applicable to this funding. Additionally, all regulations associated with the CDBG Program apply to this funding with the exception of those waivers referenced in the Federal Register: FR-5696-N-03 dated May 29, 2013.

### **The Impact of the Storms and Assessment of Birmingham's Recovery Needs**

On April 27, 2011, Alabama was hit by 62 tornadoes which took the lives of 248 people, damaged or destroyed 23,000 homes, and ruined hundreds of other structures, including commercial, industrial and governmental structures. At least 2,794 of the damaged/destroyed homes were located within the City of Birmingham, Alabama. Within 48 hours after the storms of April 27, 2011, City Building Inspection staff completed a block-by-block assessment of damages to structures as a result of these storms. This assessment identified 1,859 structures in the City of Birmingham that suffered structural damage. These structures included the above-referenced 2794 dwelling units (some structures included multi-family residences), along with numerous commercial properties. The inspectors also assessed the percentage of damage to each structure and recorded that data by street address. These damage estimates were then compared to Jefferson County Tax Assessor's records. By multiplying each property's percentage of damage by the Tax Assessor's valuation for the structure, it was determined that there was a total dollar amount of physical damage to structures in the City of Birmingham of \$44,200,166.75.

Two 'waves' of storms hit Birmingham on April 27<sup>th</sup>---one in the morning that moved in a west-to-east direction and damaged properties from Five Points West, West End, Smithfield, Northside, East Birmingham, East Lake and Roebuck. The big storm—an F-4 tornado hit Birmingham at about 6 pm on the 27<sup>th</sup> (see Attachment A). This second storm smashed into the Pratt City Community, and the Hooper City Neighborhood. Over 2200 (83%) of the 2,794 homes damaged in Birmingham were damaged in the Pratt Community!

This fact alone speaks to the concentration of the storm's level of intensity and damage in the Pratt Community. However, the damage in Pratt was not limited to residences. In addition to the devastation of residential neighborhoods in Pratt, the Storm also slammed into City infrastructure, destroying the neighborhood fire station on Dugan Avenue and significantly damaging the Public Library located at the intersection of Dugan Avenue and Hibernian Street. Power lines were down everywhere, gas leaks were evident throughout as structures were ripped from their foundations severing gas lines. For nearly 12 months following the storms, the community endured wave after wave of heavy equipment ---trucks, bulldozers, backhoes, etc. to haul away debris, to demolish remaining structures, to repair utility systems, and generally repair infrastructure. The combination of the storms and the subsequent waves of heavy equipment have further damaged the infrastructure by tearing up roads, curbs and sidewalks.

Within weeks after the storms, the City invited the American Institute of Architects (AIA) to come to Birmingham with a R/UDAT team to develop a plan for the redevelopment of the devastated Pratt Community. The R/UDAT team spent four days in August 2011 intensely working to assess problems, opportunities and strategies to re-build the damaged Pratt Community. Its report (see Attachment B), published in October 2011 identified a number of key opportunities and strategies. A number of their strategies focused on the North Pratt Neighborhood. North Pratt and Smithfield Estates were among the neighborhoods most severely damaged by the storms. Smithfield Estates is located to the east of Hwy 78 and is a newer (70s

and 80s) neighborhood that is almost exclusively residential. Its population is more moderate-to upper moderate income. Smithfield Estates is heavily automobile reliant. North Pratt, on the other hand, is an older neighborhood in terms of housing stock and development patterns. It was also an older neighborhood in terms of age of population. North Pratt is a predominantly low-moderate income neighborhood. Census Tract #11 qualifies as a 58.5% LMI neighborhood. North Pratt includes a mix of single family and multi-family housing, along with commercial and institutional uses. It is immediately adjacent to the core of the historic Pratt City commercial core.

Accordingly, the R/UDAT team focused much of its energy on the redevelopment of the historic Pratt core. It focused on the opportunity to re-build key community facilities (library and fire station) in a neighborhood friendly manner; it acknowledged the opportunity to create new development patterns for low-income elderly residents to live in proximity with these re-built services, but also to access transportation routes (Transit Oriented Development- TOD) that focus on Dugan Avenue/Avenue W. R/UDAT also talked about the importance of linking these facilities to the populations they serve with plans for walk-ability.

As redevelopment began to pick up speed about 6 months after the storms, it became readily apparent that the Smithfield Estates was rapidly rebuilding while North Pratt was lagging. This was largely a result of the two neighborhoods' economic capacity and insurance. Smithfield Estates, being a comparatively wealthier neighborhood was significantly better insured and once insurance issues were worked through, rebuilding picked up rapidly. North Pratt was poorer, older, and significantly less well covered by insurance. Most North Pratt residents displaced by the storms remain displaced today, while others have made significant strides to re-build. These factors, along with the R/UDAT Plan helped focus the City's efforts through our CDBG and related programs on assisting the recovery of North Pratt.

### **Emergency Shelters and Public Housing Need**

There are no known Emergency Shelters or Housing Authority projects damaged during the storms, nor were there any City owned HUD assisted housing units damaged.

### **Various Forms of Assistance Available and Estimate of Unmet Need**

Immediately following the storms, the AIA sent a team to plan the redevelopment of Pratt City. Due to the fact that this team was focused only on the City of Birmingham and, in particular the storm affected area, this data can be seen as rivaling the data provided by SBA, FEMA, and the Insurance Commission. The City will, as much as feasibly possible, attempt to follow the R/UDAT Plan in redeveloping the disaster area.

Since the storms, The Federal Emergency Management Agency (FEMA) and Small Business Administration (SBA) have made available additional data to assist with estimating the unmet need of the disaster area. The following information is reported on a citywide basis where available and practical. FEMA Public Assistance for the City of Birmingham was \$12,000,000. FEMA Individual Assistance for the City was \$7,200,000. FEMA also awarded \$3,096,771 toward to the City of Birmingham for storm shelters. This was from a request of approximately \$14,000,000. SBA reported approving residential loans for \$6,000,000 and business loan applications for \$4,250,000 in the City of Birmingham. The Alabama Insurance Commission

could only provide stats on a statewide basis. Their latest data indicated claims paid in the amount of approximately \$2.2 billion. HUD has previously awarded disaster funding in the amount of \$6,386,326 to the City of Birmingham.

#### *Unmet Housing Need*

Using HUD's methodology for unmet non-rental housing need, the "gap" of 20 percent based on FEMA awards for the disaster area is \$1,440,000. When factoring in the "gap" to include SBA loans this unmet need jumps to \$2,640,000.

The City has assessed the rental housing need for the disaster area by determining those multi-family units that have yet to rebuild. The City has placed a value of \$10,500,000 in need on rental units based on a survey of proposals that has been turned in requesting disaster assistance that was not funded by FEMA, SBA, and/or insurance proceeds.

#### *Unmet Infrastructure Need*

Using HUD's calculation of unmet need for public infrastructure as the match requirement by FEMA, the unmet infrastructure need for the disaster area is \$3,000,000. This allocation methodology used only a subset of Public Assistance damage estimates reflecting the categories of activities most likely to require CDBG funding above the Public Assistance and state match requirements. The City also has an assessed need of mitigation and resiliency in the approximate amount of \$14,000,000. This was somewhat alleviated with the funding of \$3,096,771 from FEMA for storm shelters, however, there is still an unmet need of approximately \$11,000,000.

#### *Unmet Economic Revitalization Need*

Using HUD's methodology of unmet need for economic revitalization as the sum of real property and real content loss of small businesses not receiving an SBA disaster loan, the unmet economic revitalization need for the disaster area is approximately \$26,469,705. This is based on the reporting from SBA that states the approval rate was approximately 34% of all applications. They go on to further state that this does not include those that were referred to SBA from FEMA, but did not return an application to SBA. This last category as referenced by the SBA applies mostly to homeowners and renters.

### **Demographic Analysis of Neighborhoods with High Percentage of Damaged Homes**

The Neighborhood with the highest percentage of damaged homes was in Census Tract 01073001100. This Census tract includes parts of Smithfield Estates and Pratt City. Per the 2007-2011 American Community Survey 5-Year Estimates, the population for that Census Tract is 5,366. Of this total there are 5,184 Black or African Americans, 142 are white, and 40 are other. The average median income is \$32,250.

### **Types of Businesses Most Impacted and Their Barriers to Recovery**

Upon initial review, the types of businesses most impacted by the disaster range from Real Estate Management and Insurance Companies Zoned in B-1 to Manufacturers Zoned Heavy Industrial. Included in the variation of types of business were many churches and at least one Community

Development Company. The NAIC codes most affected include, but are not limited to: 524113, 531311, 811192, 236220, 811111, 485310, 484230, 336411, and 236220.

The barrier to recovery for most of the affected businesses in the disaster area include: damage to infrastructure and reduced population. The damage to infrastructure, including roads and signage, has a direct impact on the commercial clientele which affects the market. The reduced population due to lack of adequate housing and the fear of future storms also directly affects the market by reducing the pool of potential shoppers. Another less prevalent barrier includes zoning restrictions due to previous non-conforming or grandfather status that may not be available now.

### **Cost of Incorporating Mitigation and Resiliency Measures**

The City of Birmingham requested Hazard Mitigation Assistance in the approximate amount of \$14,000,000. The City was awarded \$3,096,771 for the purpose of building 5 storm shelters. This price of mitigation and resiliency does not factor in using green building material, which may assist in this effort, such as energy star which will be evaluated on a case-by-case basis in future partial action plans as projects are selected. This price also does not include privately or publicly owned housing and infrastructure beyond the shelters that may need to be reinforced to better resist future disasters.

### **Connection between Needs and Allocation(s) of Funds**

The unmet needs described above are currently being evaluated further to determine the allocation of funds in its totality. The immediate need areas have been allocation in the first partial action plan. These immediate areas of need are multi-family housing, infrastructure, and administrative costs. Immediately following the storm the City re-programmed and focused parts of their CDBG, HOME, and NSP3 entitlement funds to the disaster area. In doing so, the remaining parts of the City were allowed less access to these normally citywide available funds. The first partial action plan addresses this issue by moving CDBG funds in the amount of \$2,477,000 back into citywide programs and replacing these funds with CDBG-DR funds for a combination of Infrastructure and Multi-family housing. The City will further rebuild infrastructure by allocating \$1,775,811.28 to close a funding gap in a Department of Transportation funded TIGER grant project in the disaster area. Both of these projects also allow the City to leverage the CDBG-DR funds further. The City intends to, as much as feasibly possible and practical, use a proportionate allocation of resources relative to areas and categories of greatest need while giving priority to those projects that can best leveraged these funds. This policy will be followed on a total allocation basis.

### **Planning and Coordination**

In response to the needs identified in the Needs Assessment (above), the City's Plan for Disaster Recovery focuses on the North Pratt Neighborhood.

- North Pratt is the poorest neighborhood in the Community which experienced 83% of the damages from the April 2011 disaster
- North Pratt is the neighborhood that received the most damage to housing and infrastructure in combination

- The R/UDAT Plan identified the priority need for the City to re-build community facilities and to re-establish linkages between residents and facilities (including transit) in a walk-able community
- North Pratt's housing stock was heavily damaged and extremely underinsured. Many victims remain displaced to this day
- The reconstruction of infrastructure, public facilities and housing anticipated in this plan and future partial plans will 'prime the pump' and foster an environment that sets the table for future re-building

### **Public Housing, HUD-assisted Housing, Housing for the Homeless, and Disaster-resistant Housing**

In order to ensure that those individuals impacted by the storm do not become homeless the City of Birmingham will look to its HUD approved 2010-2015 Consolidated Plan and its current Action Plan to implement transitional housing for individuals who have been displaced by the storms or who will be displaced by activities to be undertaken in this Action Plan. The City will use the most up to date disaster-resistant housing materials feasible.

***Public Housing:*** There were no public housing units or administrative offices impacted in the disaster. If the City becomes aware of any that have yet to be reported it will take action to assist in the rebuild efforts.

***HUD-assisted Housing:*** All known HUD-assisted housing units impacted by the storm are owned by private corporations. Any effort to assist in rebuilding these complexes will factor in the need for low and moderate income set aside units. If the corporation rebuilding the property plans to rebuild without HUD project based units, the City will require that the traditional CDBG regulations be followed if CDBG-DR funds are used in the rebuild. Through further conversation, if it is found that these private corporations need additional funding to make low and moderate units, the City will set aside an amount to address these needs in a future partial Action Plan. Any tenant that participated in the Section 8 Housing Choice Voucher program that was affected by the storm will, to the extent feasible and eligible under State and Local law, be afforded the opportunity for assistance through either a future allocation of the second round of CDBG-DR (B-13) or the allocation of the first round of CDBG-DR (B-13).

***McKinney-Vento Funded Shelters, Housing and Services for Transition to Permanent Housing and Independent Living:*** There are not known to be any McKinney-Vento funded shelter structures that were affected by the storm. The City plans to provide housing and services for transition to permanent housing and independent living to the homeless and the referenced homeless sub-populations. The City anticipates that it will also support applications for funding during the duration of this CDBG-Disaster Recovery Grant by other entities under programs for which it is not itself eligible to apply or for which it elects to have other entities apply. The City will particularly support those applications by other entities for programs to benefit the referenced homeless sub-populations. Many organizations that provide these services are funded by various Action Plan Programs (CDBG and ESG for

example). The City will continue to set aside a portion of CDBG and ESG to assist in addressing these needs.

***Assistance for Preventing Low-Income Individuals and Families with Children (especially those with incomes below 30 percent of median) from Becoming Homeless:*** The city plans to provide assistance to low and very low income homeowners and renters in order to rehabilitate structures classified as substandard. The program will provide affordable housing to low and very low income households who otherwise could be, or become homeless. The City of Birmingham anticipates that it will also support applications for funding during the duration of this CDBG-Disaster Recovery Grant by other entities under programs for which it is not itself eligible to apply or for which it elects to have other entities apply, to provide affordable housing to prevent low-income households from becoming homeless. Many organizations that provide these services are funded by various Action Plan Programs (CDBG and ESG for example).

***Assistance to address the special needs of persons who are not homeless identified in accordance with 24 CFR 91.215(e).*** The City plans to provide assistance to the City's special needs population by increasing the availability of housing for the disabled (mental, physical, and developmental) and by increasing the availability of housing for the low-income elderly and frail elderly, persons with alcohol or other drug addiction, persons with HIV/AIDS and their families, and public housing residents. Many organizations that provide these services are funded by various Action Plan Programs (CDBG and ESG for example).

***Planning decisions may affect racial, ethnic, and low-income concentrations, and ways to provide the availability of affordable housing in low-poverty, non-minority area where appropriate and in response to disaster-related impacts.*** The City will encourage provision of housing for all income groups. The most affected area by the disaster is low-income and African-American. The City will strive to make planning decisions in this and future partial action plans that will affectively provide affordable housing in low-poverty, non-minority areas where appropriate. The City understands that planning decisions may affect racial, ethnic, and low-income concentrations. The City plans on making decisions that affect these groups in a positive way. The City is considering, with future partial action plans, making City-wide programs available to all eligible incomes so that the end result is a lower concentration of low-income areas.

### **Short-Term Recovery Planning**

- Examine the City's response to the immediate needs of those temporarily or permanently displaced, or relocated from the disaster;
- Seek input from citizens and officials regarding the use and methods of redistributing CDBG disaster recovery grant funds; and
- Provide assistance to impacted residents to close gaps in funding from other sources.

### **Long-Term Recovery Planning**

- As part of the first allocation of CDBG-DR-reconstruct a permanent Fire Station to replace Fire Station #18 which was totally destroyed by the storm. The facility was very old and did not meet modern firefighting needs. The replacement station will have 3 bays for fire fighting and emergency equipment and will have full facilities for firefighters and

for community space. Some levels of insurance and FEMA assistance will be forthcoming to cover a portion of the costs---but not a significant portion. All insurance and FEMA proceeds will be first applied to the rebuilding and only then will proceeds from this grant be applied.

- As part of the first allocation of CDBG-DR-the Public Library, unlike the fire station, was not totally destroyed by the storms. Primary repairs to the facility will be undertaken with insurance and other funds. The community and the library have long been desirous of improving the existing library to create outdoor garden and reading spaces. These enhancements, along with additional parking to serve the facility will be included as a phase 2 in this plan.
- The storms, along with 12 months of utility cuts, heavy equipment, fallen power poles, etc. have done significant damage to streets in the neighborhood. In addition, the R/UDAT plan identifies Dugan Avenue in the vicinity of the fire station, new elderly housing and the library as a key link to establishing a walk-able community and Transit Oriented Development. Accordingly, the City will re-construct this segment of Dugan Avenue for these purposes as part of the first allocation of CDBG-DR. With the second allocation of CDBG-DR, the City will expand its re-construction beyond Dugan Avenue. The City will re-construct major crossroads that meet up to Dugan Avenue. This will allow better flow to the housing that is being built and rebuilt in the area.
- Provide Housing Rehabilitation—Although much rebuilding has begun, the community still struggles with the need for long-term recovery of housing. The City will use funds from the first allocation to be the catalyst to stimulate re-building of damaged houses
- Provide New Housing—Despite all efforts, some residents have made the decision to leave Pratt forever. In order to have a cohesive community and to limit gap-toothed development patterns, grant funds will be used from the first allocation to assist with the construction of new replacement housing in devastated areas.
- Provide for the long-term stability of affected neighborhoods through efforts to repair public facilities and streets;
- Participate in regional planning efforts to address recovery and continue to work with other jurisdictions on current initiatives; and
- Partner with local organizations to ensure that all impacted residents receive the assistance available to them.

### **Promoting the Mitigation of Flood Risk**

Under this Action Plan, the City of Birmingham does not find it necessary to focus funding on providing funds for housing units to implement elevation. The impacted area is not in a flood plain and there were no cases of flooding reported.

### **Leveraging Other Funds**

The CDBG-DR allocation of \$17,497,000 will be leveraged against numerous other sources of federal, state, local and private funding which currently total \$13,789,765. In compliance with program guidelines and regulations, CDBG-DR funding has been allocated toward recovery efforts in the most impacted and distressed areas of the City of Birmingham to support unmet needs not funded by proceeds from the Federal Emergency Management Agency (FEMA), the

Small Business Administration (SBA), private insurance or other sources of public and private funding.

Supplemental sources of funding allocated toward recovery efforts primarily consist of federal funds, including annual entitlement grants (HOME & CDBG) and other time-limited allocations (CDBG-DR B-12, NSP-3, & TIGER). Other sources include proceeds from FEMA, SBA, private insurance payouts, and state assistance. A summary of other leveraged funding and their designated uses is included in the following table.

The allocation of these combined funds will result in a more comprehensive and effective recovery effort by: 1) ensuring that a wide and diverse range of recovery needs are met; 2) assuring flexibility to address short-term and long-term recovery needs; 3) enabling communities to meet needs that would not likely be addressed by other funding sources; and 4) developing communities which are better positioned to meet the needs of their post-disaster populations and prospects for growth.

<b>Designated Use</b>	<b>Other Funding</b>	<b>Source of Other Funding</b>	<b>Funding Type</b>
<i>Disaster Assistance</i> -Pratt City	\$6,386,326	CDBG-DR (B-12)	Federal
<i>Development of Multi-Family Housing for Seniors in Pratt City</i> (up to 42 units)	\$223,000	Community Development Block Grant (CDBG)	Federal
<i>Development of Multi-Family Housing for Seniors in Pratt City</i> (up to 42 units)	\$2,520,000	HOME	Federal
<i>Reconstruction of Single-Family Housing in Pratt City</i> (up to 25 units)	\$2,318,536	Neighborhood Stabilization Program (NSP-3)	Federal
<i>Housing Reconstruction Program</i> - Zero percent interest loans up to \$40,000	\$200,000	CDBG	
<i>Housing Repair Program</i> – Supplemental grants up to \$15,000 for repairs above & beyond the value of Insurance Proceeds and FEMA Assistance	\$350,000	CDBG	Federal
<i>Roads and Infrastructure</i> -Build and repair roads and trails in the disaster area	\$1,791,903	TIGER	Federal
	<b>\$13,789,765</b>		

### **Promoting High-Quality, Durable, Energy Efficient, and Mold Resistant Construction Methods**

The Housing Division within the Department of Community Development will ensure that all residential construction activities meet the 2000 International Residential Code Chapter 11. Commercial and multifamily rental activities will be sure to meet the International Building Code of 2003 or the City’s municipal code; the most stringent code will be followed. The 2000 International Energy Conservation Code (IECC) which works to provide more energy efficient structures. The City, at a minimum, will comply with the Green Building Standards established

in the Notice for all new construction of residential buildings and for all replacement of substantially damaged residential buildings. The City will also, to the extent applicable, comply with the HUD CPD Green Building Retrofit Checklist for the rehabilitation of non-substantially damaged residential buildings where the repair costs are less than 50% replacement cost, including standards for appliances and products when replaced as part of rehab. This requirement will not apply when Energy Star, Water-Sense Labeled, or FEMP-designated products do not exist.

**Projected Use of Funding (See Attachment F for Amendments and Updates)**

**Methodology for Allocating Grant Resources and Relative Importance of the Project**

The following projects are being proposed for the City of Birmingham’s allocation of CDBG-Disaster Recovery Grant, 2013. This partial Action Plan represents the projects which have completed environmental reviews or are at near completion. By selecting these projects first, it will allow the City to meet the stringent timeliness issue of a two-year completion deadline. Amendments will be made in subsequent Action Plans to fulfill the entire allocation of \$17,497,000. Other factors considered in selecting the activities represent the City’s desire to respond to the urgent and immediate need to respond to critical infrastructure problems facing the worst damaged area of the city and homeowners needing assistance with the building and rehabilitation of privately-owned properties. Needs that have been identified, but not yet addressed, will be considered for funding in subsequent amendments. All activities in this partial Action Plan have a proposed start date of November 1, 2013 and end date of October 31, 2015.

Activity	National Objective to be Addressed	Available Funding for Activity	% of Total Funding
Administration Funds	Not Applicable	\$ 212,640.56	4.76%
Infrastructure to New Multi-Family Housing	LMI/Area Benefit	\$ 2,477,000.00	55.47%
Street Improvements	LMI/Area Benefit	\$ 1,775,811.44	39.76%
Total Plan Funding		\$ 4,465,451.00	

**Activity 1 – Administration of Grant:** The City of Birmingham proposes to use the 4.76% of the budgeted allocation in this partial Action Plan for administrative costs.

**Threshold Criteria:** Funds will only be used to cover the cost of administering the CDBG-Disaster Recovery Grant.

**Grant Size Limits:** As presented in the *Federal Register* notice dated May 29, 2013, The City of Birmingham is allowed to use up to five percent (5%) of the grant for administrative costs; therefore, the costs for administrative services is not to exceed \$223,272.59 for the activities in this partial Action Plan. The City is allocating \$212,640.56 of this amount at this time.

**Activity 2 – Infrastructure for Multi-family activities within the Affected Area:**

Approximately 359 residential dwellings were destroyed in the Pratt City neighborhood as a result of the April 27, 2011 natural disaster. The demolition of those homes has resulted in an accumulation of vacant lots and lost access to decent, affordable housing. The City of Birmingham proposes to use nearly \$2.5 million for the purpose of infrastructure within the Pratt City neighborhood. This will be used in conjunction with HOME funds on the Dugan Ave Senior Living Facility. Despite all efforts, some residents have made the decision to leave Pratt City forever. In order to have a cohesive community and respond to the aging population of the area, grant funds will be used to assist with the infrastructure as part of the construction of this new housing complex in the devastated area.

Threshold Criteria: The Infrastructure must be for the HOME funded Senior Living Facility to be located on Dugan Avenue in the presidentially declared disaster area. No funds will be made available that support a business that does not meet the definition of small business as outlined in 13 CFR Part 121.

Grant Size Limits: The proposed allocation for the provision of infrastructure is \$2,477,000.00.

Eligibility and National Objective: Infrastructure assistance for low to mod income area.

Geographic Area: Pratt City (See Attachment A)

**Activity 3 – Street Improvements:** The City of Birmingham proposes to use approximately \$1.77 million for street improvements. The storms, along with 12 months of utility cuts, heavy equipment, and fallen power poles have done significant damage to streets in the neighborhood. In addition, the R/UDAT plan identifies Dugan Avenue in the vicinity of the fire station, new elderly housing and the library as a key link to establishing a walk-able community and Transit oriented Development. Accordingly, the City will re-construct this section of roads connecting to Dugan Avenue for these purposes. The City will also repave and reinforce bridges in the area to provide for disaster resistance.

Threshold criteria: Streets and bridges must be located within the presidentially declared natural disaster area and the streets must have received damage as a result of the natural disaster, need upgrades to be more disaster resilient, or need modification as part of an effort to entice residents to move to the disaster area.

Grant Size Limits: The total allocation proposed for the provision of Street Improvements is \$1,775,811.28.

Eligibility and National Objective: Infrastructure assistance for low to mod income area.

Geographic Area: Pratt City (See Attachment A)

**Preventing Fraud, Abuse of Funds, and Duplication of Benefits**

In order to ensure the proper disbursement of grant funds The City of Birmingham plans to remain in compliance with applicable CDBG rules and regulations, as well as other applicable federal regulations such as OMB Circulars A-87, A-133, and 24 CFR Part 85 (Uniform Administrative Requirements). The City of Birmingham will particularly emphasize mitigation of fraud, abuse and mismanagement related to accounting, procurement, and accountability

which may also be investigated. Birmingham will monitor the compliance of applicants, and HUD will monitor the Department of Community Development's compliance.

### **Monitoring Standards and Procedures**

The City of Birmingham through its Department of Community Development is committed to a comprehensive program of monitoring and evaluating the process of disaster recovery activities. The goal is to ensure long-term compliance with the applicable regulations and standards such as OMB Circulars A-122, and particularly those requirements of the CDBG Disaster Recovery Program. The City of Birmingham's procedures will ensure that there is no duplication of benefits that have otherwise been covered by FEMA, private insurance, any other federal assistance, or any other funding source whether it is local or state funding. Only expenditures that are eligible CDBG activities, address disaster-related needs directly related to the approved natural disaster, and meet at least one of the national CDBG objectives will be funded. If a contract has been funded but is determined to not meet the previously listed criteria, the contract awardees shall be required to refund the amount of the grant that was awarded to said awardee. The City of Birmingham reserves the right to take appropriate action in instances of non-compliance, fraud, and mismanagement including, but not limited to, disallowing ineligible costs, terminating contracts/agreements, and requiring repayment of funds. The internal audit function the City of Birmingham utilizes to ensure each responsible staff member is included in the audit process can be evidenced in an organizational diagram (see Attachment C). The City's internal audit function is housed in a separate department than the one designated to administer the CDBG-DR program. These departments do not interact on a routine basis and report to the Mayor separately.

### **Quality Assurance**

The City of Birmingham will continuously monitor awardees which will provide quality assurance. The city will determine the areas to be monitored, the number of monitoring visits, and their frequency. Any entity administering CDBG Disaster Recovery funding will be monitored not less than once during the contract period. The monitoring will address program compliance with contract provisions, including national objectives, financial management, and the requirements of 24 CFR Part 58.

### **Investigation**

The City of Birmingham reserves the right to launch an investigation through a third party if the administrative head of the Department of Community Development has reasonable cause to believe that money received through the CDBG Disaster Recovery Grant has been lost, misappropriated, or misused, or that other fraudulent or unlawful conduct has occurred in relation to the operation of the contract awardee.

### **Independent Internal Audit**

The City of Birmingham and contract awardee are subject to the Single Audit Act. A "Single Audit" encompasses the review of compliance with program requirements and the proper expenditure of funds by an independent Certified Public Accountant.

## **Increasing Capacity of Implementation and Compliance**

The City of Birmingham's Community Development Department staff will be provided with all training necessary to ensure that activities funded under this Action Plan are correctly administered. As contracts are made, necessary efforts to increase the capacity of applicants, subrecipients, contractors, and any other entity responsible for administering funding under this Action Plan will be implemented to ensure they have the specific skills needed to successfully oversee the activity.

## **Contract Administration**

### **Amendments**

If any of the following events occur a substantial amendment will result;

- The addition or deletion of any allowable activity described in the Action Plan;
- A change in the planned, allowable beneficiaries;
- A change of more than five percent in the funding allocation between the activity categories described;
- The implementation of an additional HUD-authorized "waiver" of any major programmatic rules or regulations;
- Any action that HUD deems to be a significant amendment that needs public input prior to enacting; and
- The need, by the City, to allocate any portion of the awarded \$17,497,000 that is not described in the latest version of the Action Plan

### **Certifications Required**

The use of the disaster recovery funding is contingent upon specific requirements. The City of Birmingham along with contract awardees will be expected to certify that these requirements will be met or carried out. Contract awardees will be required to certify in writing that the grant will be carried out in accordance with applicable federal and state laws, rules and regulations. All contract awardees must certify that they will minimize displacement of persons or entities and assist any persons or entities displaced in accordance with the Uniform Anti-Displacement and Relocation Act and local policy.

### **Program Income**

Any program income earned as a result of CDBG-DR grant funds will be subject to the rules outlined in the waiver published in Federal Register notice FR-5696-N-03. In order to provide for more flexibility program income rules at 570.500(a) and (b), 570.504, 42 USC 5304(j), and 570.489(e) have been waived. Program income received (and retained, if applicable) before or after closeout of the Disaster Recovery grant, and used to continue disaster recovery activities, is treated as additional disaster recovery CDBG funds subject to the requirements of said Notice and must be used in accordance with this Action Plan for Disaster Recovery. To the maximum extent feasible, program income shall be used or distributed before additional withdrawals from the U.S. Treasury are made, with one exception. In addition, The City of Birmingham may

transfer program income before closeout of the Disaster Recovery grant into its annual CDBG program.

### **Citizen Complaints**

The City of Birmingham acknowledges that it will provide a written response to any citizen complaint received. The response will be provided within 15 working days of the Department of Community Development receiving it.

### **Documentation and Reporting**

As required by HUD and outlined in the Federal Register notice, the City of Birmingham will enter its Action Plan for Disaster Recovery, including performance measures, into HUD's DRGR system. As more detailed information about uses of funds is identified by the City, it will enter such detail into DRGR, insufficient detail to serve as the basis for acceptable performance reports.

A quarterly performance report will be submitted to HUD no later than 30 days following the end of each calendar quarter, beginning after the first full calendar quarter after grant award and continuing until all funds have been expended and all expenditures have been reported. Each quarterly report will include information about the uses of funds during the applicable quarter including (but not limited to) the project name, activity, location, and national objective; funds budgeted, obligated, drawn down, and expended; the funding source and total amount of any non-CDBG disaster recovery funds to be expended on each activity; beginning and completion dates of activities; achieved performance outcomes such as number of housing units complete or number of low-and moderate-income persons benefiting; and the race and ethnic status of persons assisted under direct-benefit activities. Quarterly reports to HUD will be submitted using the DRGR system and within 3 days the City of Birmingham will post the submitted report to its official website.

### **Expenditure of Funds**

Per the Notice published in Federal Register Notice FR-5696-N-03, CDBG-DR funds must be expended in a two-year time frame beginning on the date the grant agreement is signed by HUD. The City of Birmingham, or other entity as assigned by the City, will review in-house expenditures and beneficiary expenditure to ensure that funds are spent on eligible costs in a timely manner. Project funds and schedules will be monitored by the City's Community Development Department. The City will establish certain benchmarks that the subrecipients, contractors, etc. are required to meet. Awardees will be required to present the City with a plan on how they will implement procedures to reach the determined benchmarks. In addition to ensuring that awardees are meeting project timeliness, these benchmarks will allow the City to project expenditures for each individual project.

To satisfy HUD guidance (FR 78 32264 and FR 78 14337) on performance metrics, the City will amend its Action Plan within a timely manner using guidelines provided at HUD's CPD Disaster Recovery website. The performance metrics will be based on expected quarterly outcomes and expenditures. Factors that may affect performance measures such as weather, completion of

federally required environmental reviews, etc. will be considered in the construction of the performance metrics.

### **Timeframe for Completion**

The City is proceeding with design of infrastructure elements in order to expedite construction of improvements in a timely manner. We will seek to have these design costs reimbursed. We estimate that all improvements and activities described and funded by these funds will be completed within 30 months of the signature of grant agreements.

<b><u>Project to be Completed</u></b>	<b><u>Anticipated Length of Activity</u></b>	<b><u>Projected Date of Completion</u></b>
Street Improvements	24 months	October 31, 2015
Administration	24 months	October 31, 2015
Infrastructure for New Housing	24 months	October 31, 2015

### **Citizen Participation**

#### **Public Comment Period and Advertising (Round 1)**

Since the April 27, 2011, tornado outbreak the City of Birmingham has worked diligently with various organizations and citizens who were directly and indirectly impacted by the natural disaster. These efforts include the very interactive R/UDAT Planning effort. The City of Birmingham has worked hard to determine the greatest disaster recovery needs and how to address those needs. These interactions have been useful in the past and shall continue to be beneficial in the future. Through public comments and interactions with the citizens of the affected area, the City of Birmingham has determined the critical need for assistance to repair homes, public facilities, and infrastructures.

The City has made available this partial Action Plan on its website at [www.birminghamal.gov](http://www.birminghamal.gov) at the Birmingham Public Library and at the Birmingham City Hall located at 710 20<sup>th</sup> Street North Room 1000 Birmingham, AL 35203. The City will receive comments on this partial Action Plan and will include all comments in the Final submittal to HUD. The comment period will be open for a minimum of seven days beginning on August 21, 2013 and closing on August 29, 2013.

Comments may be submitted via email at [communitydevelopment@birminghamal.gov](mailto:communitydevelopment@birminghamal.gov) by fax at 205-254-2282, or in writing to the following address:

Community Development Department  
Disaster Recovery Comments  
City Hall/Room 1000  
710 20<sup>th</sup> Street North  
Birmingham, AL 35203

### **Public Comment Period and Advertising (Round 1 Amendment)**

Since the April 27, 2011, tornado outbreak the City of Birmingham has worked diligently with various organizations and citizens who were directly and indirectly impacted by the natural disaster. These efforts include the very interactive R/UDAT Planning effort. The City of Birmingham has worked hard to determine the greatest disaster recovery needs and how to address those needs. These interactions have been useful in the past and shall continue to be beneficial in the future. Through public comments and interactions with the citizens of the affected area, the City of Birmingham has determined the critical need for assistance to repair homes, public facilities, and infrastructures.

The City has made available this partial Action Plan with proposed amendments in Attachment F on its website at [www.birminghamal.gov](http://www.birminghamal.gov) at the Birmingham Public Library and at the Birmingham City Hall located at 710 20<sup>th</sup> Street North Room 1000 Birmingham, AL 35203. The City will receive comments on this partial Action Plan and will include all comments in the Final submittal to HUD. The comment period will be open for a minimum of seven days beginning on August 22, 2014 and closing on September 2, 2014.

Comments may be submitted via email at [communitydevelopment@birminghamal.gov](mailto:communitydevelopment@birminghamal.gov), by fax at 205-254-2282, or in writing to the following address:

Community Development Department  
Disaster Recovery Comments  
City Hall/Room 1000  
710 20<sup>th</sup> Street North  
Birmingham, AL 35203

### **Public Comments Received**

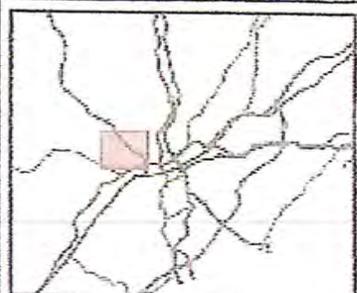
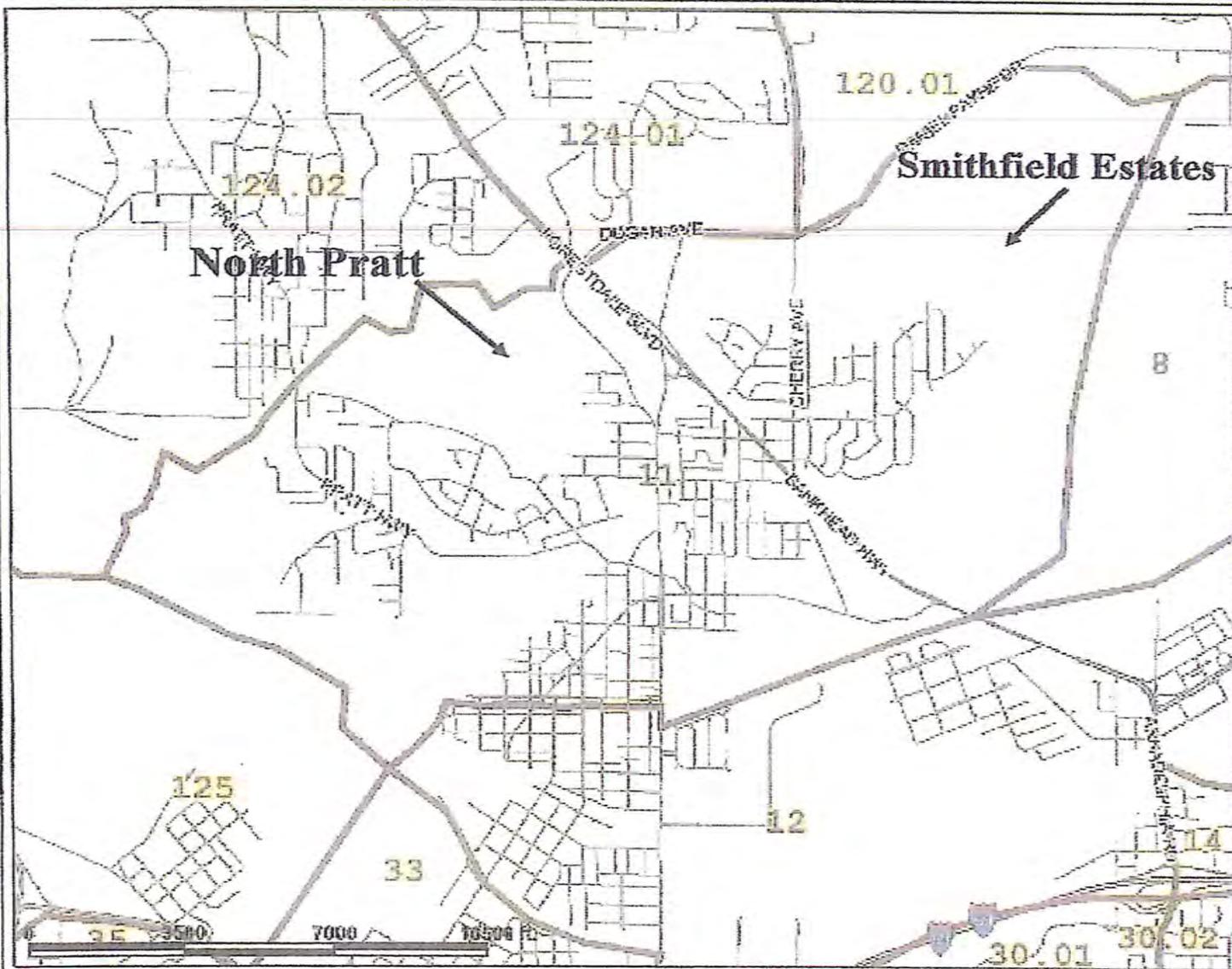
No Comments Received (Round 1)

(Round 2 Pending)

**ATTACHMENT A**

**DETAILED MAPS**

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Legend

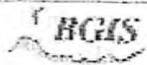
- Floods
- 1 Inland Areas
- PLUM
- US Highway
- State Highway
- County Highway
- Arterial
- Local
- Census Tracts
- City Limits

Census Tract 11

58.5% LMI



Scale: 1:44,164



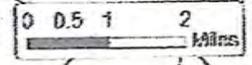
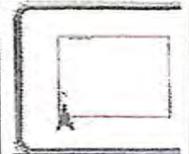
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<http://gisweb.c4mille.birmingham.gov> Map Created: February 1, 2012



# April 27, 2011 Storm Paths

**Legend**

- Dark Orange Shaded Area
- Light Orange Shaded Area
- Dark Blue Shaded Area



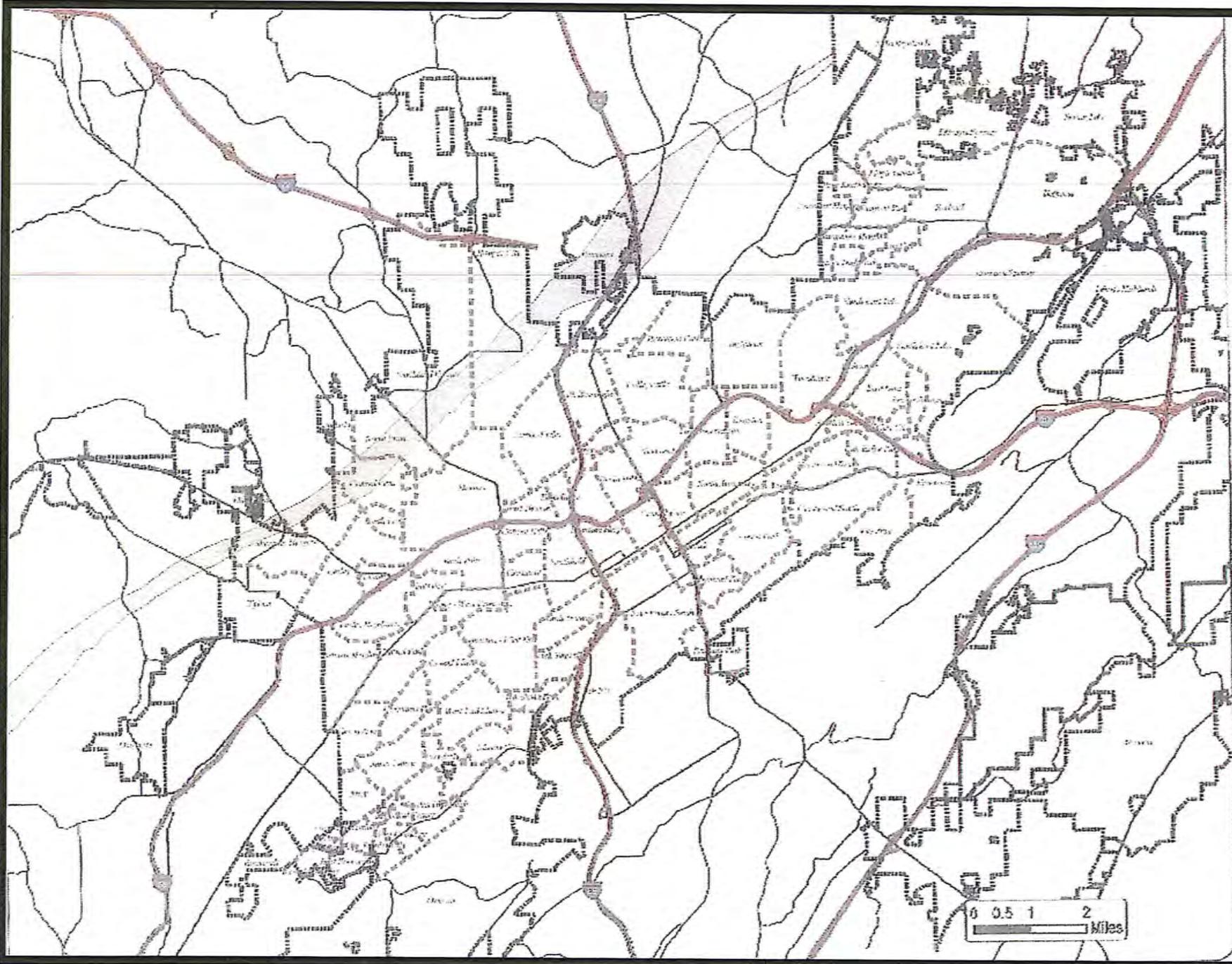
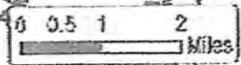
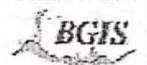
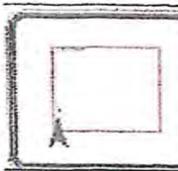
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April 27, 2011  
Storm Path

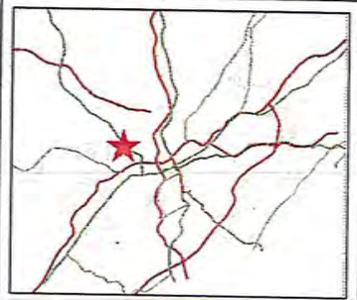
**Legend**

- Major City/County Boundary
- City/County Boundary
- Area with 100% of Impervious
- 10% of Impervious



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City of Raleigh, North Carolina  
Department of Public Works  
Stormwater Management Division  
2011-04-27



**Legend**

- Neighborhood Boundary
- Buildings
- City Limits



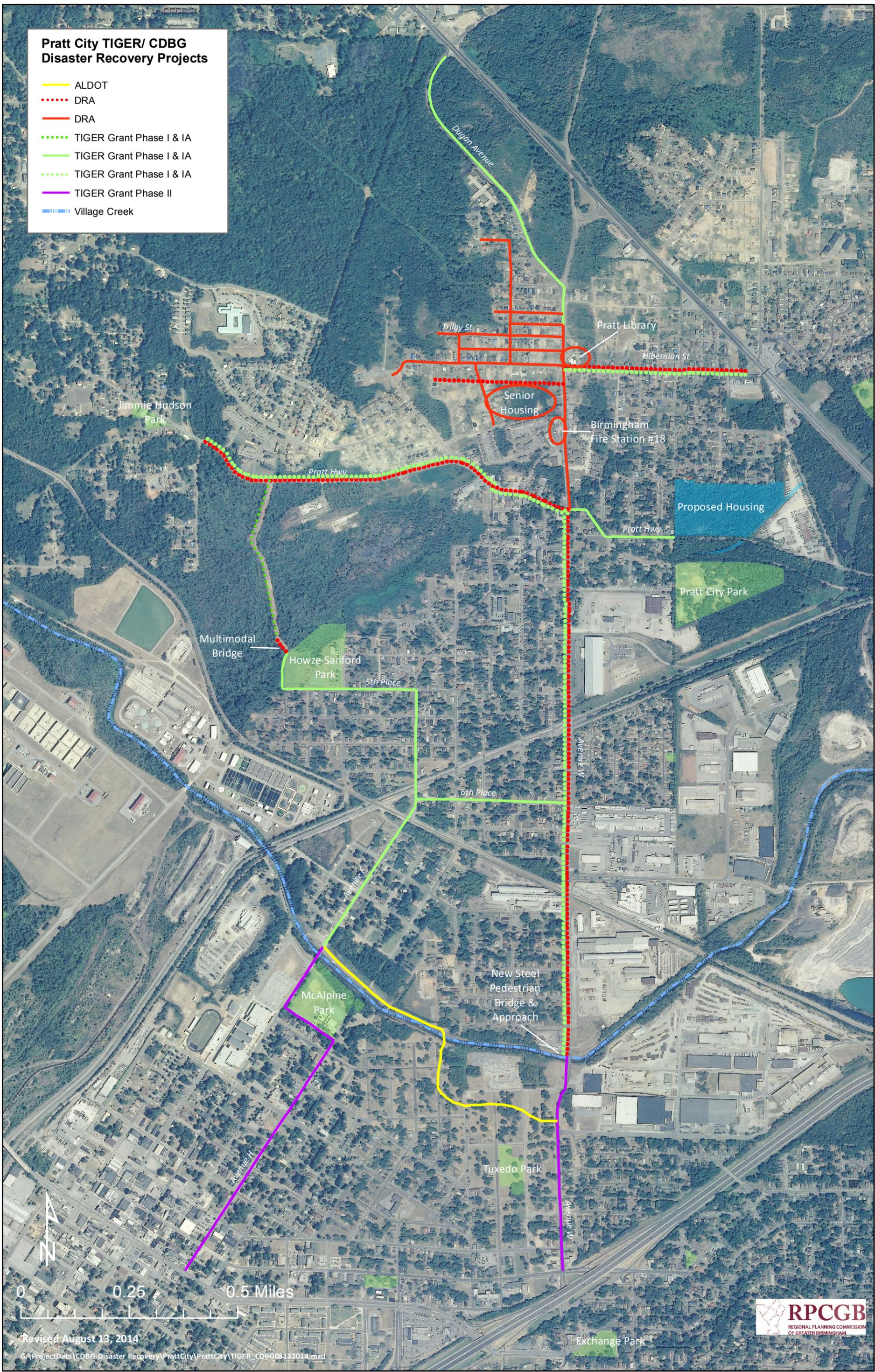
Scale: 1:10,736

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<http://gisweb.informationbirmingham.com> Map Created: August 15, 2013



**Pratt City TIGER/ CDBG  
Disaster Recovery Projects**

- ALDOT
- DRA
- DRA
- - - - - TIGER Grant Phase I & IA
- TIGER Grant Phase I & IA
- TIGER Grant Phase I & IA
- TIGER Grant Phase II
- - - - - Village Creek



Revised August 13, 2014

G:\ProjectData\CDBG-Disaster Recovery\PrattCity\PrattCity\TIGER\_CDBG08132014.mxd

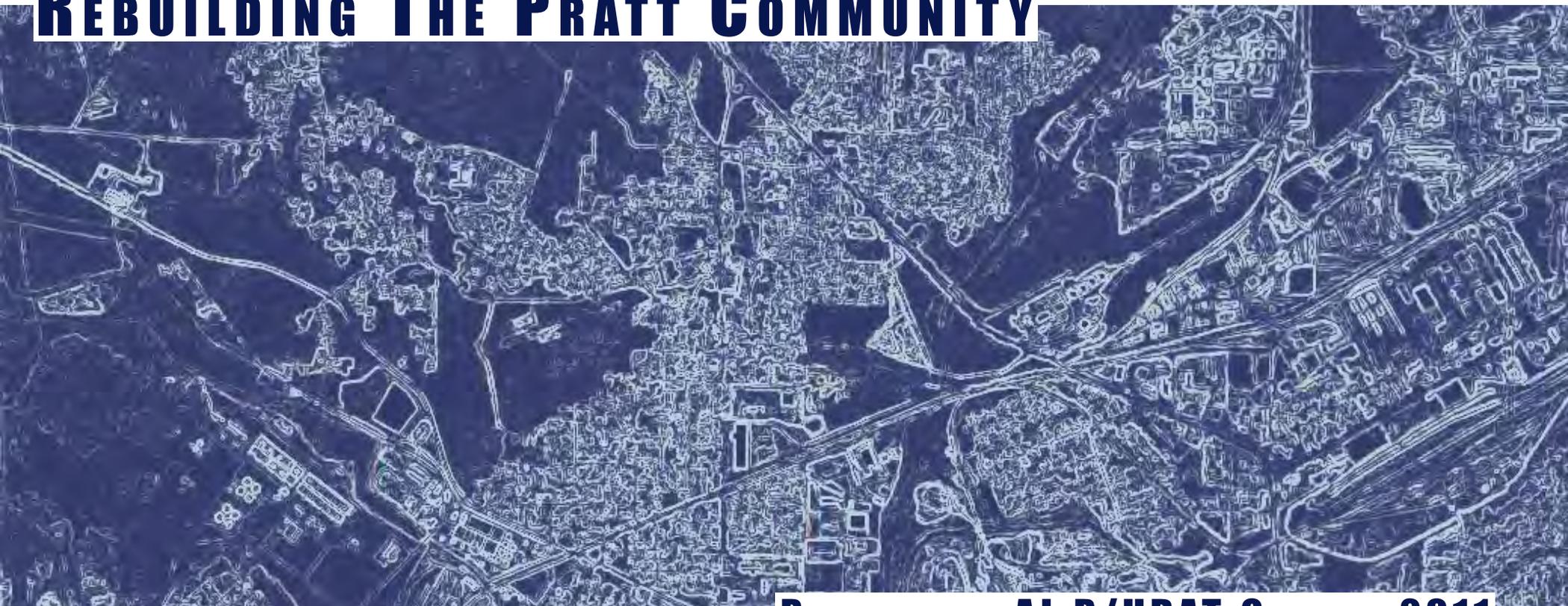


**ATTACHMENT B**

**R/UDAT PLAN**

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# REBUILDING THE PRATT COMMUNITY



**BIRMINGHAM, AL R/UDAT-OCTOBER 2011**

**AIA** Communities by Design   
ENVISION. CREATE. SUSTAIN.



# TABLE OF CONTENTS

BACKGROUND

EXECUTIVE SUMMARY

CONTEXT

PRINCIPLES & VISION

STRATEGIC FRAMEWORK

PHYSICAL FRAMEWORK

IMPLEMENTATION

TEAM ROSTER

ACKNOWLEDGEMENTS

APPENDIX I- THE R/UDAT EVENT



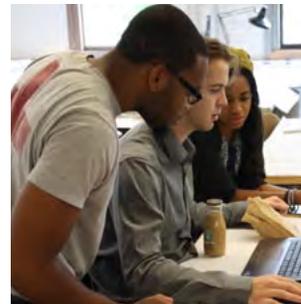
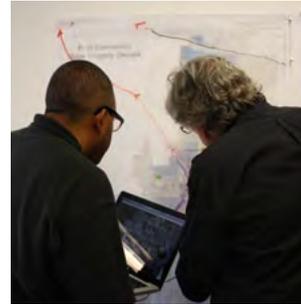
With nearly 300 state and local chapters and over 75,000 members, the American Institute of Architects serves as the voice of the architecture profession and the resource for its members in service to society. The AIA has a 44-year history of public service work. Through the Center for Communities by Design, the AIA has engaged over 500 professionals from more than 30 disciplines, ultimately providing millions of dollars in professional pro bono services to more than 180 communities across the country, and engaging thousands of participants in community-driven planning processes. In 2010, the AIA received the 'Organization of the Year' Award from the International Association for Public Participation (IAP2), recognizing its program impact on communities and contributions to the field.

- **Regional and Urban Design Assistance Teams (R/UDAT):** Created in 1967, the AIA's R/UDAT program pioneered the modern charrette process by combining multi-disciplinary teams in dynamic, multi-day grassroots processes to produce community visions, action plans and recommendations.
- **Sustainable Design Assessment Teams (SDAT):** In 2005, in response to growing interest and concern about local sustainability planning, the AIA launched a companion program to the R/UDAT that allowed the AIA to make a major institutional investment in public service work to assist communities in developing policy frameworks and long term sustainability plans. During the first 6 years of the SDAT program, the Center for Communities by Design has worked with over 50 towns, cities and regions.



The Center's Design Assistance Team programs operate with three guiding principles:

- **Multi-disciplinary Expertise.** Each project is designed as a customized approach to community assistance that incorporates local realities and the unique challenges and assets of each community. As a result, each design assistance team includes a multi-disciplinary focus and a systems approach to assessment and recommendations, incorporating and examining cross-cutting topics and relationships between issues. In order to accomplish this task, the Center forms multi-disciplinary teams that combine a range of disciplines and professions in an integrated assessment and design process.
- **Enhanced Objectivity.** The goal of the design assistance team program is to provide communities with a framework for action. Consequently, each project team is constructed with the goal of bringing an objective perspective to the community that is outside of the normal politics of public discussion. Team members are deliberately selected from geographic regions outside of the host community, and national AIA teams are typically representative of a wide range of community settings. Team members all agree to serve pro bono, and do not engage in business development activity in association with their service. They do not serve a particular client. The team's role is to provide an independent analysis and unencumbered technical advice that serves the public interest.
- **Public Participation.** The AIA has a four-decade tradition of designing community-driven processes that incorporate substantial public input through a multi-faceted format that includes public workshops, small group sessions, stakeholder interviews, formal meetings and presentations. This approach allows the national team to build on the substantial local expertise already present and available within the community and leverage the best existing knowledge available in formulating its recommendations.



**BRINGING R/UDAT TO BIRMINGHAM**

On April 27, 2011, the City of Birmingham, Alabama was struck by an EF- 4 tornado that leveled much of the Pratt Community, and damaged or destroyed over 1,500 structures citywide. In Pratt, almost 500 homes were destroyed or rendered uninhabitable, and over 1,000 residents were displaced. Additionally, important public facilities in the neighborhood, including a fire station and library, were destroyed. The storm was part of the largest outbreak of tornadoes in United States history. From April 25 through 28th, there were 362 recorded tornadoes across the country, including over 312 in a single 24-hour period.

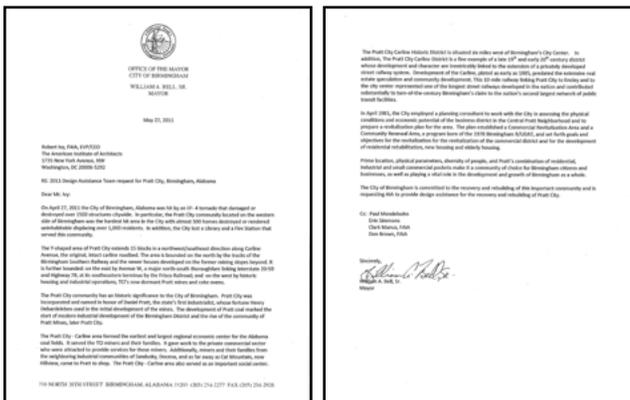
On May 27th, Mayor William Bell sent a letter to the national headquarters of the American Institute of Architects (AIA). The letter stated, “The City of Birmingham is committed

to the recovery and rebuilding of this important community and is requesting AIA to provide design assistance for the recovery and rebuilding of Pratt City.” The AIA accepted the City’s request, and worked with city officials to begin organizing a Regional and Urban Design Assistance Team (R/UDAT) project. A local steering committee was formed, and a draft project scope was developed. In August, Bert Gregory, FAIA, the R/UDAT Team Leader, visited Birmingham to meet with community representatives and city officials. During the visit, the core team toured the area, met with city officials, church leaders and neighborhood representatives, the FEMA Long-Term Recovery Planning Team, local university representatives, and members of AIA Birmingham and the local design community. As a result of this visit, a 9-member national team of experts was formed to assist the community with the formation of a recovery and revitalization strategy for the area.



**BIRMINGHAM'S CONNECTION TO R/UDAT**

The R/UDAT program has a proud tradition involving Birmingham. In 1976, the City invited a R/UDAT team to help devise a neighborhood planning process and series of suggestions around the formation of its neighborhood council system. In 1999, representatives from Birmingham



played a significant role as members of a R/UDAT team that assisted East Nashville following a devastating tornado. Andre Bittas, the City's Director of Planning, was a member of the East Nashville R/UDAT team. The team was led by William Gilchrist, who led Birmingham's planning department at the time. The East Nashville R/UDAT led to the development of a robust revitalization process that ushered in significant new investment and helped build partnerships that returned East Nashville to a vibrant neighborhood. The 2011 R/UDAT experience marks another chapter in Birmingham's long tradition with the program, and the American Institute of Architects is proud to once again bring the program to the city.

#### **A CALL TO ACTION**

The City of Birmingham holds great meaning – not only for its own citizens, but for America. The community is synonymous with the civil rights movement, and is associated with dramatic and far-reaching change. Profound events, both hopeful and tragic, have been associated with Birmingham. Most Americans have read the famous Letter from a Birmingham Jail. They have been taught about the civil rights marches and sit-ins, and the tragic bombing of the 16th Street Baptist Church.

The profound call to action expressed in the great spiritual We Shall Overcome has as much place in the City's contemporary experience as in its past. In the aftermath of the tornado event, the City is once again challenged to find a new narrative that may hold hope and lessons beyond city limits. The residents of Pratt City are already inspiring stronger neighborhood bonds through their support of one another and

their collective community actions. As one neighborhood participant remarked during the process, "We've been down, but Pratt is coming back. It's time to write a new narrative. Community Pride is the biggest thing we need right now."

The R/UDAT team is hopeful that the recommendations contained in this report, and the dialogue and relationships forged during this community process, will make a modest contribution to the community's path forward.



## **EXECUTIVE SUMMARY**

## OVERVIEW

This is the Pratt Community's plan, and their vision.

Throughout an intense four day effort involving over 100 members of the community in Focus Groups, members of the Steering Committee, Advisory Committee, members of the public sector, Mayor Bell and his staff, the Birmingham AIA, FEMA, community leaders, and countless volunteers, the RUDAT team's intent has been to capture the inspiration and pride embodied in this high level, conceptual Greater Pratt community.

## CONTEXT

On April 27, 2011 a massive tornado hit the Pratt Community of Birmingham, Alabama. The human and physical impact was extensive. Lessons from this tragic event provide an opportunity to enhance the Community to become one that is safer, more resilient and with an improved quality of life.

Long before the tornado devastated a large swath of the Pratt City Community, a significant portion of the community's housing stock and economic vitality had been devastated by neglect and under investment. On the one hand, the tornado dramatically increased human misery and instantaneously accelerated the rate of devastation. On the other hand it raised the focus on the community's challenges from background to the foreground. This elevated focus provides a unique opportunity to systematically address the community's structural deficits which account for the

ongoing deterioration while at the same time responding to residential stakeholders who are distressed as a result of the storm.

The Study Area includes the entire Pratt Community; North Pratt, Central Pratt, South Pratt, Smithfield Estates, Sandusky, and Thomas and a portion of the Ensley neighborhood. This area includes the historic Pratt City, Ensley and Thomas neighborhoods. The community has rich social, political and economic histories than in many ways reflect and predict the history of the entire city from the late 19th century thru the mid 20th century. The Pratt Community is an important and distinctive part of the City of Birmingham and offers a variety of employment and housing options for its residents. The people of the Pratt Community are proud of their neighborhoods, and the City of Birmingham is eager to see their community rebuilt better than before.

Pratt City's beginnings can be traced to the purchase of the Red Mountain Iron Mountain Iron and Coal Company in 1872 by industrialist Daniel Pratt. The introduction of mechanization made surface mining profitable relative to underground mining. By the 1950s, coal markets steeply declined forcing most of Alabama's mines to close causing the continuous depopulation of the area. Throughout Pratt's history segregation in Birmingham created an African American community in which all income classes saw a common goal: attainment of basic civil rights, equal opportunity, and freedom of choice. The historic sites in Pratt not only illustrate the mining history, but also illustrate important sites where the American Civil Rights Movement was

birthed. This history should be celebrated, not neglected and allowed to die with the passing of the older generation of African Americans who were engaged in its social and industrial history.

At the request of the Mayor of Birmingham, this RUDAT report addresses the issues associated with the tornado's impact, but also for a framework plan and broader strategies for the Pratt Community. One cannot prevent natural disasters, but their destructive impact can be mitigated if we plan for and build communities that are equitable, sustainable and healthy, improving the quality of life for its residents.

## **PRINCIPLES AND VISION**

### ***Guiding Principles***

- Mitigate Damage from future natural disasters.
- Accept that political capital will be necessary to ensure the implementation of proposed recommendations.
- Adhere to the Triple Bottom Line core values of People, Planet & Prosperity.

### ***Vision Statement: Create a new narrative for the Pratt Community***

- A Caring Community
- Promotes Health and Well-being
- A Leadership Community
- The Place to Be

## **STRATEGIC FRAMEWORK: HEALTH, SAFETY & QUALITY OF LIFE**

The Pratt City Community, both historically and today, faces disparities in poverty, education, environmental hazards, and health issues. The April tornado put additional stress on the community. Focusing on community health and quality of life, provides a unique benefit for the new Pratt City Community. Among other things it may serve as model of the way in which other communities in Birmingham may be transformed. Health is being used in cutting edge communities around the country to measure quality of life, understand needs, build partnerships, and measure success. Improved safety is critical to plan for future disasters including climate change events. Beyond this primary need, enhanced quality of life will attract and retain a broad range of residents, businesses, and institutions. Using a health approach is an important opportunity to attract partners, set best practices for the city and the region, and position the redevelopment for access to specifically targeted funding sources.

Based on existing health assessments and data, observation, and meetings with neighborhood leaders, community members and stakeholders, we have conducted a rapid Health Impact Assessment and established preliminary priority issues:

1. Safety;
2. Healthy Housing;
3. Improved Physical and Mental Health;
4. Jobs, Education, and Poverty;
5. Obesity; and 6. Environmental hazards.

We believe that health, safety and quality of life are the primary themes that should drive interventions in the Pratt Community. We believe that strategies which

address or inform the physical, economic, and strategic frameworks recommended in this report should be seen thru the lenses of health safety and quality of life. All strategies for the Pratt City Community must address pre-existing priorities, post-disaster conditions, and mitigate future disasters. Implementation will rely on community engagement and forming of effective partnerships. A key next step is to form a Healthy Community Working Action Team to coordinate and implement these recommendations that reports to the Greater Pratt Partnership, along with a Disaster and Resilience Partnership and Information and a Human Resource Partnership.

#### **STRATEGIC FRAMEWORK: ECONOMIC DEVELOPMENT**

Given its rich industrial history, Pratt has key economic assets to build upon. The opportunity is to leverage these assets, and other latent resources to define an economic development plan that can support the current and future needs of the Pratt community.

Utilizing the Birmingham Business Alliance Blueprint strategy, the RUDAT team identified the clusters that can support Growth (Transportation and Logistics and Health Services), Retention (Manufacturing) and New Opportunities (Tourism) within the Pratt community. In addition we identified opportunities unique for the Pratt community, Local Retail, and Entrepreneurship. Throughout the recommendations, we are consistently focused on ways to link residents to jobs, strengthen the business base and grow wealth in the community.

#### **PHYSICAL FRAMEWORK- URBAN DESIGN & ARCHITECTURE**

The Greater Pratt Community is made up of a number of walkable scaled Neighborhoods, each with its own character and Community and each with many great physical assets. In some cases these assets are hidden in plain or have deteriorated over time. There are many tremendous historic assets in the community, rich with history and of high architectural merit. The Design strategy celebrates these historic assets.

The Pratt Community Design primary thesis is that “the nature and legibility of urban form, the buildings as well as the public spaces of streets, parks and other open spaces, contribute to and determine the quality of life within the community”. When executed effectively, it creates a place where people will want to which people will want to travel and stay.

The Design strategy identifies, reinforces and supplements these assets and establishes a coherent and legible spatial structure for the community by tying the existing neighborhoods, historic places and structures, open spaces and nodes of activity together.

The urban design plan for the recovery and long term revitalization of the greater Pratt Community is intended as a guide to the investment of resources over a long period of time and will assure that short term as well as long term efforts will ultimately

contribute to a more livable, safer, more efficient and more beautiful place for the current and future residents of the community.

### **PHYSICAL FRAMEWORK: LANDSCAPE AND ECOLOGY**

Pratt City remains a unique area rich in natural and cultural heritage. The place and the people matter to the future of the city and the region. The response to the tornado aftermath offers an opportunity to focus resources in ways that reflect and extend community values. Many ongoing efforts, as well as the legacy of long standing plans offer pathways to re-stitching this neighborhood back together. Simultaneously there are parallel opportunities to think more comprehensively, and see rebuilding as a means to reposition the Pratt City neighborhood to be more sustainable, competitive, and vibrant than it ever was in the past. From its inception, the community, its past was indicative of the wrongs of environmental injustice. While honoring this sometimes lurid past, there is clear potential to apply contemporary thinking informed by national best-practices, to allow Pratt City to become a sustainable living innovator in the region, and a national metaphor for change for the environmental justice community.

Weaving landscape and ecological enhancement opportunities in this mix can provide immediate benefits; from addressing vacant land before rebuilding comes, to enabling healthy food, or bio-remediation where required and providing a natural system of stormwater management. In the long-term, careful consideration of the landscape can produce connected systems of gathering spaces and movement corridors that

enhance neighborhood stability, and attract private development interest. And along the way, create many opportunities to address health, entrepreneurship, and skills-development through the rebuilding of one's own community.

The proposed strategy grows out of community concerns such as: Protecting water quality and supply; Addressing Area Flooding; Addressing Vacant Land; Expanding Parks, Creating Open Space and Community Facilities; Creating Greenways and Trails; Increasing Walkability; and Increasing Access to Healthy Food.

Recommendations outline strategies to: Redefine the Olmsted Park System Plan; Turn Vacant Land into an Asset; Plant Trees; Create a Pratt City "Greenprint"; Support the Village Creek Greenway and Create a Pratt City Heritage Trail; Create Flexible Public Spaces; Pursue Low Impact Development and Retrofit Guidelines; Make Healthy Streets; Grow and Eat Healthy Food; and Assess Ecological Risks.

### **PHYSICAL FRAMEWORK: INFRASTRUCTURE, ENERGY & WATER**

Compact, complete and connected neighborhoods are essential elements in effective sustainability and healthy neighborhood strategies. Walkable neighborhoods that have homes and businesses in close proximity to each other and that are connected by high frequency transit should be a long term goal of the Pratt Community.

A safe Pratt Community is essential, and as Pratt moves forward, it is suggested that a robust Disaster Resilience strategy be developed. This would include a community

shelter strategy that leverages the FEMA funding to design and construct multiple use facilities that can be utilized for programmed activities year round. In addition, all new construction should incorporate safe rooms for occupants.

It is recommended that the Pratt Community undertake a Greater Pratt EcoDistrict initiative. An EcoDistrict is a robust and integrated strategy that organizes the community around initiatives that will fulfill Pratt's Triple Bottom Line goals. This initiative should be aligned with the Architecture 2030 Challenge goals in order to create a high performance and efficient neighborhood, reducing long term energy costs to the Pratt Community. A comprehensive water efficiency strategy should also be a high priority to reduce the costs to the community.

The innovative quality of a Greater Pratt EcoDistrict / Architecture 2030 Partnership can become the model of sustainability for all of Birmingham and the region.

#### **PHYSICAL FRAMEWORK: MOBILITY**

The mobility vision for the Pratt Community is based on a "new narrative" that reshapes the existing mobility infrastructure from a single-use, auto-oriented system, into a multimodal strategy that takes back the community's streets.

The community's identified needs and issues have informed the redirection and identification of key opportunities to create a Livable Mobility Framework for the future. This new Livable Mobility Framework establishes a set of street types that reflect

the range of roles and functions of key corridors. These new street types integrate a "complete street" approach which says that every street should be designed for a complete range of mobility users (pedestrians, cyclists, transit) in addition to the automobile.

#### **PHYSICAL FRAMEWORK: HOUSING & MIXED USE DEVELOPMENT**

Reinvestment in Pratt Community housing, in the context of improved physical infrastructure and a reassessment of what the community offers, offers a window for wider Birmingham to look at itself and harvest these new methodologies for use throughout other challenged communities. Perhaps the Pratt Community housing initiative can pave the way for stemming Birmingham's historic population loss and changing the image of the entire city. Though the Pratt Community housing initiative's primary ambition is to address the housing deficit in Pratt, there is a potential for a much wider impact.

The housing segment of the report looks at defines some specific archetypes and financial strategies, proven in other communities for addressing the housing needs of under invested urban populations. The fundamental assumption is the housing will be built and rebuilt using an assortment of existing financial instruments, creatively assembled to address the special needs of this community. Given that there was no special federal legislation approved to address this environmental disaster, we are limited to using the standard tools in hand, but differently. Using these standard tools available immediately, the housing demonstrates that the community can

build housing that is green and affordable to the entire body of stakeholders in the Pratt Community. Home ownership and rental opportunities can be provided for households that earn between 27% and 88% of the AMI (Area Median Income).

From the elderly uninsured to very low income working families to moderate income working families and entrepreneurs, the housing segment of this report identifies a strategy for reinvesting to create a green and inclusive community for all. The most critical element for assuring that the housing vision suggested in this report is realized is the establishment of an effective public private partnership that can facilitate and enable effective reinvestment in the community.

#### **GREATER PRATT PARTNERSHIP**

Changing the Narrative: There are arrays of strategies that may be deployed to start the process of changing the narratives. The most important of these strategies is the formation of partnerships which create new stakeholders and empower existing stakeholders. These new partnerships will be enabling mechanisms developed to channel both internal and external resources into problem solving. The partnerships should be Public Private Partnerships which leverage the assets of the public sector, the private sector and the community to do what none of the parties to the partnership could not do alone. In some cases, the partnerships may already exist whose missions may be tailored to meet the objectives which will follow. Local leadership will need to make determinations of the capacity and fitness for existing not for profit organization to serve these partnership functions. In cases in which there is a fitness or capacity deficit, the community stakeholders must commit to forming new partnerships.

Community leadership must decide whether the various partnership functions are formed under a single banner or whether there will be separate partnerships for each of the functional partnership services listed below. There may be no right or wrong answer, but the answer should be based on serious assessment of capacity and commitment of existing stakeholders, as well as to ensure nothing at all falls through gaps between entities.

Implementation is the core of all planning efforts. Without implementation, results cannot be achieved. Therefore, it is imperative that an implementing structure is identified at the onset of this effort to both manage the strategy development process and its execution.

We recommend the formation of a Greater Pratt Partnership that would consist of critical stakeholders who are able to build consensus, secure resources and have a proven record of getting things done. The composition of this group should include private sector stakeholders such as US Steel, public sector stakeholders such as the City and non-profits such as neighborhood associations and churches. The size of this group should be kept to a minimum (e.g., 5-7 members) in order to be focused and effective.

The mission of this entity would be to define and implement initiatives focused on rebuilding the Greater Pratt community to be a sustainable community. A sample of the type of activities this group would work on includes:

- Development of a Greater Pratt vision, Neighborhood Strategic Plan, and micro-economic plan that would align with the City's comprehensive plan (see below for further information on the micro plan components)
- Aggregator of funding which means they would work with various partners to secure and combine funding from multiple sources to be used for the plan
- Act as the single point of contact and accountability for this effort, which means while this group doesn't in most case directly execute the plan, they will be held responsible for effectively managing the various organizations and working action teams that will implement certain aspects of the plan
- For example, an action team may be created in the Health area to conduct research and identify funding for the Community Health center. The Greater Pratt Partnership will be responsible for overseeing the work activities of this action team to make sure milestones are being achieved as planned.
- Prepare land for development which means this group would work with the appropriate stakeholders such as the City to remediate vacant land and market to developers for developments that align with the plan
- Lead and coordinate the Greater Pratt EcoDistrict / Architecture 2030 Partnership.
- Create and lead the Information & Human Resource Partnership whose primary business is changing the Pratt Community narrative.
- Form the Disaster Resilience Partnership to be the single entity responsible to develop a strategic plan related to human safety, immediate and long term disaster response, provide leadership and coordination among other response entities, identify gaps between agencies and community service organizations, and ensure no gaps remain in the disaster response.
- Create a Health Research Working Action Team (WAT) should be formed as a public private partnership to promote a healthy Greater Pratt Community.

- Lead and coordinate a Greater Pratt Historic Resources Preservation Partnership to coordinate district scale preservation and maintenance efforts, including the maintenance of Historic District building facades and envelopes to ensure continued preservation.
- Manage progress against a defined project plan which includes milestones and a budget
- Define success measures and report its progress

The detailed explanation of functions and responsibilities is included in the following sections of this report. We recommend that the Greater Pratt Partnership is formed immediately and is on the ground within the next 2-3 months.

## **THE GREATER PRATT COMMUNITY**

This Plan represents the enhancement of the Pratt Community's goals, and their vision. Each member of the community, in concert with broader community members across the region, will need to work together in partnerships for the benefit of the whole to accomplish the vision outlined in the community's plan. The plan represents the inspirational vision of Pratt's citizens for a better quality of life for generations and an exciting change in the narrative.



## CONTEXT

## REGIONAL CONTEXT

The City of Birmingham is the largest city in Alabama with a population currently estimated at 242,820, and a metro population of 1,079,089. Nestled at the foothills of the beautiful Appalachian Mountains at the cross-section of two major railroads, the city was once the primary industrial center of the southern United States. The city has excellent access to the interstate highway system and a quality regional airport.

Birmingham sits within Jefferson County, and while the greater Birmingham area has seen a population increase and is expected to grow, Birmingham proper has been losing population, as has the RUDAT study area; the Pratt Community. Investments by the City to improve the quality of life and promote city population growth are underway, such as the new Railroad Park in downtown Birmingham.

There are many strong employers in the area, such as The University of Alabama at Birmingham (UAB) Health System, Alabama Power, and the American Cast Iron Pipe Company, as well as community love of the arts as represented by Birmingham Museum of Art, Birmingham Opera, and the Alabama Symphony Orchestra. A strong respect for the importance of design is evident in the quality of the building stock throughout Birmingham and there is a respect for history represented by the many designated historic landmarks and districts in the city. The area Metropolitan Planning Organization is The Regional Planning Commission of Greater Birmingham, which includes Blount, Chilton, Jefferson, Shelby, St. Clair and Walker Counties.



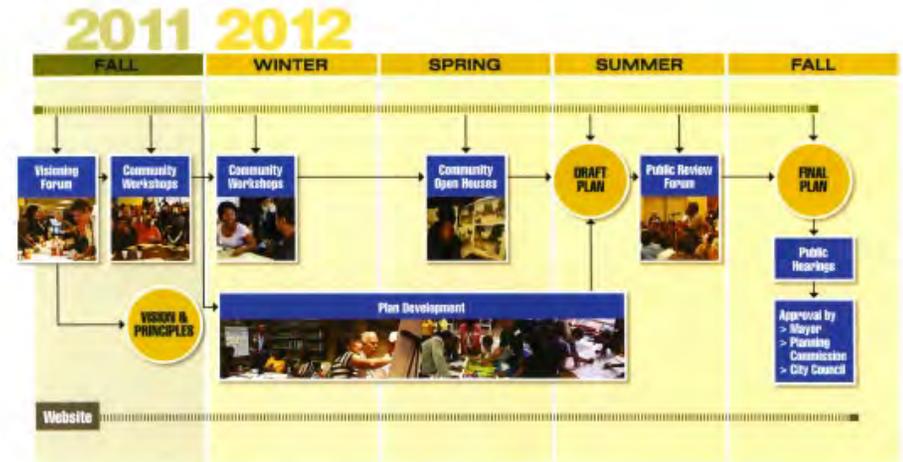
The Pratt Community is an important and distinctive part of the City of Birmingham, which offers a variety of employment and housing options for its residents. The people of the Pratt Community exhibit much pride in their neighborhoods, and the City of Birmingham is eager to see this community rebuilt better than it was before.

In April 1981, the City employed a planning consultant to assess the physical conditions and economic potential of the business district in the Central Pratt Neighborhood and prepare a revitalization plan for the area. The plan established a Commercial Revitalization Area and a Community Renewal Area, a program born of the 1978 Birmingham R/UDAT. The plan also set forth goals and objectives for the revitalization of the commercial district and for rehabilitation of existing residential structures and the development of new housing and elderly housing.

(See Exhibit: 1981 Planning Study)

In the fall of 2011, Birmingham officials gave final approval to create what would be the first citywide plan for growth and development in nearly 50 years. The City of Birmingham has hired a team led by Goody, Clancy & Associates, a Boston-based architecture and planning firm, to develop the comprehensive plan. This work is expected to take 18 months and will define the city's vision for the future with a set of principles to guide the plan, linking the vision and principles to overall goals and policies, and recommending strategies and a detailed action plan for achieving the goals and the vision. Among other things, the plan will set parameters for zoning and land use throughout Birmingham for the next 20 years. This RUDAT Plan should inform the new Comprehensive Plan, just as the Comprehensive Plan should inform the Greater Pratt Community strategy.

Birmingham Comprehensive Plan Timeline



## THE PRATT COMMUNITY IN CONTEXT

The Study Area includes the entire Pratt Community; North Pratt, Central Pratt, South Pratt, Smithfield Estates, Sandusky, and Thomas and a portion of the Ensley neighborhood. This area includes the historic Pratt City, Ensley and Thomas neighborhoods and is rich in history. Born in the aftermath of the Civil War, these communities emerged from the vision and ambition of two men: Daniel Pratt and Enoch Ensley. The importance of these Birmingham communities rests not only in their role as forerunners of an industrializing South in the 1800s. Rather the importance of these communities spread far and wide, providing the fuel (coal) and the raw materials (iron and steel) for an industrializing country and world.

In the case of Pratt City, its beginnings can be traced to the purchase of the Red Mountain Iron Mountain Iron and Coal Company at Oxmoor in 1872 by industrialist Daniel Pratt and his son-in-law Henry F. DeBardeleben. In the years after the Civil War, much effort went into rebuilding Alabama's industries. Coal mining, while an established industry, remained dormant until the mid-1870s due to the relatively high cost of local production. Pratt and other entrepreneurs realized that they could not compete with the production of iron in the north especially with the increasing depletion of the local coal fields.

Demand increased when the Louisville and Nashville Railroad (L&N) completed construction of a line connecting the Alabama River at Montgomery with the

Tennessee River at Decatur. Railroad management hoped to link Red Mountain iron ore with the coal from the fields surrounding Cahaba (the seat of the first permanent state capital of Alabama) to promote iron production. Though transportation access improved, coal production remained expensive.



Through the innovative use of coke (a by-product created when coal is baked for 48 to 72 hours at high temperatures), the Eureka Mining and Transportation Company of Alabama reduced the consumption of coal along with expanding iron output. This discovery positioned Alabama to take advantage of the "Pig Iron Boom" beginning in 1880 and ending approximately in 1900. Those years saw Alabama's share of iron production average over eight percent of national output.

Similar to Pratt and his son-in-law, Enoch Ensley saw vast potential in the Alabama coal fields. A wealthy planter from Tennessee, Ensley acquired over 4000 acres of land in west Birmingham adjacent to Pratt's coal seam starting in 1880. Ensley established the preconditions of a modern city by laying out streets on a grid complete with a sewage system. Slow to grow and develop at first, Ensley boomed as the iron market heated up in the 1900's. The town attracted a labor force composed of Greeks, Irish and Jewish workers coming to find work.

Daniel Pratt died in 1873 but his son-in-law, DeBardeleben, formed the Pratt Coal and Coke Company in 1878. Along with several investors, he opened several slopes to transport coal and built the Birmingham & Pratt Mines Railroad to transport the coking coal to the furnaces located in Birmingham District. These mines would feed the Birmingham iron industry and eventually spawn the development of the mining community known as Pratt City.

### **Company Towns**

Success births success and imitation. That best describes the coal industry in Birmingham in the early to mid-part of the Twentieth century. As coal and coke production increased, mining companies constructed housing and other amenities. The ubiquitous company store provided a central place for workers, but the stores also applied their own tax at each pay period for company services (etc. rent for company housing, clothes, food) in the process keeping near poverty.



While the coal mines in Birmingham attracted a diverse workforce, the work and living conditions were segregated and unequal. The 1890 U.S. Census documents that African Americans comprised 46.2 percent of the mining population. Native-born white miners comprised 34.9 percent, and 18.7 percent consisted primarily of Southern and Eastern European immigrants. The mine companies provided separate neighborhoods for the different ethnic and racial groups. The companies did pay the same wages to the miners for equal work and enduring the same risks. This was little consolation to the workers given that the mining companies continued to use race to bait and keep their workforce divided.

### **Inequality Codified in the Built Environment**

Coal was in high demand through World War I and World War II. Work in Birmingham's mines was plentiful. For African Americans, the working conditions, while terrible, were at least shared by other ethnic groups working in the mines. However, the advent of "Jim Crow" laws was not shared. These laws, meant to separate the races in public places, eventually found their way into Birmingham's zoning laws in 1923. The laws codified established custom, but like other places in the United States, this codification greatly restricted opportunities for African Americans in Birmingham. The negatives are well known: segregation through zoning limited access to schools, as a matter of choice, mortgaging financing, and public investment in infrastructure that would later reduce resilience to natural disaster.

As noxious as racial zoning was in Birmingham and other places, there is little doubt that it created an African American community in which various income classes saw a common goal: attainment of basic rights to choice and opportunity. Enforced segregation also encouraged a vibrant culture of music, the arts and intellectual pursuits that still elicits pride in Birmingham's African American community. The sum total was a Birmingham community that nurtured the Civil Rights movement and formed the epicenter of some of the saddest moments in the struggle for African-American Dignity.

### **The Twilight of Two Industries**

The introduction of mechanization made surface mining profitable relative to underground mining. By the 1950s, coal markets steeply declined, forcing most of Alabama's mines to close. The Steel industry held on through the 1950s to the 1970s, when foreign competition also forced the last major furnace, Sloss Furnace, to close. Sloss found new life as a National Historic Monument in 1982. Though Alabama's civic infrastructure had begun to adjust to life without the coal and steel industries, the impact on the African-American community was significant. Restricted in educational choices, work in the coal and steel industry offered a living to those with limited schooling. Without jobs, the natural physical and spiritual decay that long-term unemployment exacts began to manifest itself in the form of blight.

## Civil Rights and the Struggle for Community

Public policy continued to work against Birmingham's African American community in the Post World War II era. Passage of the National Housing Act and the Federal-Aid Highway Act of 1956 created threats to the strength of communities such as Pratt City, Thomas and Ensley. The Highway Act resulted in the dual outcome of hastening Black middle class flight from Ensley as residents sought better housing and increasing the percentage black in greater Birmingham as a result of white flight. The National Housing Act provided a new tool, leveling communities designated as blighted, to those trying to manage and circumscribe the growth of Birmingham's African American population. The 1950s saw a series of battles that pitted the African American community against Birmingham's housing authority trying to stem arbitrary relocation of black households. These battles became part of the landscape presaging the flowering of the struggle for Civil Rights, not only in Birmingham but in the entire state of Alabama. Land use and land tenure in Birmingham remains tightly wrapped in the politics of race, even with the hard won battles waged by Dr. Martin Luther King, Jr., and other Civil Rights leaders in the 1950s and 60s. Now the question of race has shifted to the region where the challenges centers on managing a predominantly African American city with significant poverty in the middle of a region that is growing and prosperous.



## **Vulnerable Communities**

The fact that African-American communities such as the ones located in the study area are vulnerable because of high rates of poverty is problematic. Potential human resources are not getting due attention, creating a cumulative waste and drain of resources. However, poverty and lack of attention to economically vulnerable communities is further exacerbated by the risk of natural disaster. The communities in the study area constantly live under such a cloud.

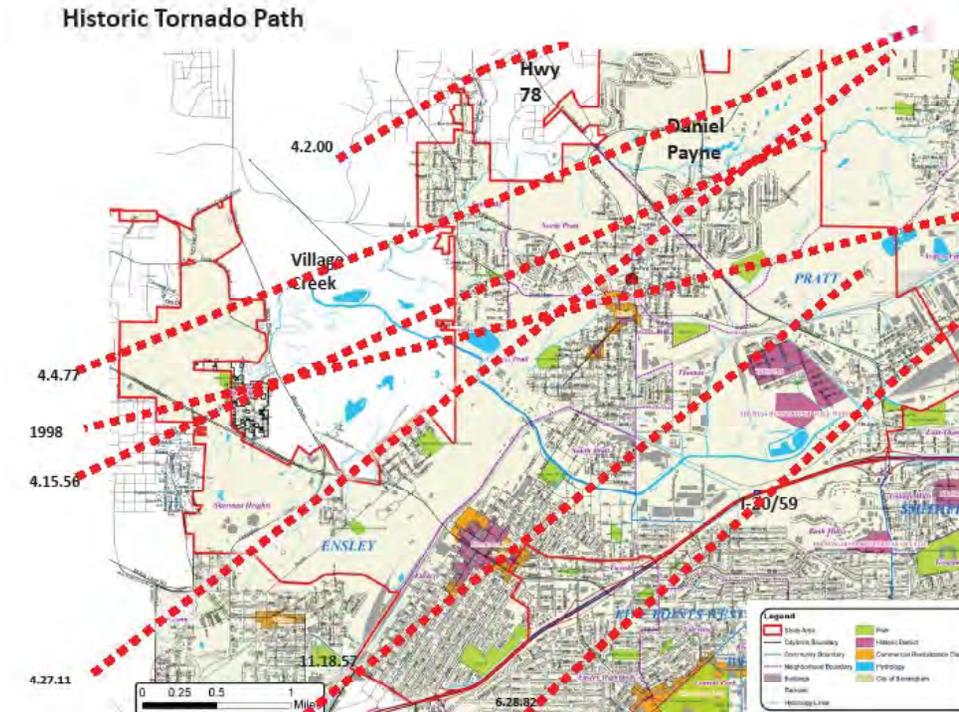
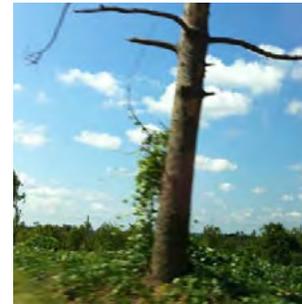
Pratt City, which suffered the most extensive damage resulting from the tornado of April 27, 2011, is no stranger to the destruction brought by swirling winds. Tornadoes hitting the so-called “Dixie Alley” have been increasing over the last thirty years. The last big system caused great destruction in Pratt City in 1998. The human toll from these natural disasters is both tragic and immediate, and has long lasting personal and community implications. The monetary toll from these tornadoes is quite extensive.

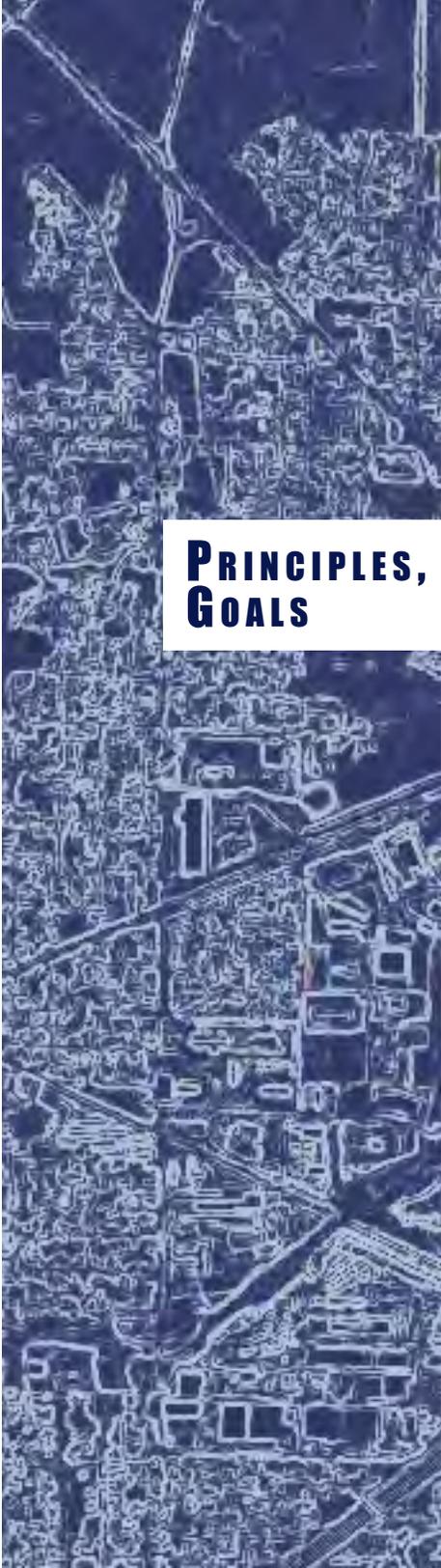
The central thrust of this report is that economic vulnerability and risk from natural disaster are closely linked. One cannot prevent natural disasters, but their destructive impact can be mitigated if we plan for and build communities that are equitable, sustainable and healthy. The rest of this report presents in detail a multi-disciplinary analysis and recommendation of actions that the community can pursue to create a set of resilient neighborhoods in the study area.



**APRIL 27, 2011**

On April 27, 2011 the City of Birmingham, Alabama was hit by an EF-4 tornado that damaged or destroyed over 1500 structures citywide. The Pratt Community located on the western side of Birmingham was the hardest hit area in the City with almost 500 homes destroyed or rendered uninhabitable displacing over 1,000 residents. In addition to the tragic impact on human lives, the City lost a Library and a Fire Station that were important components of this community.



An aerial photograph of a city or town, overlaid with a white line-art filter that highlights the outlines of buildings, streets, and other structures. The background is a solid blue color.

## **PRINCIPLES, VISION & GOALS**

## PRINCIPLES & VISION

### Guiding Principles

Mitigate Damage from future natural disasters.

Accept that political capital will be necessary to ensure the implementation of proposed recommendations.

Adhere to the Triple Bottom Line core values of People, Planet & Prosperity.

- **People/Social** - Appreciate the uniqueness, history and social character of the Pratt Community. Propose solutions that nurture a community that affords its residents the pursuit of health and wellbeing, values their quality of life, and recognizes the dignity of every human being.

- **Planet/Environment** – Recognize the benefit of the natural environment. Recommend goals to reduce the environmental impact of the Pratt Community by managing its energy consumption, use of non-renewables, waste output, and waste disposal.

- **Economic** – Successful businesses are essential to a sustainable society. Advocate a view of prosperity where ecological, and social concerns are considered alongside financial profit as a measure of economic success. Seek recommendations leading to an environment where value, created by local commerce, benefits both the business community and the Pratt Community.

## VISION STATEMENT

Create a new narrative for the Pratt Community:

- **A Caring Community**

- Inclusive
- Attracts New Stakeholders
- Empowers its residents and stakeholders
- Promotes health and well-being

- **A Leadership Community**

- Reliant on its own resources
- Resilient and Safe for future disasters
- Adapted to Climate Change
- Attracts New Investment
- Creates New Businesses
- Environmentally sustainable

- **The Place to Be**

- Rich Social, Industrial and Architectural Histories
- Enhanced Quality of Life & Amenity
- A Connected Walkable Community
- A Growing Community

An aerial photograph of a city, likely New York City, showing a dense grid of streets and buildings. A white rectangular box is superimposed over the center of the image, containing the text 'STRATEGIC FRAMEWORK' in a bold, dark blue, sans-serif font. The background image is a high-contrast, blue-toned aerial view of the city's layout.

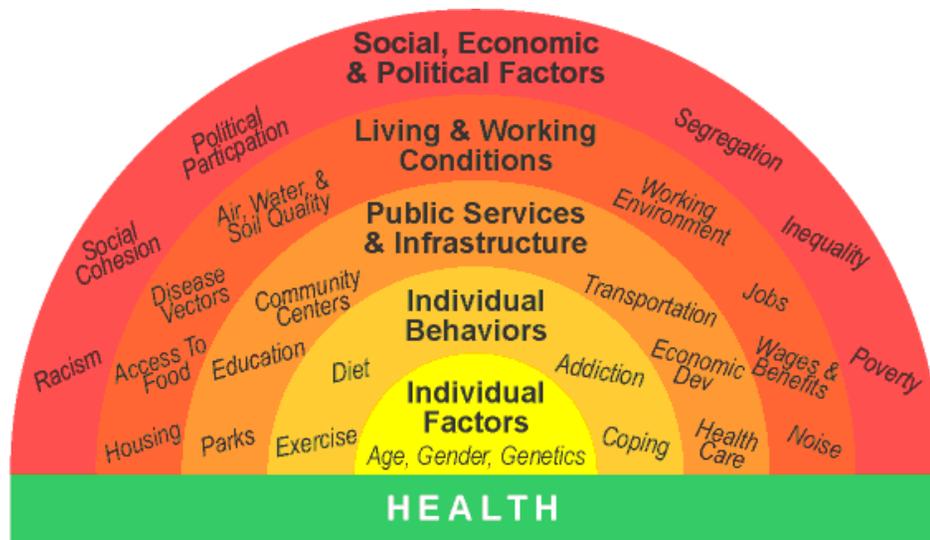
## **STRATEGIC FRAMEWORK**

## Health, Safety, and Quality of Life

### BACKGROUND

We know that the current conditions in the Pratt Community are creating a negative narrative. The April tornado exacerbated the poor existing conditions of declining population, high vacancy, environmental hazards, and significant poverty and unemployment. After this disaster, the community is facing new challenges – displaced residents and need for housing, physical storm damage to buildings, infrastructure, and trees, and emotional and post-traumatic stress related to this event.

Key to the success of this revitalization effort is the framing of new narrative – one that speaks of safety and quality of life. This is important to draw investment to the community – individual; government, non-profit, and private investment rely on this



Non-health policies of land use, infrastructure, transportation, education, and economics account for 60-70% of contributing factors to health (physical, mental, and community health). Source: Human Impact Partners.

vision of a better future. Health, encompassing individual physical health, mental health, and community health, is a common language and a measure that is being used around the country to describe the attainment of safety and quality of life. Because “non-health” policies of land use, infrastructure, transportation, education, and economics account for 60-70% of contributing factors to health, safety, and well-being, the policy and physical strategies that will guide the revitalization of the Pratt City Community provide a significant opportunity.

### A NEW NARRATIVE: POSITION PRATT CITY COMMUNITY AS ONE OF HEALTH, SAFETY, WELL-BEING, QUALITY OF LIFE.

1. **A unique benefit of the Pratt Community:** Create a **model, innovative community**. Opportunity for research with UAB and CDC and to set best practices in the city and the region, particularly with the history of disinvestment in this primarily African-American community.
2. **Enhances quality of life:** Attraction to and branding for the community for a broad range of people (seniors, families, etc)
3. **Funding and Partners:** Builds off of existing research and funding; positions for new funding specifically available for health issues; opens potential partnerships. Seek key issues that align with existing and new funding priorities (i.e.: Jefferson County CDC Grant: Obesity – Healthy Food Access, Walkability).
4. **Health is an Overall theme:** Health, safety and quality of life issues need to inform the physical, economic, and strategic frameworks.

Using the lens of health and safety is an important tool to:

- Understand specific Pratt Community needs;
- Build participation amongst community groups;
- Encourage partnerships to support program and project activities,;
- Position Pratt Community for specific funding sources. It can also help to attract a broad base of residents.

Health is a way to show we are working toward an innovative, model community. To be successful in using this health approach to attract interest, investments, and partnerships to the Pratt Community, the following key points are essential:

**1. Use a fact-based approach.** “Do the math” to determine the key needs and create the rationale to establish need and opportunity. Use Health indicators as a comprehensive measure of quality of life and a way to advocate for revitalization.

**2. Show that decision-making is informed by these facts.** Use health indicators and health impact assessments to set policies, make investment decisions, and position for funding. Include land use, transportation, economic, and community development policies. Consider Health Impact Assessments as part of decision-making for near, mid, and long term planning.

**3. Use health indicators to measure success against established targets and goals.**

All strategies for the Pratt Community must address past or pre-existing priorities, and post-disaster conditions, and while also planning for future disasters.

## PRATT COMMUNITY HEALTH INDICATORS

There are existing assessments in place, including the Jefferson County: Our Community Roadmap to Health (2006, updated in 2009), a recent Grocery Gap study completed by Social Compact and associated Food Desert Study (in the Appendix), and updated census and other demographic data that has been compiled as part of the City Birmingham Comprehensive Plan update. For the purpose of this R/UDAT, we looked at representative and available health indicators, met with neighborhood leaders, ministers, and FEMA in an initial August 18th site visit and observed physical conditions, and spoke with both the Health Sub-Committee of Stakeholders and with community members and individuals who attended the Friday, October 7th Town Hall Meeting.

Some of the concerns raised by community members and stakeholders in these sessions include:

- A desire for more walkability from many demographics. People are interested in walking trails, sidewalk repair, walking groups (which have been active in the past), and designated safe routes to critical services including schools and community storm shelters
- Noise was mentioned as an ongoing issue by multiple demographics, specifically from truck traffic and from the highways
- A concern that providing false hope is dangerous, that the R/UDAT work should clearly identify the limit of what the rebuilding process will do and not do
- Concern about contamination that might have resulted from the tornado – dust, gas leaks, soil contamination, and asbestos from damaged buildings

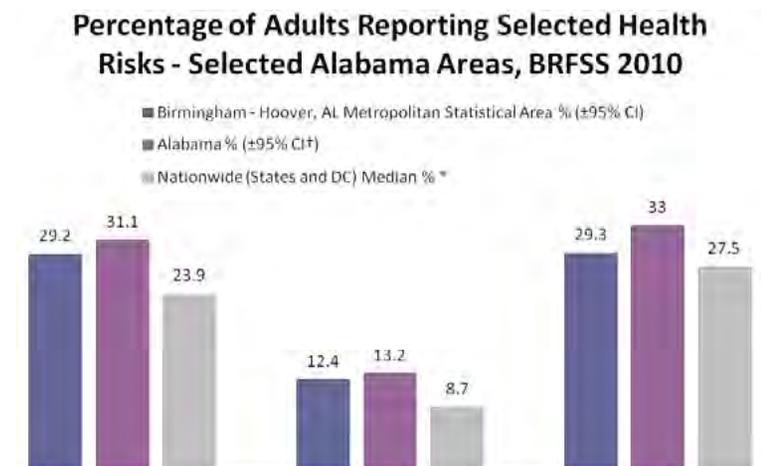
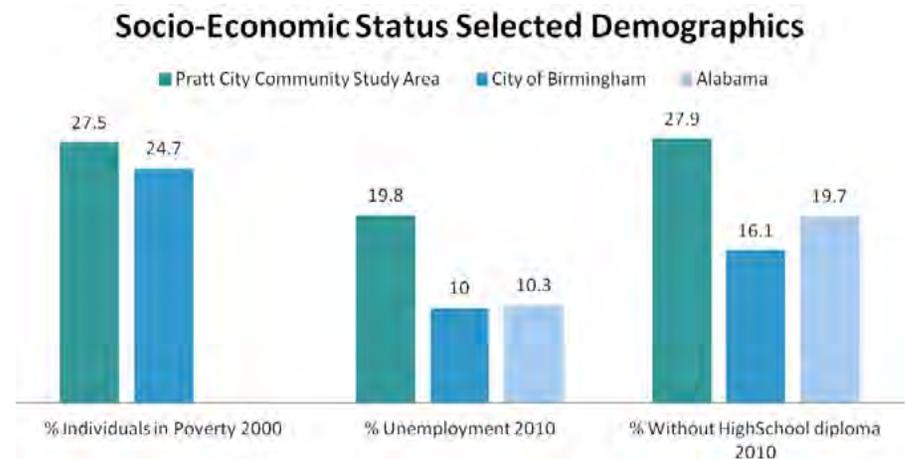
- Mental health services are needed for residents immediately, and long-term care is also important. Churches and Neighborhood Associations could be trained. Everyone should be screened after future disasters.
- These health disparities are not new issues. There has been research, but there has not been action. Continuity is needed.
- The existing Western Health Center in Ensley run by Jefferson County Health is being closed in 2013. The community would like to see a One Stop Health Facility including: centrally located, multiple disciplines, pharmacy, and mental health assessment (disaster victims and long-term).
- United Way, Jefferson County, and the City of Birmingham, amongst others, do have some programs underway. There is potential for partnering with UAB. Churches also provide a strong existing social network.
- For food access, most residents shop at Wal-Mart, Piggly Wiggly, or Save-A-Lot (closed?) on Highway 78. There is a wholesale farmers market on Finley; however, no public transportation is available to this location. There are many fast food stores in the neighborhood and gas stations with food marts. Additional studies are available.

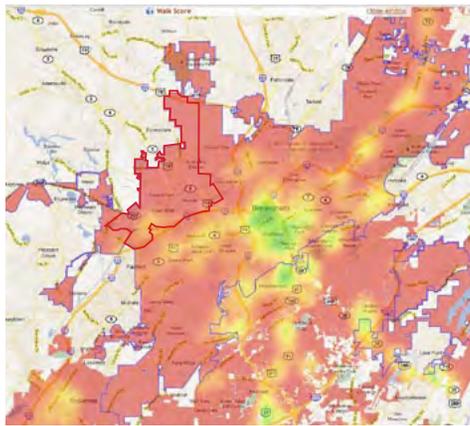
Based on this “rapid” Health Impact Assessment, these preliminary priority issues have been established:

1. **Safety** – physical infrastructure, information and social network to respond to future disasters
2. **Healthy housing** – healthy living and working environments
3. **Improved physical and mental health**
4. **Improved socio-economic status** – jobs, education, and poverty
5. **Obesity** – improved access to daily exercise, recreation, and healthy foods

**6. Decrease exposure to environmental hazards** – noise, air quality, water quality (soil contamination).

These preliminary priority issues are well aligned with documented goals and objectives in “Our Community Roadmap to Health”, a guiding document for Jefferson County, as well as with the “Communities Putting Prevention to Work” American Recovery and Reinvestment Act grant that was recently awarded to Jefferson County Department of Health.

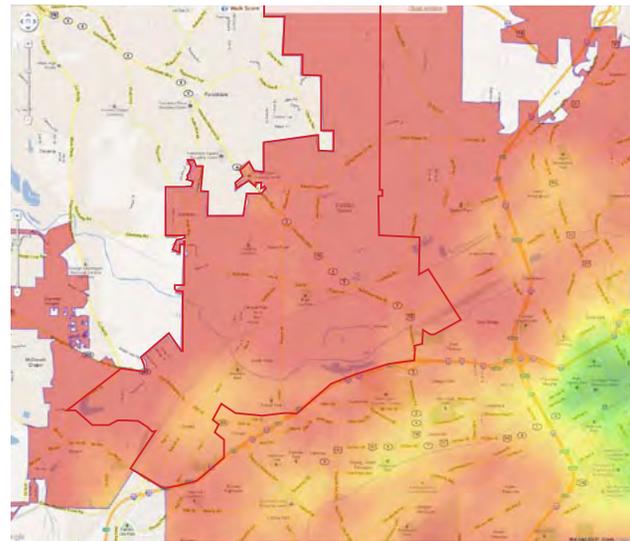




**LEGEND**

- 0 - 49 Car Dependent
- 50 - 69 Somewhat Walkable
- 70 - 89 Very Walkable
- 90 - 100 Walker's Paradise
- Study Area Boundary

- City of Birmingham Average Walk Score: 40
- 10% of Birmingham residents have a Walk Score of 70 or above
- 31% of Birmingham residents have a Walk Score of at least 50
- 69% of Birmingham residents live in Car-Dependent neighborhoods
- About 80% of Birmingham residents have a higher Walk Score than the sample of 28 for the Study Area



**Sample Study Area Walkscores:**

ZIP 35218 (Ensley)	41
Central Pratt, along Carline Ave	23
North Pratt, Dugan Ave & Hibernian Street	29
Smithfield Estates, Cherry Ave	25
Thomas, 2nd Street	20

**PRATT CITY COMMUNITY  
WALKSCORE DATA**  
Source: walkscore.com

## RECOMMENDED STRATEGIES

For each of the identified priority issues, objectives can be achieved through new or modified policy, capital improvements, partnerships and programs, and/or by enhancing access to or awareness/education of existing resources. This can be accomplished by public, institutional, non-profit, and private entities. As stated earlier, all strategies for the Pratt Community must address: 1. Past or pre-existing priorities; 2. Post-disaster conditions; and 3. Plan for future disasters.

Suggested objectives have been included; however, these should be vetted with stakeholders and the community before moving forward. A Health Impact Assessment, a practice new to the US in the last 5-8 years, should be used as a framework for action. It typically includes these steps:

**1. Screening:** Determines the need and value of a HIA.

**2. Scoping:** Determines which health impacts to evaluate, the methods for analysis, and the work plan.

**3. Assessment and Recommendations:** Provides: a) a profile of existing health conditions; b) evaluation of potential health impacts; c) strategies to manage identified adverse health impacts.

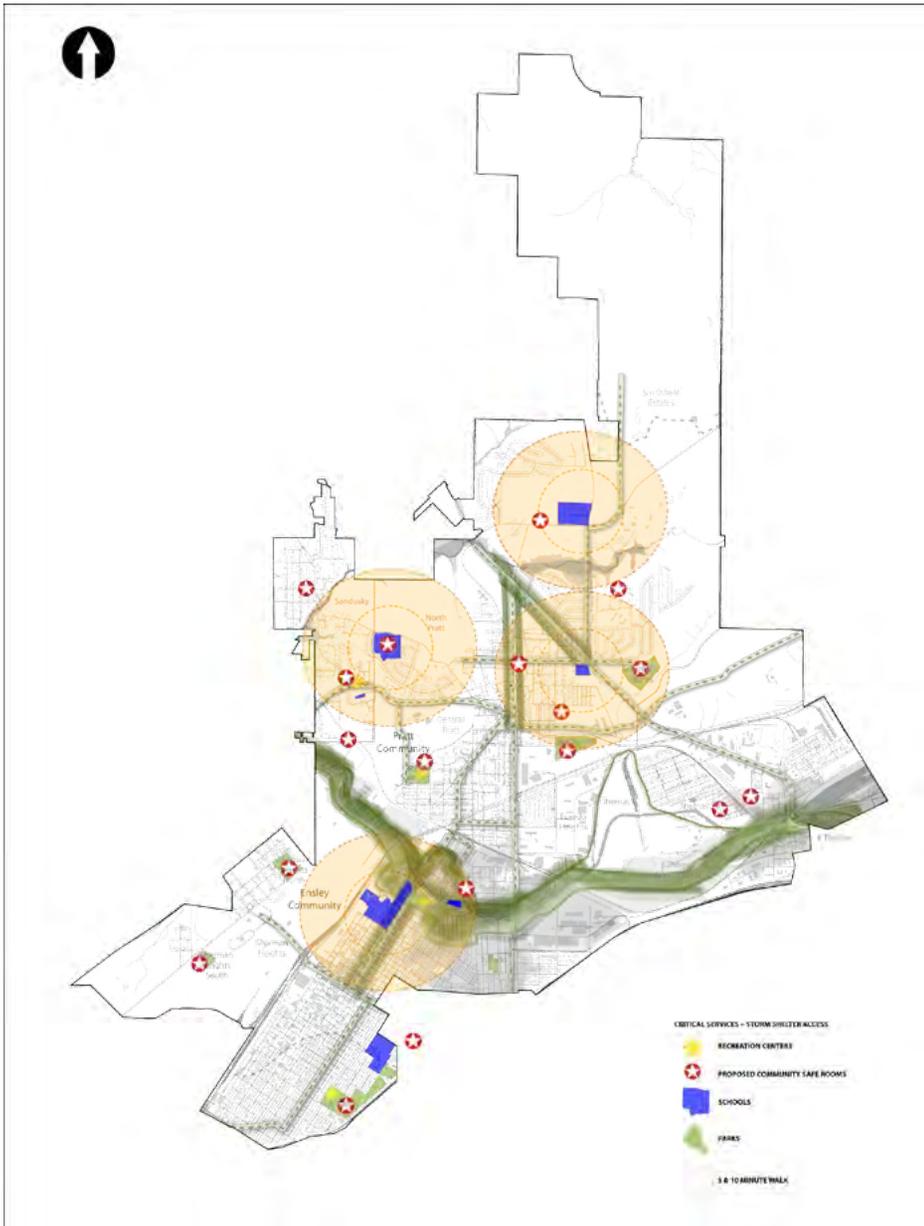
**4. Reporting:** Includes development of the HIA report and communication of findings and recommendations.

**5. Monitoring:** Tracks impacts on decision-making processes and the decision as well as impacts of the decision on health determinants.

Within this framework, approaches to HIA vary greatly with regards to the breadth of issues analyzed, the research methods employed, their relationship to regulatory impact assessment requirements, the role of policy-makers, stakeholders and the public in the analysis, and the ways the assessment is used.

PRIORITY ISSUE	POTENTIAL OBJECTIVES	RECOMMENDATION
<b>Improved Quality of Life</b>	Use health as a decision-making tool	<ul style="list-style-type: none"> <li>• Consider community-based health data collection, potentially use the YMCA Healthy Community Living Index or the San Francisco Department of Public Health Pedestrian Environmental Quality Index</li> <li>• Consider Health Impact Assessment for the Pratt Community</li> <li>• Consider inclusion of Health Impact Assessment in Comprehensive Plan efforts and related to policy-making</li> </ul>
<b>Safety</b>	Create a sustainable disaster response network (physical and information)	<ul style="list-style-type: none"> <li>• Ensure access to proposed Storm Shelters (submitted for funding by the City): physical access through designated safe walking route and clear signage, siren, and vehicular transportation routes. Consider accessibility and ADA. Shelters should have emergency lighting, power, water, etc.</li> <li>• Coordinate an information sharing network: social infrastructure and notification network (could be coordinated through existing churches and Neighborhood Associations or proposed information network) to include transportation coordination for elderly and those without cars</li> <li>• Create a Coordinated Birmingham Disaster Response Strategic Plan and an entity to manage this effort.</li> </ul>
<b>Healthy Housing</b>	Provide a range of housing: size, income levels, and tenure; create healthy indoor environments	<ul style="list-style-type: none"> <li>• Healthy homes and reconstruction. Homes should be designed, built, and maintained to support health. Existing homes can be retrofit to incorporate healthy materials. Damaged properties should be assessed for health risks and damage. Look to best practices and consider setting minimum performance standards. Consider using EcoDistrict Initiative or 2030 District as a model.</li> <li>• Workplaces should also consider healthy construction practices.</li> <li>• Vacant properties should be addressed to mitigate security hazards and develop a transition strategy</li> </ul>
<b>Mental Health and Physical Health</b>	Improve access to mental and physical health care facilities	<ul style="list-style-type: none"> <li>• Create a new One-Stop Health Facility, incorporate physical and mental health services. Centrally located, multiple disciplines, pharmacy, and mental health assessment providing long-term services. Potential locations include Downtown Ensley and near Pratt City Library, and should be accessible by bus. Potential partners include Jefferson County Health and UAB.</li> <li>• Use and build social networks for support and training for future disasters . Create a network for mental health screening (training, UAB, Jefferson County, Non-Profits), on the ground train volunteers and community leaders</li> <li>• Coordinate with Churches – inventory current services being provided, discuss what services could be incorporated (i.e. nurse available, information network)</li> <li>• Improve education and awareness on how to use existing insurance coverage and access to other resources</li> <li>• Ensure transportation to health services. Consider a private shuttle to provide transportation.</li> </ul>

<b>Socio-Economic Status</b>	Improve socio-economic status	<ul style="list-style-type: none"> <li>• Strong emphasis on job training and education, creating an economic “ladder”; coordinate with economic development. Neighborhood disadvantage is associated with poor health in children.</li> <li>• Reduce expenditures as a part of household budget: utilities and transportation. Consider water and energy efficiency upgrades to existing homes and standards for new homes. Seek expanding transportation choices such as a private shuttle.</li> </ul>
<b>Obesity</b>	Reduce rates of obesity	<ul style="list-style-type: none"> <li>• Walkability: Sidewalks and trails of key importance – set priorities and coordinate; identify priority streets between core services (parks, recreation, schools). Consider walkability audit; coordinate with City of Birmingham Sidewalk Inventory (budgeted). Build on social networks to create walking groups maintain programs. Viable destinations are of key importance to maintain long-term participation. Traffic calming and safety is critical to walkability – seek accident data.</li> <li>• Food access: Explore grant program coordination through Jefferson County and UAB (ex. Healthy Corner Stores and Healthy Kids Healthy Communities). Work with Healthy Corner Stores program to locate existing retailers to work with, include marketing and business planning assistance. Consider community garden network, incorporate Healthy Kids Healthy Communities program into the schools. Coordinate with retail strategy.</li> <li>• Recreation access: Review walkability and access to existing facilities, consider shared use agreements with schools to expand services, consider potential new facilities including a YMCA or similar facility. Discuss with Churches interest in providing fitness facilities and potential for public access. Coordinate trail access and Our One Mile current activities. Consider physical fitness stations along trails.</li> </ul>
<b>Environmental Hazards</b>	Reduce exposure to environmental hazards	<ul style="list-style-type: none"> <li>• Test for contamination resulting from the tornado – including soil and water contamination.</li> <li>• Target natural buffers (trees) for noise and air quality primarily along highways and truck routes. Trees are a cost effective means to reduce smog and improve air quality. Study current noise levels from trains. Long term exposure to noise (above 50 dB and significantly above 70 dB) interrupts sleep which is needed for physiological and mental health, and to respond to traumatic stress . It is also associated with increased hypertension and heart disease , and delayed learning in children.</li> <li>• Test soil conditions and for other environmental hazards on historic mining sites. Consider impact of American Cast Iron Pipe Company (a top polluter) on the study area .</li> </ul>



## NEXT STEPS AND IMPLEMENTATION

This report lays out preliminary health priorities and potential strategies to work towards a higher quality of life and safety. In any health based work, it is critical to

incorporate community and stakeholder buy-in. A critical next step is to convene a Work Action Team who can convene efforts around health. Potential partners who have expressed some level of interest include Jefferson County Health Department, UAB Center for Minority Health Disparities, and non-profits. Vetting priorities, objectives, and strategies is an excellent opportunity to build community engagement.

The preliminary recommendations are incorporated into the physical framework, economic development, and community development sections.

Partnerships will be critical to the success of these efforts. For implementation, a few partnerships are recommended.

### ***Healthy Community Working Action Team (WAT)***

Based on preliminary discussions with potential partners, there may be interest to form a Healthy Community Working Action Team. This group could be composed of institutional, governmental, non-profit, and stakeholder leadership; potential partners include Jefferson County Health Department, UAB Minority Health and Research Center, UAB School of Public Health, United Way, and others that are a part of the RUDAT Health Subcommittee. It could be a subset of the Jefferson County Health Action Partnership that is specifically focused on action in the Pratt Community. The primary function would be a working group convened around accelerating health related activities such as Health Impact Assessments, setting objectives and goals, determining viability and implementing programs and activities, and seeking research

opportunities and funding in a coordinated manner. There is a strong opportunity for research and support of the Pratt Community revitalization as a model community because the built environment and policy influences will change dramatically in the next several years. It may also be of interest as a model community changing its story because of the historic health, environmental, and socio-economic disparities in this community. The WAT will likely seek funding and partnerships that are broader than the Jefferson County Health Action Partnership activities.

#### ***Disaster Resilience Partnership***

A single entity responsible to develop a strategic plan related to disaster response, provide leadership and coordination among other response entities, identify gaps between agencies and community service organizations, and ensure no gaps remain in the disaster response. While such an entity should be a city wide or county wide entity, we recommend that a nimble Disaster Resilience Partnership be formed, consisting of key private, public, and non-profit entities.

#### ***Information & Human Resource Partnership***

This partnership, whose formation is suggested to change the narrative of the Pratt Community, is also important on a long term basis to function as an education and awareness network related to health issues. Specifically, accesses to health services and mobilization for future disaster response are important functions of this partnership.

#### **FUNDING**

These efforts, as described, also are well positioned for funding specifically related to health priorities including reduction of obesity, walkable communities, and access to healthy foods. Some examples of such funding sources include: HUD-DOT-EPA Sustainable Communities Partnership, Center for Disease Control, and foundations including Robert Wood Johnson Foundation, and WK Kellogg Foundation. Other potential partners may include Kaiser Permanente and other insurance providers.

#### **MONITORING AND PROGRESS**

Monitoring of progress is an important step in the health impact assessment process and for reporting to the community and to funders. Monitoring programs based around key indicators should be established along with any activities or programs. A shared data management system should be considered as part of this process. Monitoring is an activity that could be done in coordination with universities or research institutions.

#### **CASE STUDIES AND BEST PRACTICES**

- Mountain View General Plan/Comprehensive Plan coordinated with Health Impact Assessment, Human Impact Partners
- SB375- health metrics in land use and transportation planning, Human Impact Partners
- Vanderbilt University Medical Center, One Hundred Oaks - aging mall renovated into a mixed-use medical center and retail destination

- South Lincoln Redevelopment Master plan and Health Impact Assessment/ Healthy Development Measurement Tool, Denver, CO, Denver Housing Authority; HUD-DOT-EPA Interagency Partnership Best Practices
- *Breathe Easy Homes* program at High Point Community, Seattle, WA, Seattle Housing Authority – buildings standard for homes reduced asthmatic symptoms and emergency room visits by two thirds, and increased symptom-free days by 65%.
- EcoDistrict Initiative Assessment Methods and Toolkit, Portland Sustainability Institute, [www.pdxinstitute.org](http://www.pdxinstitute.org)
- Mobilizing for Action through Planning and Partnerships (MAPP) is a community-driven strategic planning process for improving community health. <http://www.naccho.org/topics/infrastructure/mapp/index.cfm>
- Joint Use of School Grounds and Facilities: [http://www.phlpnet.org/healthy-planning/products/joint\\_use\\_toolkit](http://www.phlpnet.org/healthy-planning/products/joint_use_toolkit) Public Health Law and Policy

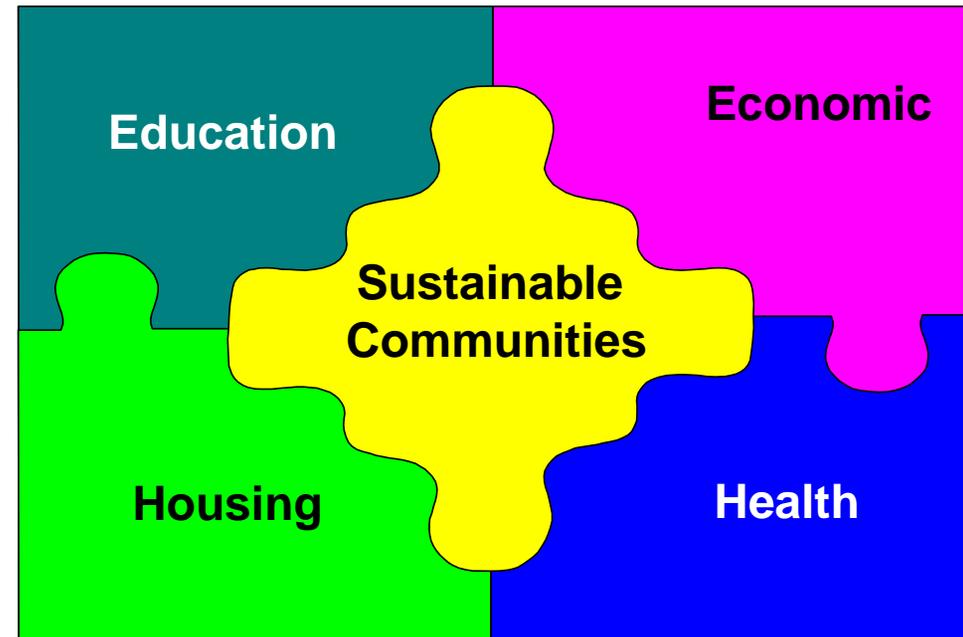
## ECONOMIC & COMMUNITY DEVELOPMENT

The greater Pratt community is a network of neighborhoods that was deliberately built to support the steel and coal mining industries. As these industries continue to decline, the Pratt community faces challenges such as unemployment, population decline, and vacant lots, which many communities across the country are also combating. In addition to these common challenges, Pratt is also recovering from a major natural disaster, which can serve as a unique catalyst to address these issues in a systemic manner with the aim to build a sustainable community.

A strong economic base is one component of building a sustainable community. Given its rich industrial history, Pratt has key economic assets to build upon, for example:

- Strategic location: close proximity to downtown Birmingham and six (6) interstate highways
- Available facilities with established infrastructure (rail, water, other utilities)
- Skilled (many industrial related) available workforce

The opportunity is to leverage these assets, and other latent resources to define an economic development plan that can support the current and future needs of the Pratt community. It is important to link this plan to the Greater Birmingham region because the major economic activities and investments occur within the broader region. The goal of the below recommendations is to paint a picture of what is possible, while also recognizing deeper research and analysis will be required to validate and size (in regards to resources and funding) before execution.



### Economic Opportunities

Approximately a year ago, the Birmingham Business Alliance defined a blueprint for prosperity for the seven (7) county Greater Birmingham region. Utilizing this strategy, we have identified the below clusters that can support Growth, Retention and New Opportunities within the Pratt community.

## Growth Clusters

### Transportation and Logistics (TL)

The Transportation and Logistics cluster consists of businesses responsible for managing the flow of goods, information and people. It is a promising growth area for both the region and the Pratt community given its strategic location.

The opportunity is to leverage these assets, and other latent resources to define an economic development plan that can support the current and future needs of the Pratt community. It is important to link this plan to the Greater Birmingham region because the major economic activities and investments occur within the broader region. The goal of the below recommendations is to paint a picture of what is possible, while also recognizing deeper research and analysis will be required to validate and size (in regards to resources and funding) before execution.

Birmingham-Hoover MSA	
Transportation & Logistics Employment Snapshot	
2009 Employment	2,224
2009 Average Wages	\$36,190
1998-2009 Net Job Creation	499
Source: Professor Michael E. Porter, Cluster Mapping Project, Institute for Strategy and Competitiveness	

The introduction of Interstate 22 will increase the area's attractiveness for this sector. For the Pratt community, this can translate to targeted business attraction efforts for the Daniel Payne Industrial Park. In addition, large vacant lots (e.g., Daniel Payne Drive and Cherry Avenue) can be developed and marketed to TL businesses.

Local residents can serve as a labor pool for the jobs created by a TL expansion. An onsite One Stop Employment Center can be established to serve as an effective means for screening, training and hiring local residents, which can reduce recruitment costs for employers and improve residents' access to jobs.

We recognize that the TL cluster is primarily composed of entry level jobs, which may not offer livable wages. However these job opportunities should be viewed as a first step within a career path, especially for working adults with limited education.

**Table 1: Transportation, and Logistics SWOT Analysis**

<p><u>Strengths</u></p> <ul style="list-style-type: none"><li>• Promising growth area for both the region and the Pratt community</li><li>• Easy access to highways, which is critical for TL businesses</li></ul>	<p><u>Opportunities</u></p> <ul style="list-style-type: none"><li>– Interstate 22 strengthens the highway access (direct route to Memphis)</li><li>– Large vacant lots (e.g., Daniel Payne Drive and Cherry Avenue), and additional acreage at Daniel Payne Industrial Park can be targeted to attract TL businesses</li><li>– Leverage TL to connect local residents to entry-level job opportunities</li><li>– Establish a One Stop Employment Center onsite at a major TL site to streamline the screening, hiring and training processes for employers while improving resident access to jobs</li></ul>
<p><u>Weaknesses</u></p> <ul style="list-style-type: none"><li>• Entry level TL jobs typically offer less attractive wages (should be viewed as a first step to a career path)</li></ul>	<p><u>Threats</u></p> <ul style="list-style-type: none"><li>– Advancements in technology related to warehousing have led to less jobs created</li></ul>

### Health Services

The Health Services clusters as its name implies is related to organizations and businesses that offer medical care services (hospitals, physician offices) and supporting entities (e.g., diagnostic services). In the Birmingham MSA it is one of the largest employers, employing over 65,000 employees in 2009.

#### **Birmingham-Hoover MSA**

##### **Health Services Employment Snapshot**

2009 Employment	65,187
2009 Average Wages	\$44,875
1998-2009 Net Job Creation	2,678
Source: Professor Michael E. Porter, Cluster Mapping Project, Institute for Strategy and Competitiveness	

Health Services is one of the fastest growing industries nationally and regionally. In preparation for its continued growth, the Greater Pratt community can prepare its current and future workforce for careers in this industry. The recent designation of Jackson-Olin High School as an Academy of Health Science is a good step in this direction. In addition to youth development, a Career Lattice Model (see case study below for more information) can be utilized to effectively link working adults to these career opportunities working with key stakeholders (e.g., employers, educators, government and other intermediaries).

In support of the Greater Pratt community becoming a healthier community, we also can envision a Health Services enclave, which can serve as a nucleus for community health services and care. We were informed of preliminary plans being considered for Senior Housing within the Downtown Ensley area. This development can be leverage to create this nucleus while also serving as an anchor and catalyst for the neighborhood. We would recommend that the Senior Housing facility also house retail (e.g., a pharmacy) in its ground floor to help spur additional retail in the area. This location could also serve as the one stop Community Health Center that is recommended in the Health section. Additionally it could be a potential training site for the Career Lattice referred above. While the Senior Housing development plans are very preliminary, the main takeaway from this recommendation is to centralize the Health Services activities in the community in a way that act as a catalyst and anchor that can support additional economic activity.

One of the challenges that such a development may face is getting people who lack transportation to this location. We would recommend a private transportation business be developed to respond to this unmet market need. This concept is further expanded below in the Entrepreneurship recommendations.

Various financing tools such as New Market Tax Credits, Historic Tax Credits or Community Development Block Grants could be used to support such a development.

See the Funding summary found further below for a broader list of potential funding sources.

**Table 2: Health Services SWOT Analysis**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• With six (6) major hospitals and supporting medical offices and businesses, Health Services is a key economic anchor and growing cluster within the Greater Birmingham region</li> <li>• Health Services is a growth area both nationally and locally</li> <li>• Health Services typically offers competitive and growing wages, and diverse career paths</li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>– In preparation for the continued growth in the Health Services cluster, prepare the current and future workforce for Health Services careers utilizing a Career Lattice model (see case study below for more information)</li> <li>– Leverage Jackson-Olin High School designation as a Career Academy</li> <li>– Develop a Health Services enclave in the study area (suggestion: Downtown Ensley)</li> <li>– Senior Citizen Housing (preliminary plans are underway for a potential site)</li> <li>– Community Clinic</li> <li>– Training Location for the Career Lattice</li> <li>– Private Transportation to support travel to/and from location (as well as the other frequently traveled places and Historic areas)</li> </ul>
<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Current public transportation is limited and may present challenges for local residents’ abilities to get to/from work</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>– Appropriate funding is needed to support the above opportunities</li> </ul>

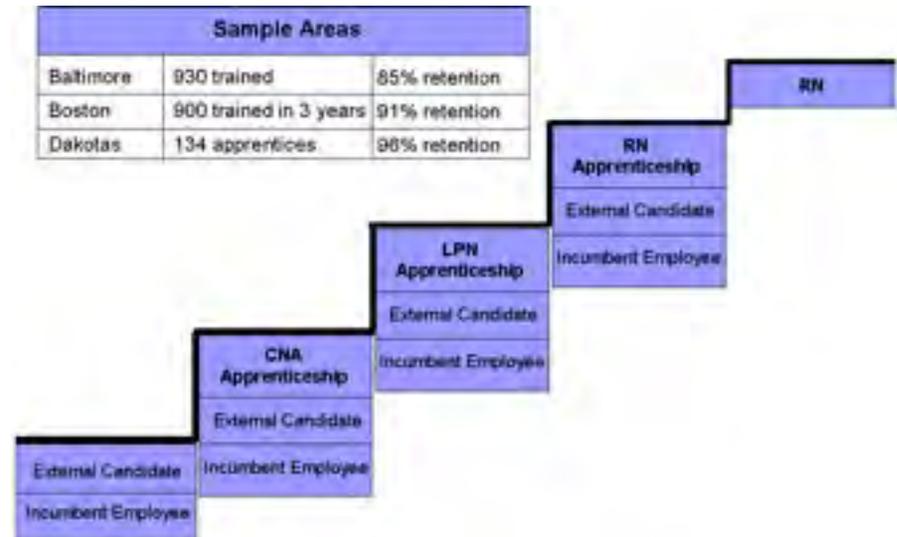
## Case Study: Career Lattice Model

The career lattice workforce model is a best practice being used in Boston, Baltimore, and Philadelphia and other cities. It is a collaborative approach to training that involves employers, educators, government agencies and non-profits playing different roles. Below is an example of a lattice for nursing, but this framework can be applied to most professions.

Using a competency based apprenticeship model, individuals can advance from a Certified Nursing Assistant (CNA) to License Practical Nurse (LPN) to Registered Nurse (RN) under an “earn while you learn” program with an increasing wage scale during the training period. It offers career opportunities for both underemployed incumbent workers and the unemployed. The career lattice model can offer multiple benefits such as:

- Better access to jobs with a clear career path
- Streamlined screening, training, and hiring process
- Provide employees who are highly skilled
- Improve retention and job performance
- Enhance the quality of care
- Increases staff diversity
- Matches or exceeds training required by licensing boards
- Creates a strong workforce pipeline with local residents

The Nursing Career Lattice Model has created high retention rates while training high numbers in a relatively short timeframe.



## **New/Emerging Cluster**

### *Historic Trails & Tourism*

In the Urban Design Section we recommend the development of Historic Trails to preserve the rich industrial and civil rights history of the Greater Pratt community while improving the quality of life for local residents. These trails, and other landmarks and attractions could be developed and packaged to create a unique tourism experience in this area that could link with other regional tourism initiatives and generate revenue to the area, and create tourism related jobs. The city is developing a Historic Trails plan and these efforts should align with this plan.

The Greater Birmingham region captured \$1.5B in tourism revenue with 35,000 tourism related jobs in 2008. If the Greater Pratt area can capture 0.5% of the regional tourism activity this could translate into \$7.5M in expenditures and 175 jobs.

A vibrant tourism cluster in the area could produce broader benefits beyond job creation, such as spurring additional retail development (restaurants, boutiques, night life) and attracting new residents (and previous residents) to the area. Lack of transportation is a potential impediment that could discourage tourism. Therefore, we recommend offering various transportation modes to serve the area. The Historic Trails are designed to be walkable. In addition we could offer bicycles for other who would prefer not to tour the area by foot or a private bus transportation could be offer to shuttle visitors to and from the major tourism nodes.

Developing the infrastructure and supporting amenities (e.g., museums) is a long term effort. However, short term initiatives can be under taken to begin marketing the area. Thematic festivals similar to Junction at the Function, which attracts over 6,000 visitors yearly, could be planned and act as a predecessor to the full scale tourism efforts.

**Table 3: Tourism SWOT Analysis**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Indelible history that should be appreciated and preserved             <ul style="list-style-type: none"> <li>– Coal Mining and Steel Manufacturing</li> <li>– Civil Rights Movement</li> </ul> </li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>–Market the Historic Trails and other landmarks as a unique tourism experience</li> <li>–Provide various transportation modes to tour the area</li> <li>–Walking Tours, Bicycle Tours, Private Shuttle Service</li> <li>–Link tourism efforts with broader regional tourism initiatives</li> <li>–Start promoting the area with thematic festivals in addition to events like Function at the Junction</li> </ul>
<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Tourism is closely linked to the Southeast region versus nationally</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>– Cannibalization with other neighborhoods main street/tourism efforts may pose a threat</li> </ul>

**Retention Cluster**

*Manufacturing Sector*

Manufacturing is too broad to be considered one cluster, but for these purposes we will use this broad category to capture all manufacturing businesses in the area (including metal, electromechanical, precision fabrication, processes and installations).

**Birmingham-Hoover MSA**

*Metal Manufacturing Employment Snapshot*

2009 Employment	10,392
2009 Average Wages	\$56,892
1998-2009 Net Job Creation	-2,377

Source: Professor Michael E. Porter, Cluster Mapping Project, Institute for Strategy and Competitiveness

Manufacturing remains an important sector for the area, employing more than 10,000 in the Birmingham-Hoover area. Nationally manufacturing faced a steep decline, shrinking by six (6) million jobs between 1997 and 2009 and creating significant challenges (job loss, depopulation, brownfields, etc.). However, what may be surprising is that manufacturing is growing nationally. Since the beginning of 2010, this sector has added 240,000 jobs (nearly one in every six jobs created during this period has been in manufacturing). Data Source: "A Surprising Job Recovery: American Manufacturing is Back", Time, 5/17/2011.

This trend is expected to continued, albeit slowly. According to the Boston Consulting Group, wage and benefits in China are expected to rise at 15% to 20% annually. Rising wages coupled with China's growing domestic market; and rising transportation and logistics costs; and the weakening of the US dollar, means that outsourcing manufacturing to China may not yield the same savings that US companies have come to expect. More companies are employing a multinational footprint to meet their sourcing needs. This will translate to increase manufacturing activity in the US. However, the probability that manufacturing will return to its former prominence is unlikely.

Given the strong competitive assets for manufacturing found in this area and a relatively positive forecast for manufacturing in the future, we recommend employing a "Maintain and Attract" manufacturing strategy.

There are niche manufacturers that have been able to weather the challenges facing manufacturing and have found a way to grow. It is imperative that we identify these manufacturers, as well as work with all other local manufacturers to make sure we are offering a productive business environment to support their businesses.

Additionally, we can conduct a focused business attraction strategy to find and market to specialized "clean" manufacturers that may be seeking locations to expand, and we can offer them with readily available land and facilities.

**Table 4: Manufacturing Sector SWOT Analysis**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Readily available facilities and vacant land with the necessary infrastructure (rail, transportation access, utilities, etc.)</li> <li>• Skilled and available workforce</li> <li>• Presence of existing manufacturers that are growing</li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>– Maintain and Attract Strategy</li> <li>– Work with existing manufacturers to ensure the right business environment is in place to maintain and grow their businesses</li> <li>– Execute a focused business attraction strategy to identify niche “clean” manufacturers that are growing, seeking expansion and would prosper in the area</li> </ul>
<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Slow growth of manufacturing sector</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>– Cannibalization with other manufacturing sites within the region may pose a threat</li> </ul>

In addition to recommending economic initiatives that link the Pratt community to the Greater Birmingham region, we have identified economic opportunities that are specific to the area.

**Local Retail**

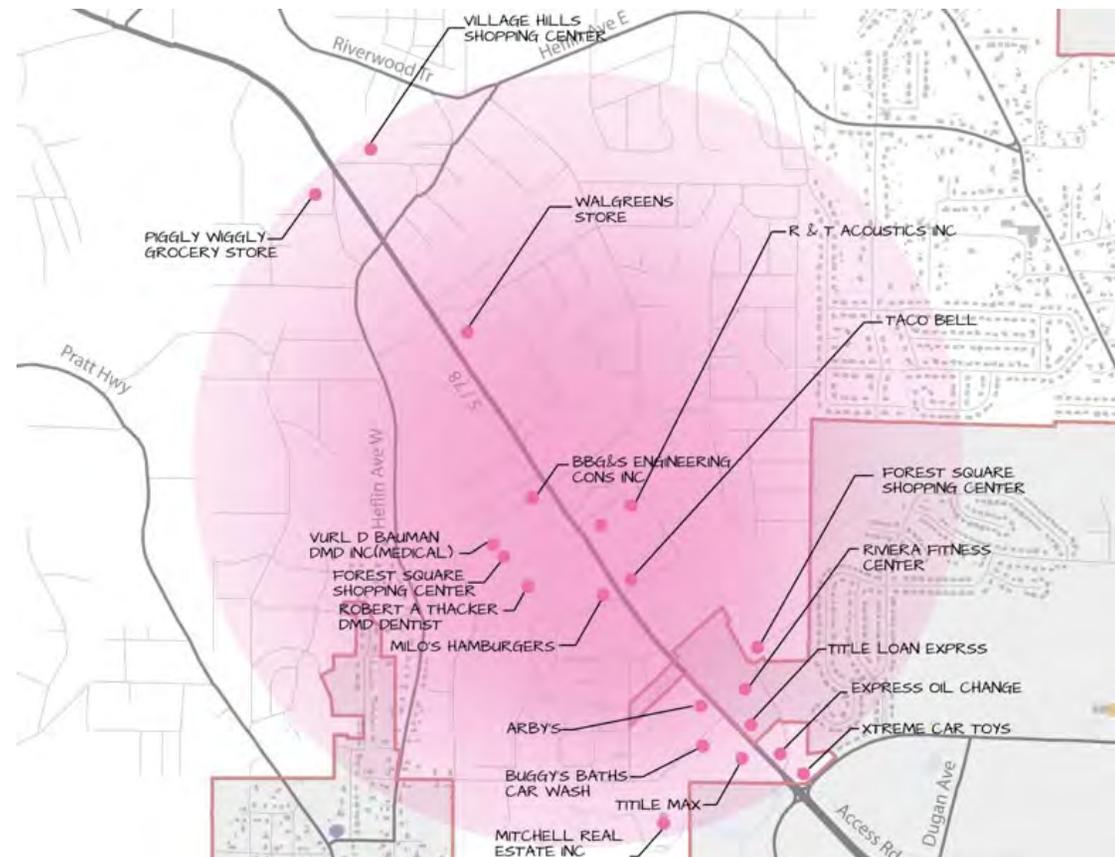
During the community town hall session and focus group sessions, the need for local retail was a recurring theme. The community expressed that Pratt used to have a vibrant downtown area with stores such as grocers, restaurants, banks, dry cleaners, florist, hair salons, etc., and they would like to see that aspect of the city restored. Social Compact is a non-profit organization that helps to drive private sector investment to inner city neighborhoods by providing relevant fact based economic data that uncovers the potential of these neighborhoods, which is often overlooked. They recently completed a drilldown study of 12 Birmingham neighborhoods, which included Pratt. See below for the key findings.

## Pratt Neighborhood, Social Compact Study

### Key Findings

Population per acre	1.1
Aggregate Income per acre	\$23,306 (1.6 times more than MSA)
Retail Demand	
– Apparel Leakage*	\$6.8 million
– Restaurant Leakage*	\$3.7 million
*Leakage defined as the unmet market demand	

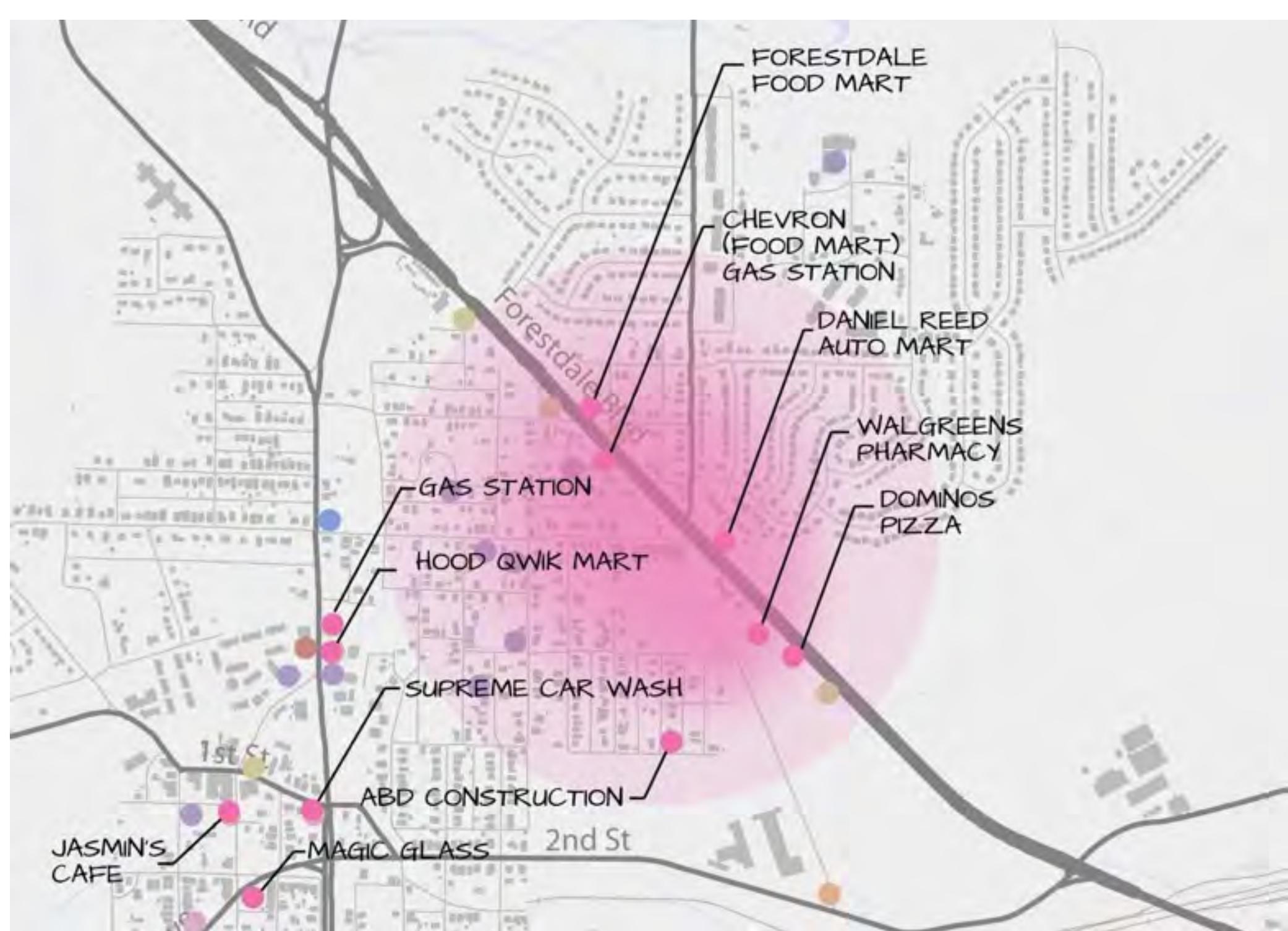
Based on these findings, coupled with the retail map of the area (see below) it appears that the Pratt community does have retail, but it is primarily located along US 78 and not directly in the neighborhood.



**Forestdale and highway 78**



*Five Points West*

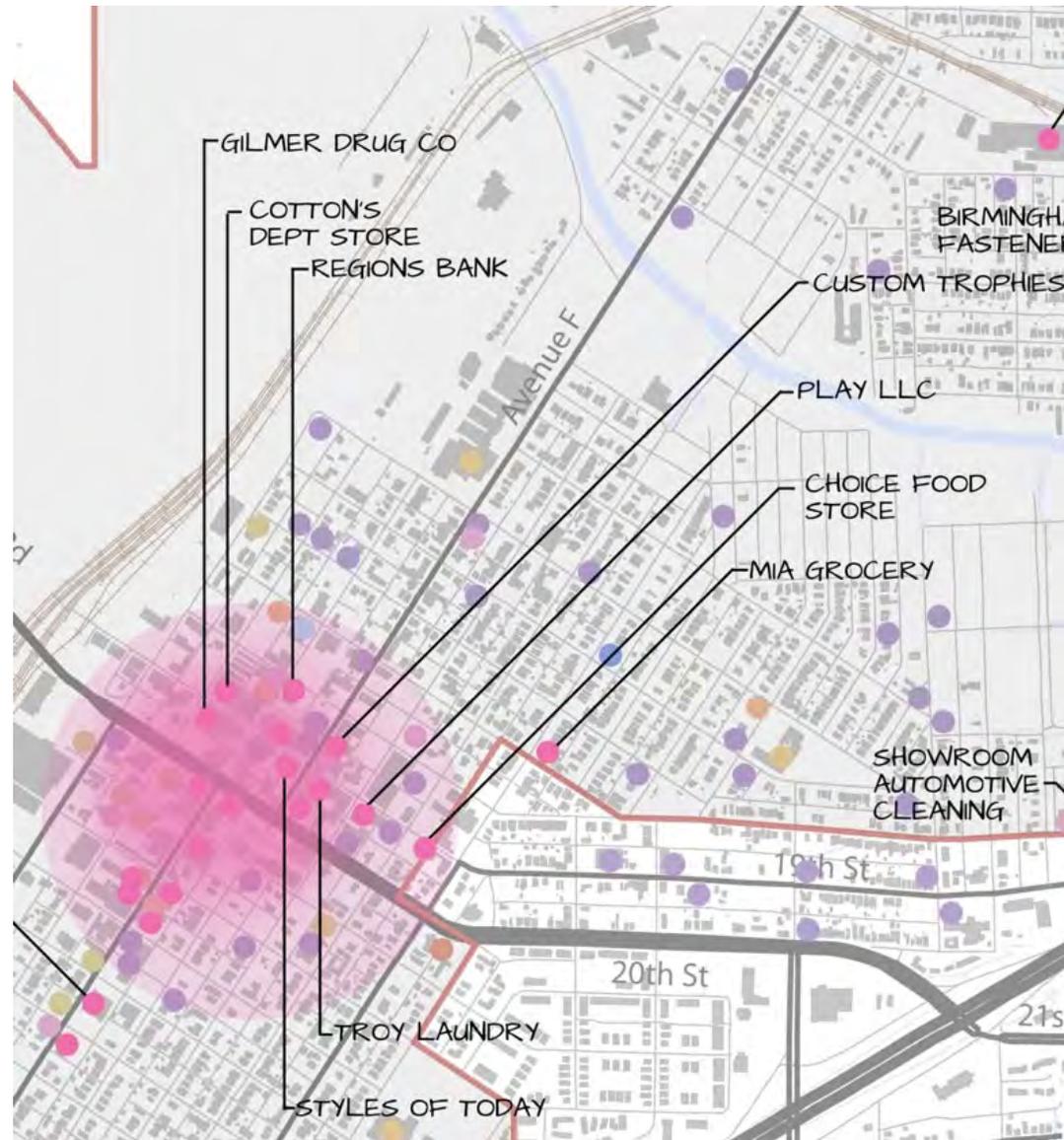


Highway 78 and Cherry ave

The Social Compact study suggests that there are sizable unmet retail needs for Apparel and Restaurants with expected annual expenditures of \$10 million. Based on this information, we could envision larger retailers and restaurants being located along U.S. 78. Specifically the intersection of US 78 at Tribly Street or US 78 at Lafayette represent good locations because they are a cluster of vacant properties due to tax liens that can be developed for this type of retail. But the larger opportunity (in terms of its ability to revitalize the neighborhood) lies with developing neighborhood retail, but it will require heavy lifting.

Neighborhood retail will be best supported by small business owners who understand the market and can translate the unmet need into eclectic/unique services that will draw not only residents, but visitors to the area. Ideal locations for this type of retail lie along Carline Avenue, especially the triangles at the Pratt Mine Trolley Station and Avenue G. To support neighborhood small business development, business technical assistance services should be offered in conjunction with an education stakeholder such as the UAB School of Business. See the Entrepreneurship recommendations further in this section.

The Retail strategy has to be tied to the Tourism strategy, the Historic Trails Development and Housing priorities to ensure the appropriate density is created. Additionally, zoning and design guidelines will need to be updated to align with the agreed strategy.



**Ensley 20<sup>th</sup> st and Avenue F**

**Table 5: Local Retail SWOT Analysis**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Income per acre of \$23.3K (1.6 times the metropolitan area income per acre)</li> <li>• Attractive neighborhood sites that can be developed for retail (Carline Ave enclave at Pratt Miner Trolley station and at Avenue G)</li> <li>• Group of vacant sites along US78 due to tax liens (at Tribly Street and at Lafayette)</li> <li>• Captive local neighborhoods desiring local amenities</li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>– Social Compact study identified Apparel and Restaurants as currently unmet market need with expected annual expenditures of \$10 million</li> <li>– Neighborhood retail that offer unique and eclectic services that appeal to local residents and can attract visitors</li> <li>– Limited national chain retail along US 78</li> <li>– Additional retail opportunities aligned with housing and tourism initiatives</li> </ul>
<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Low population density (1.1 population per acre)</li> <li>• Retail traditionally offers low wages</li> <li>• Need for updated zoning and updated design guidelines</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>– Small business owners ability to obtain adequate financing</li> </ul>

**Entrepreneurship**

In order to meet the current transportation challenges within the Greater Pratt community, private transportation companies can be launched, which model the dollar van transit system. The dollar van network can offer a more fluid and affordable transit alternative without increased public infrastructure. Neighborhood retail development and private transportation represent a couple of potential entrepreneurship opportunities in the Pratt area; with further research many other opportunities could be identified. Therefore, the Greater Pratt community will be well served to encourage an entrepreneurial environment that not only solicit residents in starting businesses to meet neighborhood needs, but provides the infrastructure to support their development and growth. Many entrepreneurs face similar challenges related to obtaining capital and business skills, which are needed to launch, build and grow their businesses. Intermediaries can play a key role in helping entrepreneurs overcome these obstacles.

### *Access to Capital*

Lacking financial resources for basic business activities such as working capital can greatly inhibit a business ability to grow. Cooperative lending can help fulfill this gap. Cooperative lending involves multiple financial institutions pooling resources into a community fund that can be utilized for small business lending or to support redevelopment efforts. By pooling resources together, individual banks spread their risks. Additionally, the city would also contribute resources to further mitigate risks, thus increasing the availability of capital.

### **Case Study: Community Preservation Corporation (CPC)**

The Community Preservation Corporation (CPC) in NY is sponsored by 70 prominent banks and insurance companies. In its 37 years, CPC has financed more than 143,000 new or rehabbed units. This \$7.9 billion investment has improved the quality of life for tens of thousands of people, preserving and enhancing dozens of communities. CPC provides financing for only housing, but its model could be adapted to also provide small business assistance. For more information visit: [www.communitycp.com](http://www.communitycp.com).

### *Technical Assistance*

Many small businesses lack formal business training, which can directly inhibit their growth. Small businesses need assistance with launching, growing and sustaining their businesses. Additionally, they lack mentors or a board of advisors that can provide needed expertise. Small business technical assistance is currently available at organizations such as the Birmingham Business Resource Center. It would be effective if such resources could be located in the Pratt area, such as in the restored Library or other community meeting venues.

### **Additional Development**

#### *Pratt Area YMCA*

Another recurring theme we heard from the community was that there needs to be more activities for the youth. We recommend establishing a local YMCA or similar entity such as the Boys and Girls Club in a central area within Pratt.

The local YMCA could serve as a venue to host sports and performance activities for the youth. In addition, it could be used to support adult activities such as workforce development and small business technical assistance.

We believe the ideal location for the YMCA would be the current Scott's school location. It was stated by many residents that the Scott location currently serves as a meeting place and is viewed as the center of the community. Given Scott's location along US 78, the local YMCA could also serve as the gateway into Pratt.

Additional development could be built around the YMCA helping to spur further revitalization efforts.

#### *Library Recovery*

Plans are already underway to rebuild the Pratt library. Given that the library was already providing services beyond book circulation, we recommend its continued expansion as a community resource center.

### *Historic Museum*

In order to anchor the Pratt area's history for the trails and emerging tourism cluster, we recommend housing a museum within the triangle of the Pratt Miner Trolley station along Carline Avenue. The museum could house historic artifacts of the Pratt area, including artwork of past and current local residents.

### *Greater Pratt Eco District/Architecture 2030 Initiative*

An additional source of jobs could be in energy and water efficiency audits and efficiency retrofits of existing building stock, linked to a Greater Pratt EcoDistrict / Architecture 2030 initiative.

## **Implementation**

### *Greater Pratt Partnership*

Implementation is the core of all planning efforts. Without implementation, results cannot be achieved. Therefore, it is imperative that an implementing structure is identified at the onset of this effort to both manage the strategy development process and its execution. We recommend the formation of a Greater Pratt Partnership that would consist of critical stakeholders who are able to build consensus, secure resources and have a proven record of getting things done. The composition of this group should include private sector stakeholders such as US Steel, public sector stakeholders such as the City and non-profits such as neighborhood associations and churches. The size of this group should be kept to a minimum (e.g., 5-7 members) in order to be focused and effective.

The mission of this entity would be to define and implement initiatives focused on rebuilding the Greater Pratt area to be a sustainable community. A sample of the type of activities this group would work on includes:

- Development of a Greater Pratt vision and strategic plan that would align with the City's master plan
- Aggregator of funding which means they would work with various partners to secure and combine funding from multiple sources to be used for the plan
- Act as the single point of contact and accountability for this effort, which means while this group doesn't in most case directly execute the plan, they will be held responsible for effectively managing the various organizations and working action teams that will implement certain aspects of the plan
- For example, an action team may be created in the Health area to conduct research and identify funding for the Community Health center. The Greater Pratt Partnership will be responsible for overseeing the work activities of this action team to make sure milestones are being achieved as planned.
- Prepare land for development which means this group would work with the appropriate stakeholders such as the City to remediate vacant land and market to developers for projects that align with the plan
- Manage progress against a defined project plan which includes milestones and a budget
- Define success measures and report its progress

We recommend that the Greater Pratt Partnership is formed immediately and is on the ground within the next 2-3 months.

### **Case Study: Atlanta Neighborhood Development Partnership (ANDP), Atlanta**

The mission of ANDP is to promote, create and preserve mixed income communities through direct development, lending, policy research and advocacy that result in the equitable distribution of affordable housing throughout the metropolitan Atlanta region. ANDP was created in 1991 as a result of the merger of the Metropolitan Atlanta Chamber of Commerce's Housing Resource Center and the Atlanta Economic Development Corporation's Neighborhood Development Department. The impetus for ANDP's creation was to address the diminishing supply of affordable housing in the Metropolitan Atlanta region as well as to help reclaim declining neighborhoods in its core. Throughout its history, ANDP has supported the creation of more than 8,000 units of housing for people of low-to-moderate incomes.

#### **RESPONDING TO THE FORECLOSURE CRISIS**

In 2007, the ANDP Board of Directors authorized a complete organizational focus on addressing the foreclosure crisis. Since this time, all programs - development, lending and advocacy - have been realigned to help keep families in their homes and helping the region address the impact of the foreclosure crisis.

Housing Development – Our current development activity is focused on acquisition and rehab of single-family homes impacted by the foreclosure crisis. Since 2008, we have been partnering with five metro Atlanta jurisdictions (City of Atlanta and DeKalb, Douglas, Fulton and Rockdale counties) to execute their Neighborhood Stabilization Program (NSP). As one of the largest NSP programs in the Southeast, we anticipate completing nearly 200 homes with NSP 1 funding.

Housing Finance - The Community Redevelopment Loan & Investment Fund – To provide capital for development and redevelopment of affordable housing, our loan fund, provides acquisition, predevelopment, construction and bridge loans. Over the history of our loan fund, we have supported the creation of more than 3,800 units of housing.

Research, Policy & Information – ANDP has a rich history of acting as a catalyst for change. Our initiatives continue to play a critical role in shaping the region's future. Current initiatives include the Piece by Piece Initiative (described to above) and the Mixed Income Communities Initiative (MICI). MICI engages a wide array of audiences to work together toward strategies that promote mixed income communities --- places where people can live, work, play and age. Mixed income communities are critical to achieving regional equity and preserving region's economy and quality of life.

### **Case Study: North Carolina Community Development Initiative**

The Initiative was founded in 1994, in order to serve as an intermediary between the state and the many community development corporations (CDCs) throughout North Carolina. Our mission is to provide leadership and capital investment to high-performing CDCs, and other partner organizations that share our vision of creating wealth in underserved communities, in order to improve the quality of life for individuals and families throughout the state. As a leader in community economic

We approach our mission work through five key programmatic areas:

- Grantmaking
- Lending
- Technical Assistance
- Advocacy
- Development

Through our innovative programs, we have created “safe spaces” where children can go after school hours and participate in tutoring and mentoring programs to help them excel; we have provided flexible lending options designed to stimulate commercial construction which will create and retain jobs; and we have put a focus on the environment through our Green Agenda, funding research and development of environmentally-friendly homes and community improvements.

Working through the CDCs that are on the ground and active in their local communities is the best way to reach the greatest number of people in North Carolina. We work with CDCs that share our vision of success and can demonstrate that they are financially viable. Our aim is to make a difference in the lives of underserved North Carolinians, and in the economic well-being of their communities.

### *Neighborhood Strategic Plan*

The recommendations in this report lay the groundwork for defining a robust neighborhood strategic plan. The detailed plan should both paint the vision for the Greater Pratt community and define the initiatives that will be undertaken to get there.

It should address all the areas covered in this report in sufficient details, and be grounded in supporting data. The plan should also:

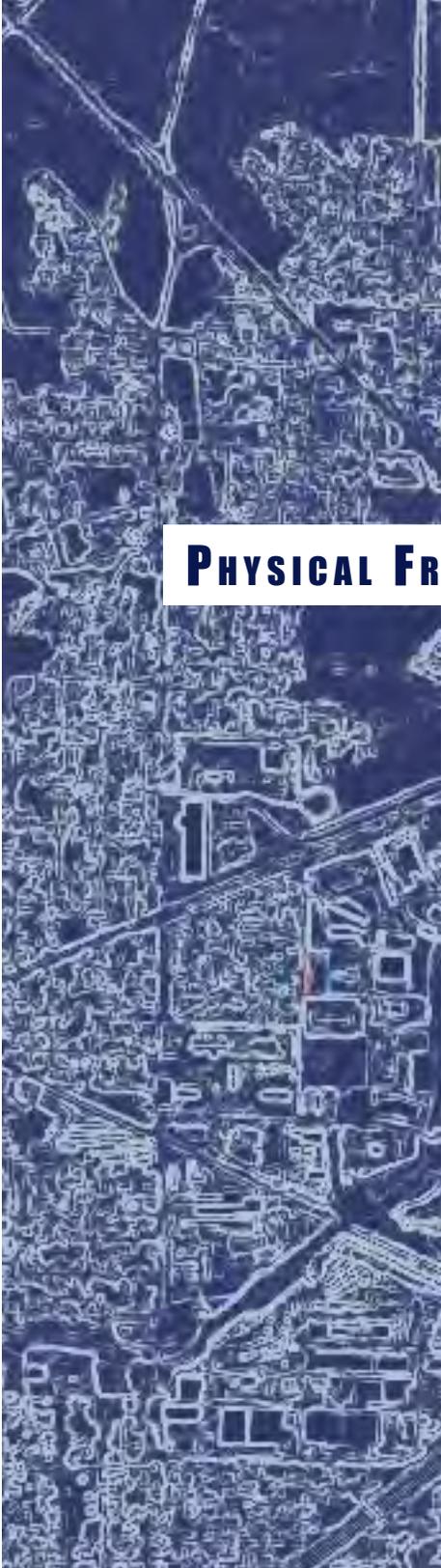
- Ensure a unified vision
- Define priorities related to initiatives and funding (sources and use)
- Eliminate fragmentation
- Align with City’s Master Plan

The first task of the Greater Pratt Partnership should be the completion of the neighborhood strategic plan. We estimate that this should be a 3-6 months effort.

### *Funding*

Without a final strategic plan (which we recommend the Greater Pratt Partnership spearhead in the short-term), it is difficult to size the opportunity or identify its potential funding source. However, we can envision the following organizations being appropriate partners to support this effort.

Uses	Potential Sources	
	Federal	State and Local
Remediation of Existing Buildings	• FEMA /NMTC/EPA Brownfield	•CDBG
New Building Development	•NMTC/EPA Brownfield	•CDBG
Remediation of Existing Housing	•HUD/FEMA/Federal Home Loan/VA	•CDBG/CDFI
New Housing Construction		
Curb Appeal Infrastructure (e.g., sidewalks, roads, lightning)	•FEMA	•CDBG
Historic Trails and Greenway	•Historic Tax Credits/EPA/Dept of Interior	•CDBG/Private/Foundations
Health Related Initiatives	•HHS/EPA/DOL/CDC/HUD	•CDBG/Private Insurance providers (e.g. Kaiser Permanente) Foundations (e.g., Robert Wood Johnson, WK Kellogg, RSF Social Financ
Workforce Development	•DOL/HUD/HHS	•CDBG/Private/Foundations
Small Business Development	•SBA/EDA/USDA	•CDBG/Private/Foundations (e.g., Kauffman)
EcoDistrict & Architecture 2030	•DOE/HUD/DOT	•CDBG/Private/Foundations

An aerial photograph of a city, likely New York City, with a white, semi-transparent overlay that highlights the physical infrastructure. This overlay includes a dense network of streets, major highways, and building footprints, effectively creating a 'skeleton' of the city's physical framework. The background is a dark, high-contrast aerial view of the city's terrain and buildings.

## **PHYSICAL FRAMEWORK**

FRAMEWORK PLAN



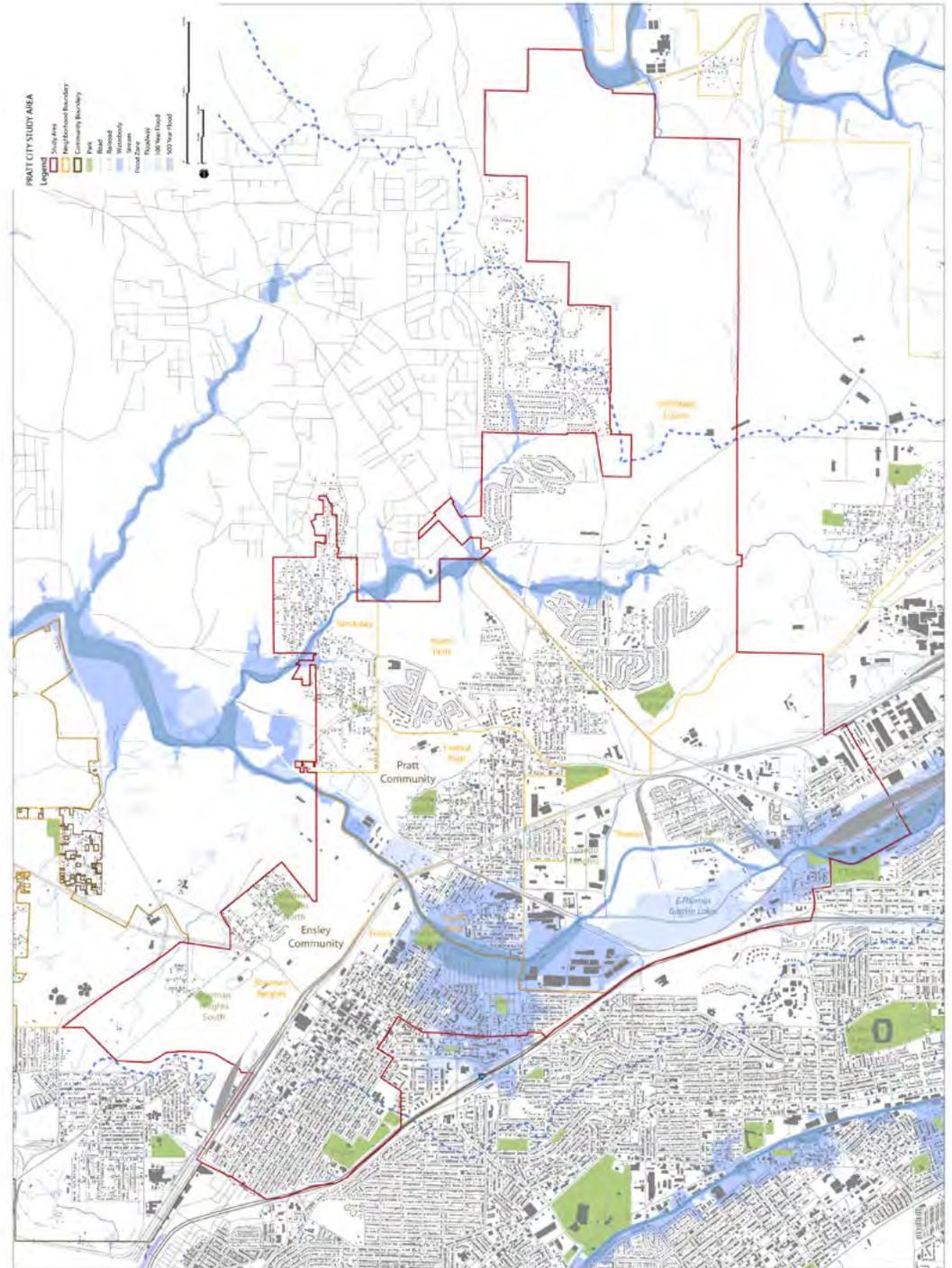
## Urban Design and Architecture

This section will cover the physical characteristics of the proposed strategy for the recovery and long term revitalization of the Greater Pratt Community. It is intended as a guide to the investment of resources over a long period of time, and will assure that short term as well as long term efforts will ultimately contribute to a more livable, safer, more efficient and more beautiful place for the current and future residents of the community.

The strategy is informed by our interaction with the steering committee, the focus groups and most importantly the community members, as well as the experience and expertise of the AIA Design Assistance Team.

The strategy is guided by the idea that the nature and legibility of urban form, the buildings as well as the public spaces of streets, parks and other open spaces, contribute to and determine the quality of life within the community, making it a place where people will want to stay in and journey to.

The Greater Pratt Community is made up of a number of walkable scaled neighborhoods, each with its own character. The Greater Pratt Community has many wonderful physical assets. In some cases, these assets are hidden or have deteriorated over time. Nevertheless, we



believe that they are great bones that can serve as the framework that supports and guides improvement. Our strategy identifies, reinforces and supplements these assets and establishes a coherent and legible spatial structure for the community by tying the existing neighborhoods, historic places and structures, open spaces and nodes of activity together.

The plan should guide the location of investment in the public domain such as the proposed FEMA storm shelters, so that they are connected by clear and easy routes from the community and their location might be slightly adjusted so that they might have multiple uses in combination with existing facilities.

We believe that by strategically investing in the plan there is the potential to “change the narrative” of Pratt from a place in decline to one that is stable and growing and is a desirable place that offers quality opportunities to live, work and play.

The plan has a number of components that interact to establish the character and vitality of the community:

1. Corridors and nodes
2. Greenways and open space
3. Historic resources and narrative
4. Urban pattern and neighborhoods
5. New Development opportunities



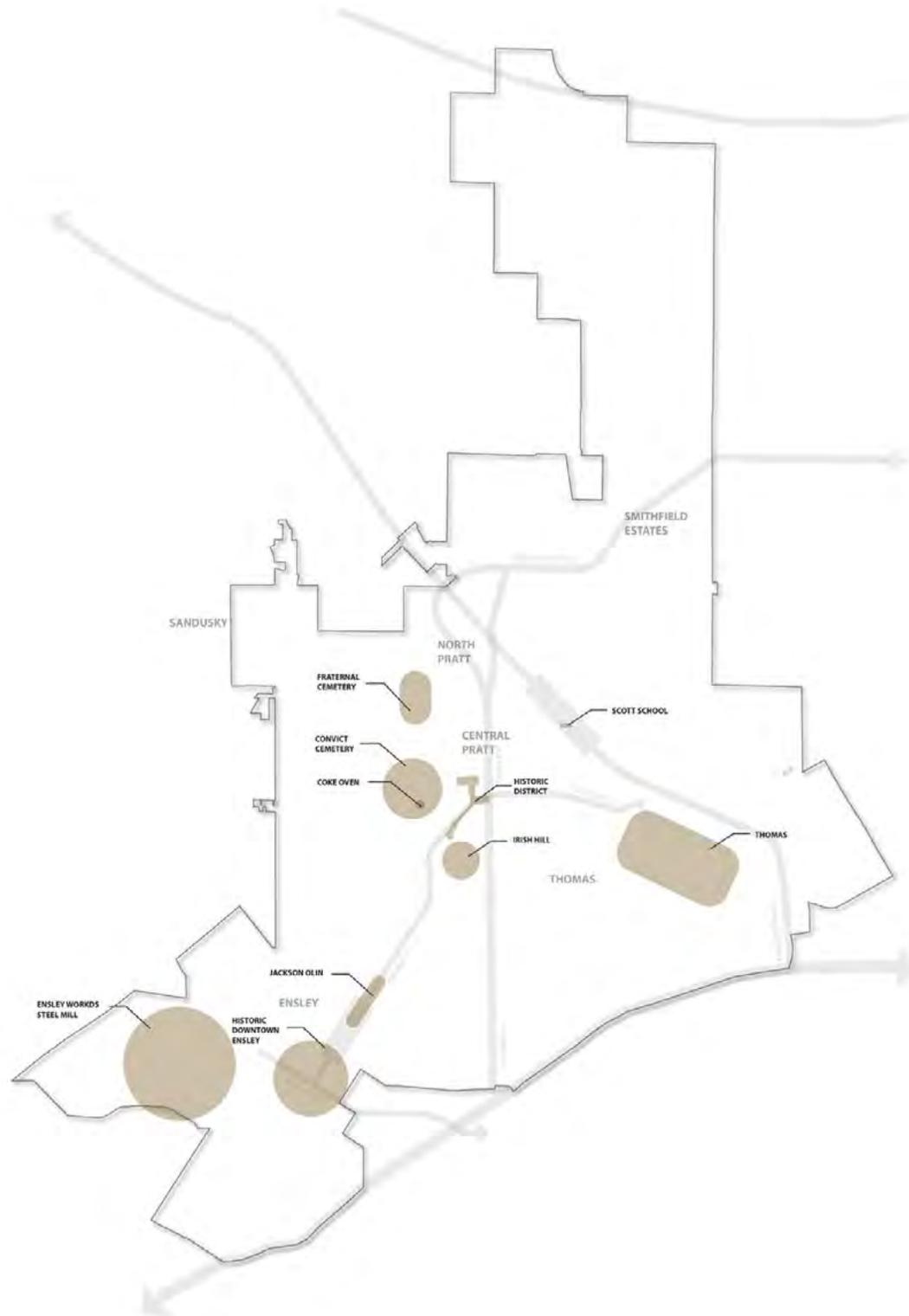
Corridors and Nodes



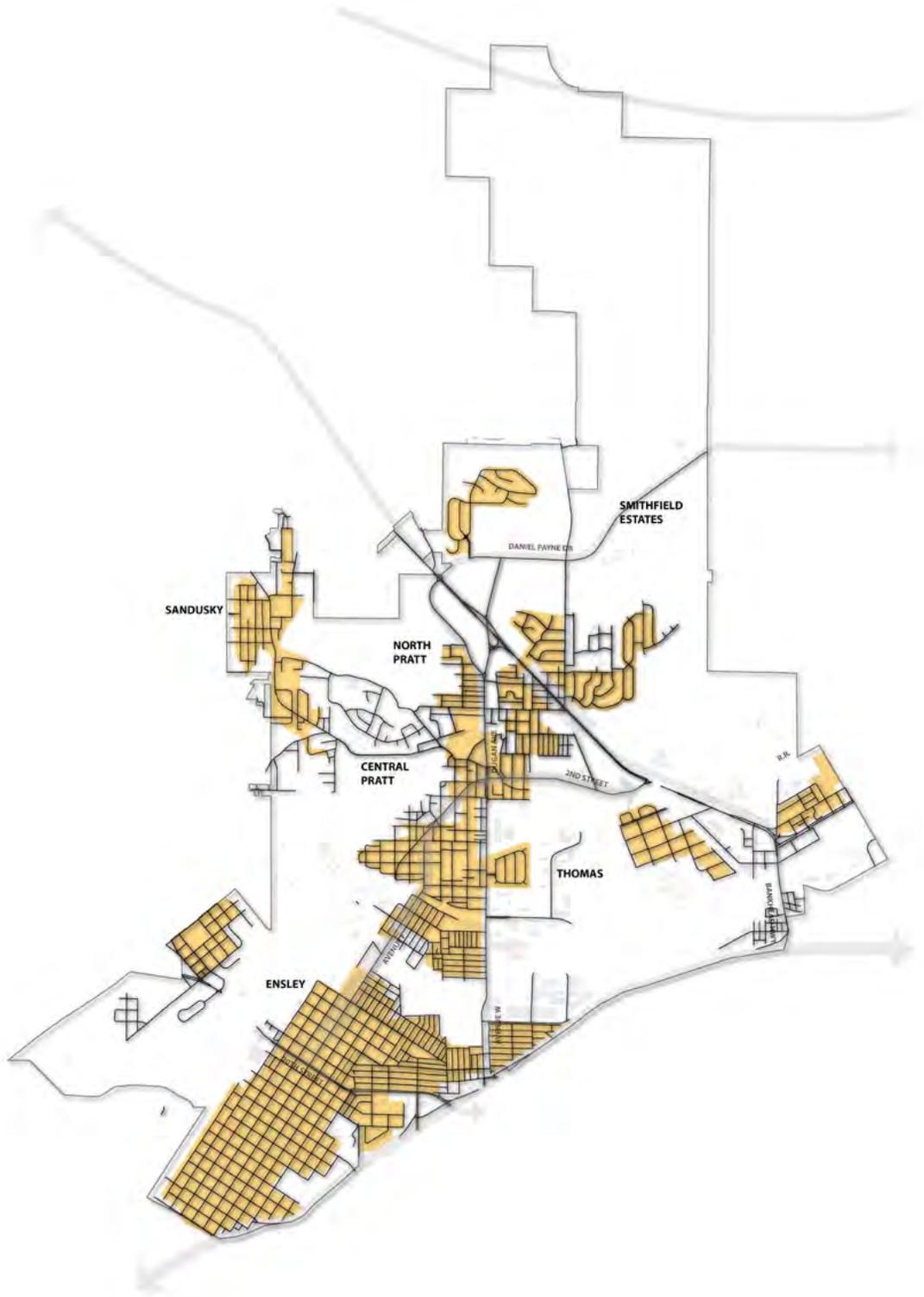
Greenways and Open Space



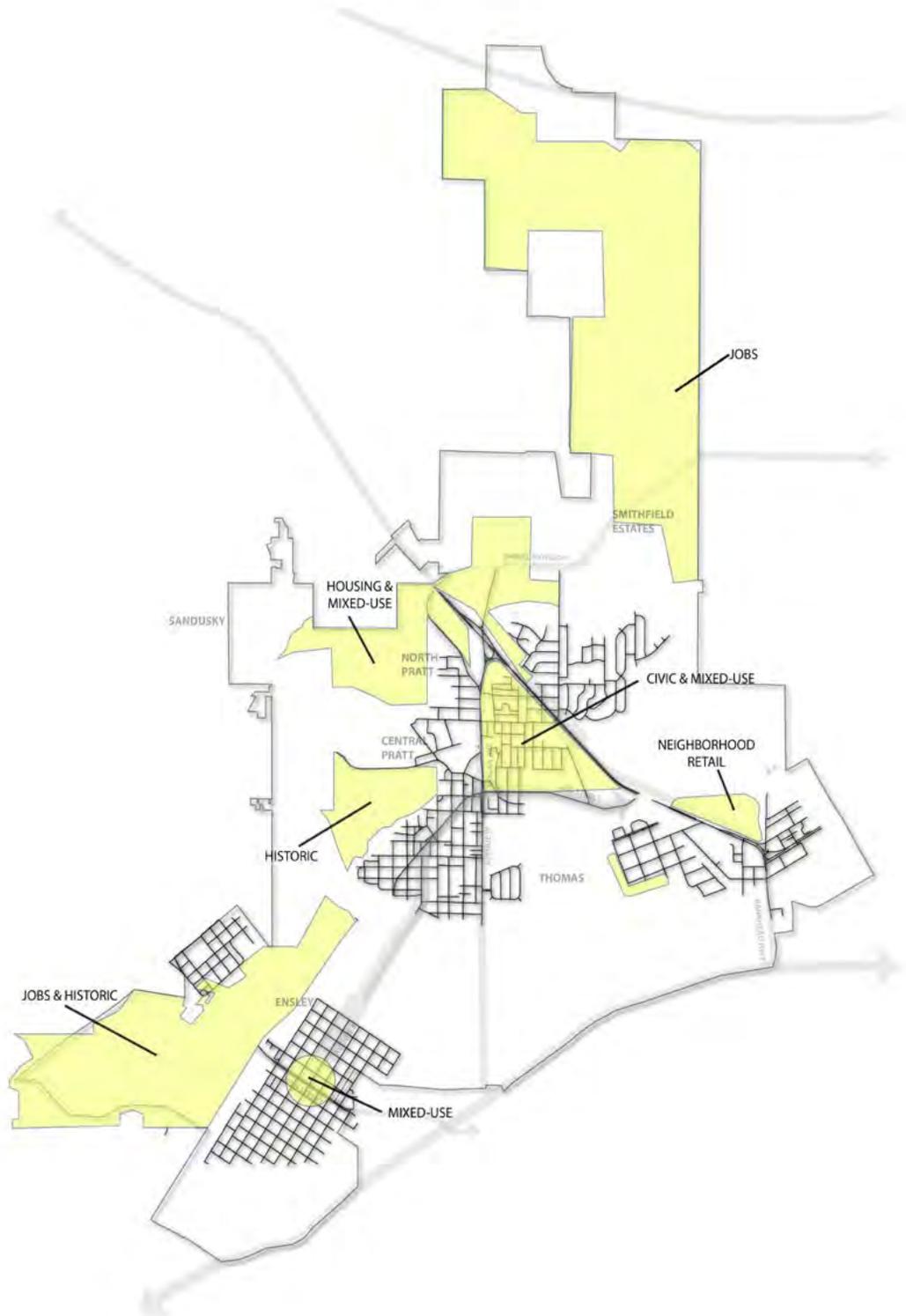
Historic Resources and Narrative



Urban Pattern and Neighborhoods



**New Development Opportunities**





The Carline and Avenue U historic district remains the central focus of **Central Pratt**. Several nodes of commercial buildings are located at the historic streetcar stops and present bus stops. These places have a wonderful and distinctive character and should be the focus of adaptive reuse and redevelopment and should guide location decisions for facilities and programs. The intersection of Carline Avenue and Avenue U should become the location of a History Center with a link to the Coke Works and convict labor cemetery. These sites are important elements in telling the historic story of

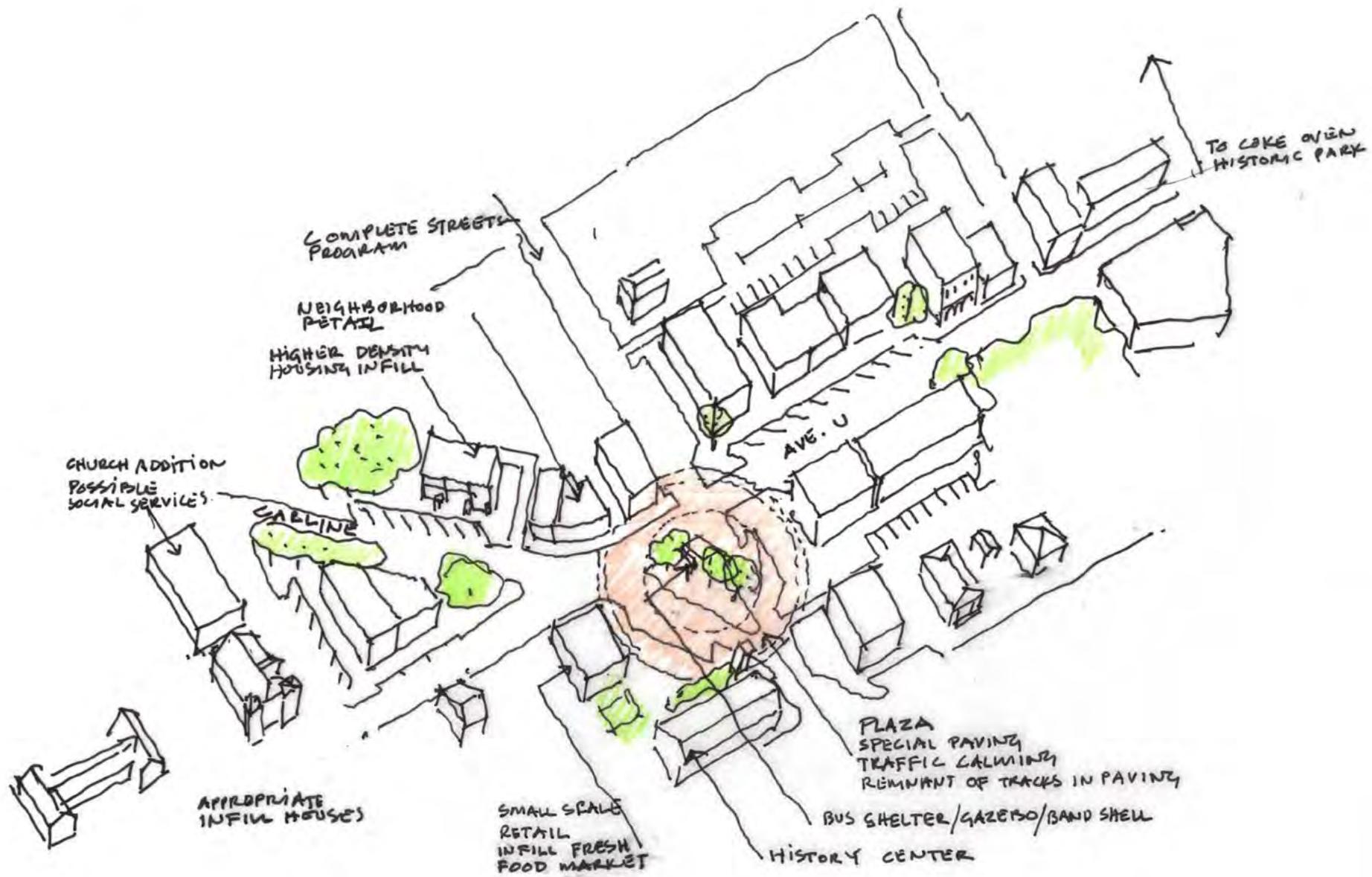
the community, and should be enhanced as an important public space. By linking the existing east/west streets with a new street along the edge of the coke oven site, a new development opportunity that takes advantage of a small creek and views into what may be an historic park is opened up. An example of a short term public investment for the area is the replacement of the existing bus shelter with one that can do double duty as a gazebo and band shelter and the extension of special paving materials across the surrounding streets to prioritize pedestrian uses. There are also a

number of important locations connected to the struggle for Civil Rights such as the site of the shooting of Virgil Wallace.

Investment should be made in assuring that there is a complete streets program to reinforce connectivity stormwater management, biking and walking. In Central Pratt along Carline, however, great care should be made to keep the delightful character of the small historic street by finding pocket parking areas, parallel bicycle paths, and appropriately scaled and located pedestrian paths. A detailed Carline Street urban design study should be undertaken to reinforce the historic character of these streets.

A careful study of existing housing typology should lead to an overlay district that encourages and allows reconstruction and new development to be carried out in a manner that reinforces the historic character of the neighborhood.





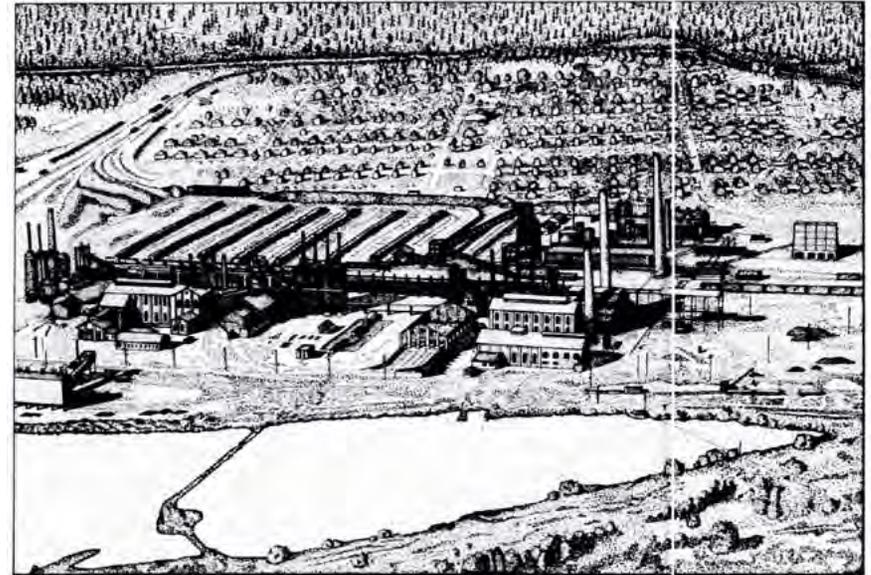


**North Pratt and Smithfield Estates**

will be focused around the rebuilt Library and fire station. Avenue W and Dugan Avenue will be restructured as a tree lined urban Boulevard and is an important part of the north/south connectivity of the Greenway system. This provides an appropriate setting for the civic node of the community. Additional civic facilities and programs could supplement the already important role of the library.

The civic core of the library becomes the catalyst for a mixed use redevelopment to the north between Avenue W and Route 78. With the completion of Interstate 22 the volume of heavy traffic on route 78 will be reduced. This presents the opportunity to reconfigure the road and transform it into a more pedestrian friendly street. This, along with the transformation of Avenue W, will allow a much stronger and pedestrian friendly series of connections between North Pratt and Smithfield Estates. A continuation of the Greenway system to the west will connect to Sandusky.

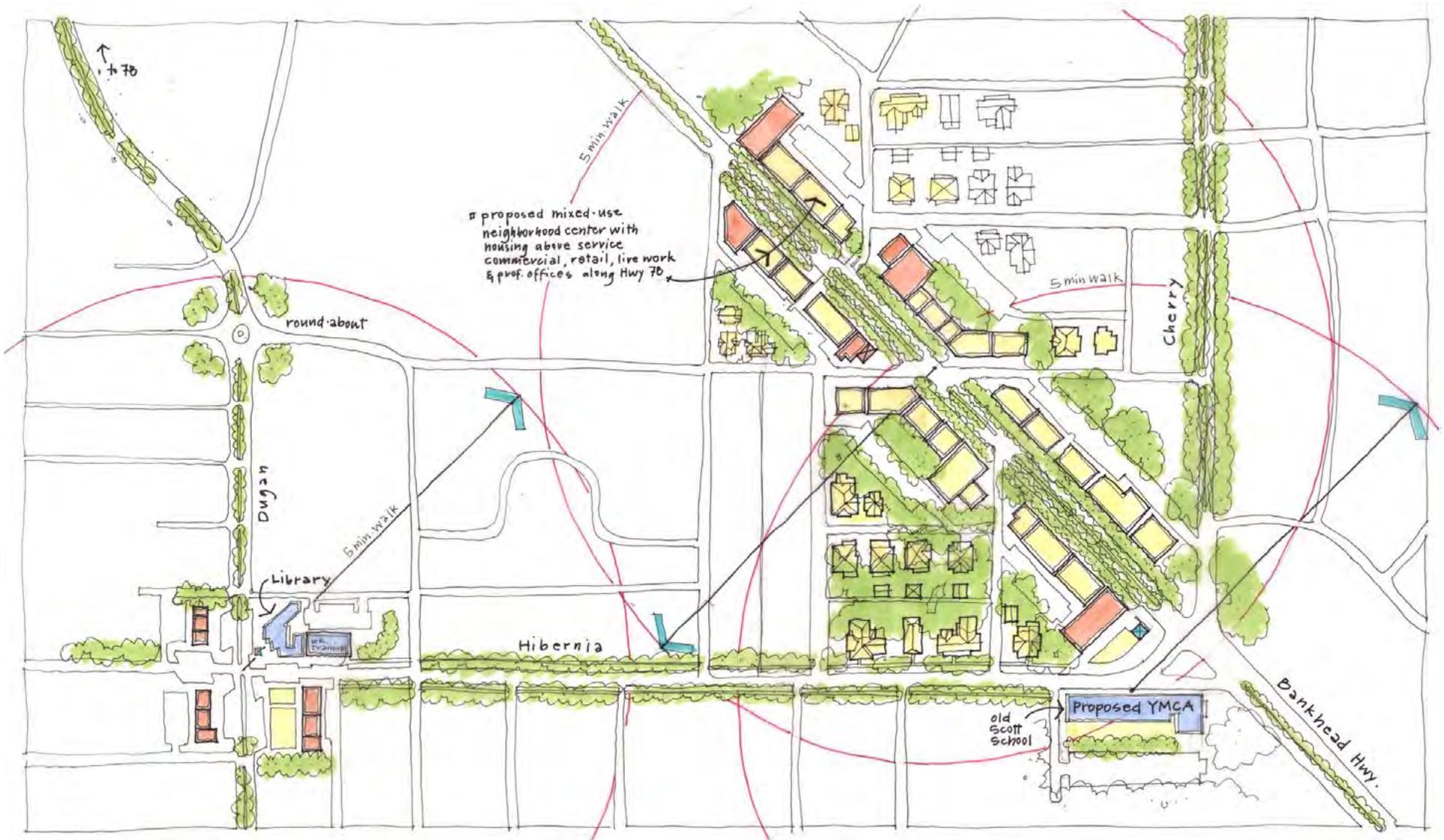
At present, **Thomas** is isolated by deteriorated and chaotic development along Route 78 and an active rail line. With the redesign of Route 78 there is a significant opportunity for mixed use neighborhood retail that could provide stronger connections and a new

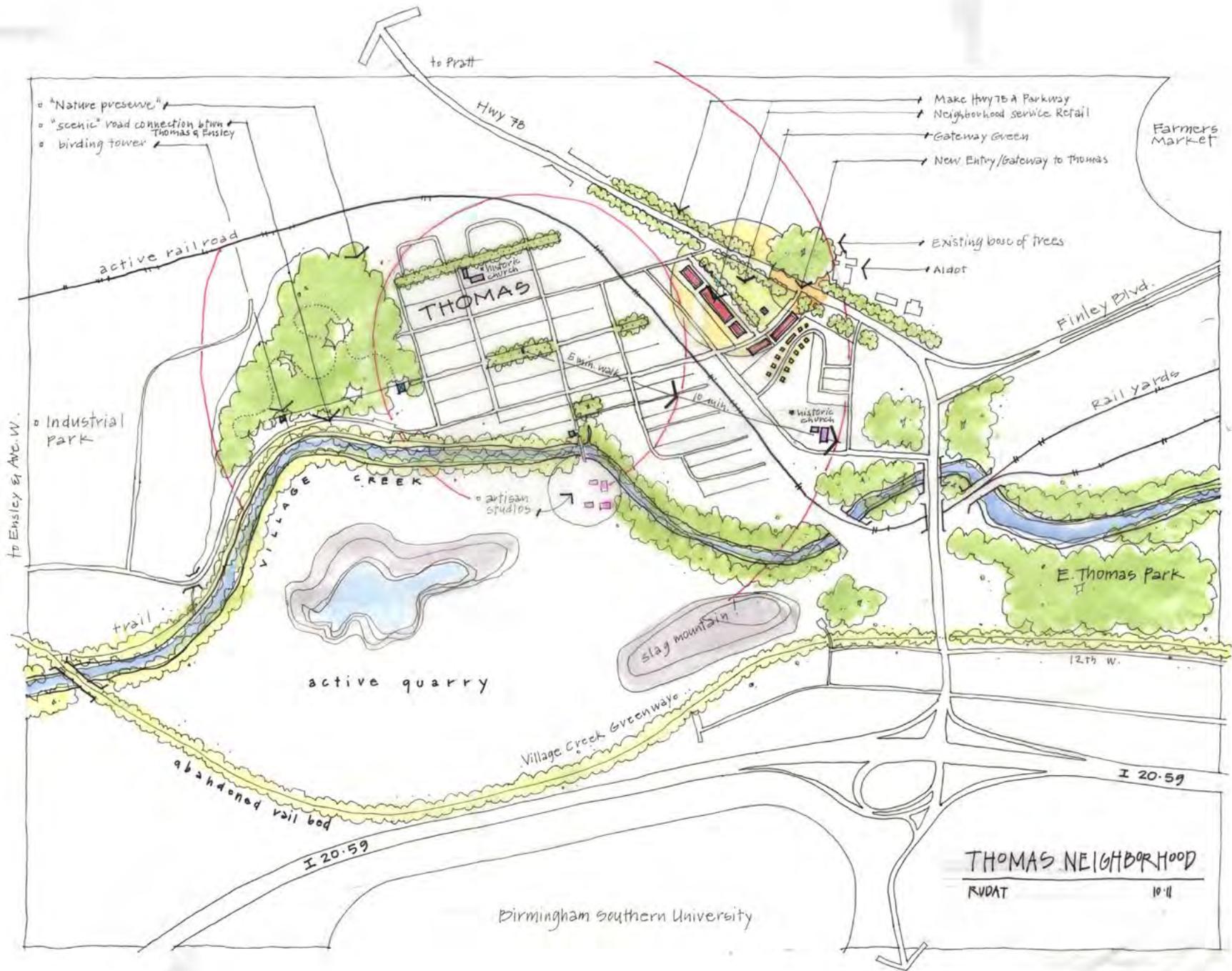


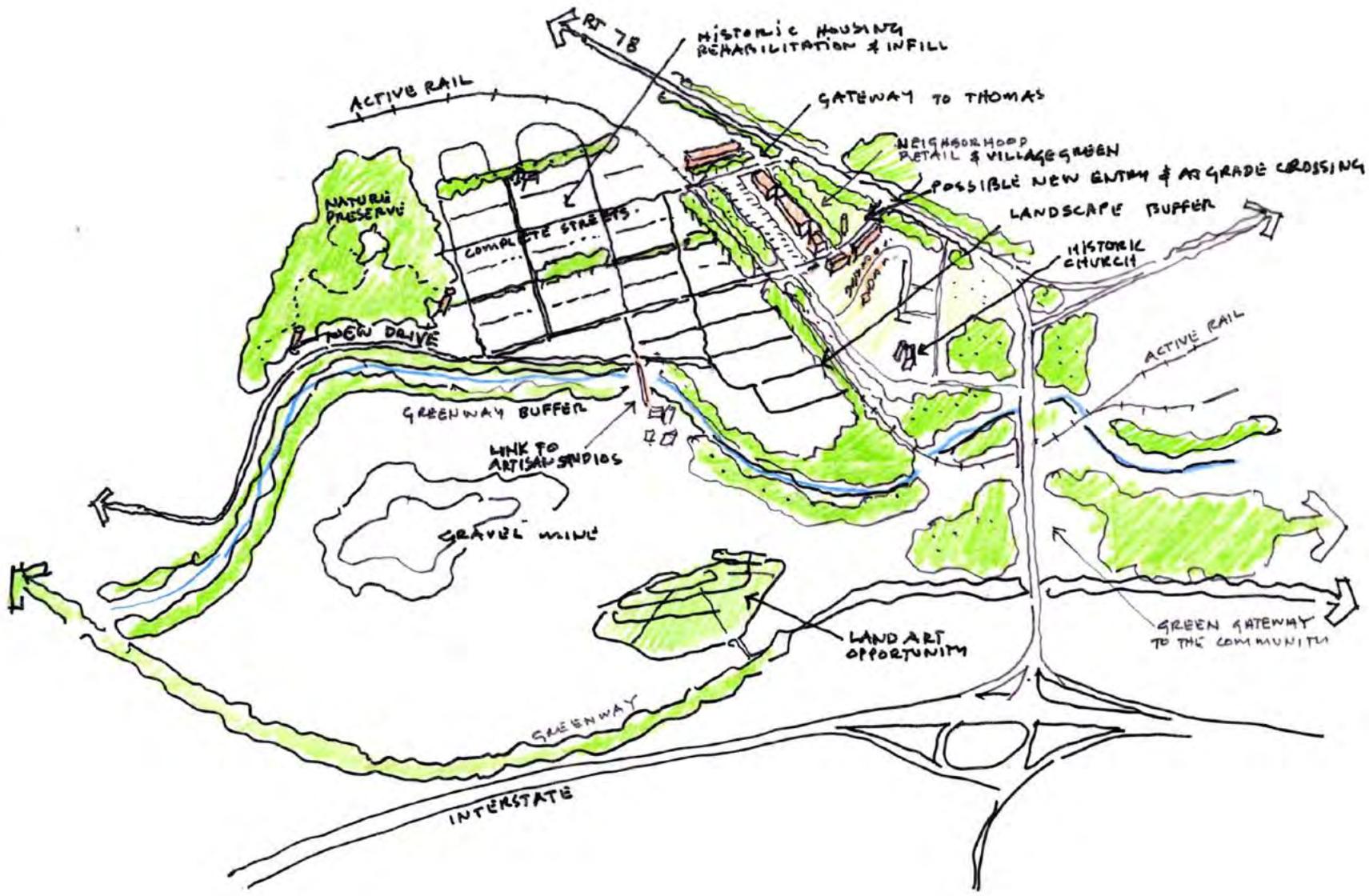
*Aerial view looking North toward the Thomas Blast Furnaces, By-Product Coke Works, and Community c. 1933  
Based on Alabama Air National Guard photograph courtesy of Wade Sand and Gravel Co., Inc.*

face for the neighborhood. Additional land that lies within the floodplain will become part of the Greenway system and provide an attractive gateway to the Greater Platt Community from the Interstate highway. A drive along the Greenway as it skirts the gravel mine will connect Thomas to Republic Boulevard. A connection should be established across the Greenway to the existing artisan studio. Land occupied by the abandoned railroad yard is planned to become a nature preserve and will become a significant amenity for the Thomas neighborhood. The very rich history of Thomas is seen in its housing typology, and the entire neighborhood is an historic district. Great care should be taken to develop guidelines for the appropriate rehabilitation of existing buildings and the design of new structures.

Village Creek will become an important element in the Greenway system and should be understood as a potential amenity and will encourage redevelopment.





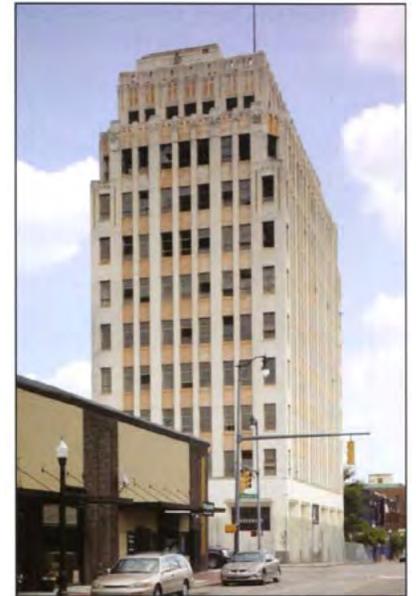


Avenue F Crosses Village Creek and is the most important linkage between Ensley and Pratt and links to Carline Avenue. In **Ensley**, we have identified the need to improve 20th Street as one of several gateways to the community. 20th Street should be transformed into a tree lined green boulevard connecting from the interstate and passing through historic Tuxedo Junction and connecting to Sherman Heights. The intersection of 20th Street and Avenue F should be identified as an important place. Public space improvements including sidewalks and street trees are needed in the existing historic district as well as the establishment of a larger contributing area overlay that will ensure appropriate building form and uses. 19th Street, the traditional Main Street of Ensley should develop a special character and be part of the way in which the history of the community is told as it will lead to the historic remnants of

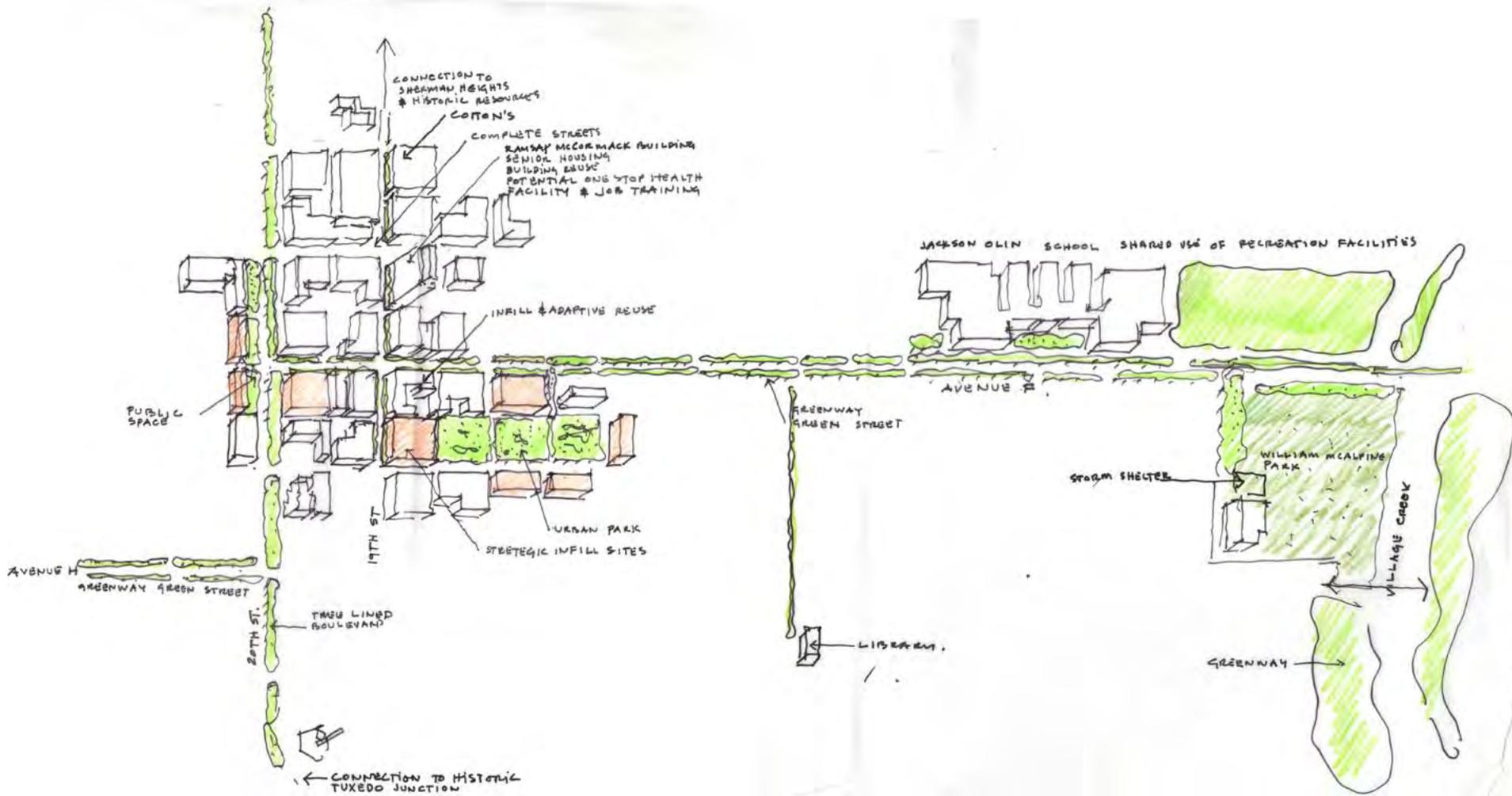


the steel works to the west. The three vacant blocks north of the Ramsay-McCormack building should be developed as an important civic park. North of 20th Street the planned Greenway should be realigned to follow Avenue F to reinforce it as the major link between Pratt and Ensley as well as establishing a strong link to William McAlpine Park with its role as part of the larger greenway plan. The historic core of Ensley should be the focus of development and adaptive reuse including a satellite history Center that can focus attention on the many churches in the community that are associated with the Civil Rights Struggle and the site of A.D. King's house. In addition we recommend the establishment of a medical training program facility as an anchor for the center of Ensley.

This will reinforce existing development and projects such as the planned adaptive reuse of the Ramsay-McCormack building as senior housing.







In addition to the larger scale urban structure, we believe that a series of guidelines and zoning changes are needed so that new and reconstructed dwellings and other buildings will reinforce their context and create an appropriate density that can support desired services and activity within the community. An example of this is making sure that zoning requirements do not prevent context appropriate houses by requiring excessive front and side yard setbacks. Each individual neighborhood should be studied and evaluated to make sure that zoning is appropriate. This is of particular importance in those areas that contribute to existing historic resources such as downtown Ensley, Central Pratt and Thomas.

## Ecology and Landscape

In April 2011, tornados devastated a large swath of the community, taking lives as well as damaging businesses, homes, and institutions. The tornados brought national attention to a wide range of issues present in the Pratt City community. In the aftermath, numerous questions remain. Now that Pratt City is organized around building for a sustainable future, what are the key ingredients necessary to promote a resilient and adaptable future? How can design thinking honor the past, respond to the present, and speculate on the future of the neighborhood? And what resources are at hand to make impactful short-term accomplishments that can inspire a renewed sense of neighborhood spirit?



## DEFINING LANDSCAPE AND ECOLOGY

For this report, Landscape refers to the character, organization, experience and function of outdoor spaces. Established communities, undeveloped lands, parks and open space, and industrial sites are all a part of the landscape and can be designed to support community interests. Landscape is the result of processes including the flow of air and water, exchange with the sun, and the decay of organic matter, and interactions between people and the environment. These ecological processes are even more significant than the landscapes they produce and the places were experience. Stewarding these processes, anticipating the impacts of design decisions on these processes, protecting the well-being of people and the other members of the natural world are the foundations of ecological thinking.

Opportunities abound in the landscape to make short-term and long-term positive impacts on community life. From creating new opportunities with vacant land, to becoming national leaders in stormwater management, ecological thinking and strategic design approaches can greatly enhance Pratt City residents access to basic needs, and increase their quality of life.

This section addresses the potential roles that landscape and ecological thinking can play in pursuit of the goal of a sustainable Pratt City. Although these areas aren't apparently related to the mission of strengthening the area, this section will attempt to present short term and long range opportunities to engage the unbuilt world and harness environmental forces in service to a healthy and prosperous community.

In particular, this section will communicate the lessons learned from community meetings, best practices gathered from similar situations, and visualize the potential impacts of transforming the landscape on the daily lives of Pratt City residents.

### **LESSONS LEARNED FROM COMMUNITY ENGAGEMENT**

Community stakeholders were extremely insightful and helpful in defining the issues addressed in this section. A wide range of neighborhood interests were communicated and ranged from nuisance concerns to regional environmental issues. Issues and opportunities were documented and organized into the following themes

#### **PROTECT WATER QUALITY AND SUPPLY**

Many stakeholders expressed concerns about the future impacts of growth and development on access to clean water. Aging infrastructure, climate change, and rapid regional growth were all identified as risks to water quality and supply. Additionally, stakeholders reported increasing rates for water and sewer services.

The environmental impact of the large number of mining and industrial sites in the area was unclear. Although there was anecdotal evidence of impacts associated with pipe making, no data was identified. The improving water quality of Village creek was the only evidence provided in community meetings.

At the same time, stakeholders acknowledged recent efforts to improve water quality, and credited FEMA buyouts along Village creek, greenway development, and strong environmental advocacy with positive momentum in this regard.

#### **ADDRESS AREA FLOODING**

Several stakeholders reported that they experienced flooding in heavy storms. Some areas of the neighborhood are currently in the floodplain and at risk to damage from 100 year floods. The city is currently engaged in FEMA buyout processes in these areas, but several stakeholders, including industry and distribution centers still occupy these areas.

An undersized culvert and bridge at F street was identified as a key contributor to flooding along Village creek even in small rain events. Improvement of the bridge and sewer are required to alleviate the situation.

#### **ADDRESS VACANT LAND**

Stakeholders communicated that vacant land was contributing to nuisance and blight even before the tornado damage. There was no common understanding of why some parcels remain vacant while others were being redeveloped. The tornado damage increased the impacts of vacant land on community perception and anecdotally on land value. A large portion of the northern neighborhoods were over 50% damaged by the tornado. There was a lack of clarity on how debris from storm damage was to be removed, or how stakeholders could instigate cleanup of nuisance properties.

### **EXPAND PARKS, OPEN SPACE AND COMMUNITY FACILITIES**

Stakeholders expressed a demand for additional parks, open spaces, and community facilities. They discussed the continuing demand for athletic fields and places for large group active recreation. Additionally, seniors discussed the need for more places for walking. The emerging trail systems through FEMA buyout property was recognized as a good start in providing these places. The strict separation between park facilities and school facilities was identified as a reason why many school sites (with ample room for community uses) remained underutilized.

In a brief survey of area park facilities, there appeared to be a lack of accessible and programmed park space for residents in the northern areas of Pratt City. Existing park resources appeared to be well maintained, with Pratt Park receiving praise for its location and mix of program elements.

### **COMPLETE GREENWAYS AND TRAILS**

A regional greenway plan currently in implementation was well-regarded and received praise from stakeholders for providing connections between Pratt City and other neighborhoods. The greenway efforts, combined with clean water advocacy, have already improved water quality in Village creek. Evidence of improved water quality included increased observations of red darters, blue herons, and other indicator species.

Stakeholders expressed an interest in interpreting the rich cultural heritage of the area. There are numerous places of interest across the neighborhood that lack documentation, interpretation, and connections. These sites range from places important to the mining, civil rights, and cultural history of the area. A heritage trail was considered a useful framework for leveraging the unique narratives of Pratt city for community awareness and potential tourism interest.

### **INCREASE WALKABILITY**

Stakeholders reported that there was a fragmented and degraded walking infrastructure. Most stakeholders said that driving was their only means of fulfilling their daily needs. Places for shopping, work, and other necessities are generally not in walking distance to most community residents. The rail lines along the south of the area sever neighborhood connections and challenge creek access. Although historic neighborhoods have gridded street systems and some sidewalks, many were fragmented by post war transportation systems. Highway 78 was identified as a tremendous barrier to connectivity.

The ad hoc nature of some neighborhood planning resulted inconsistent Rights Of Way and street dimensions. This makes a continuous walk system difficult in some areas. However, the increasing age of the area, the need for safe walking areas for children, and the broader need for increased physical activity to combat cardio-vascular disease were all communicated as imperatives for investment in walking infrastructure and walks.

## INCREASE ACCESS TO HEALTHY FOOD

Stakeholders described the Pratt City area as a “food desert”. There are no grocery stores, farmer’s markets, or other venues to purchase fresh produce in the neighborhood. There is a large 24 hour farmer’s market within a 15 minute drive of the neighborhood, but stakeholders did not report using it regularly. Nor did they report using a Piggly Wiggly grocery store in Five Points West. Many said they commuted 30 miles away to use a Wal-Mart for their grocery shopping.

Stakeholders reported an interest in creating access to healthy food in the area. This included a desire for community gardens and urban agriculture, as well as community kitchens to teach healthy cooking techniques. However, stakeholders also reported challenges in getting grassroots support for these ideas. A local capacity building organization was willing to provide free skills training for developing community gardens in the neighborhood. Unfortunately, the lack of grassroots response led to them cancelling the training. The lack of awareness about the value community gardens was identified as an important barrier to progress.

## RECOMMENDATIONS

### *Redefine the Olmsted Park System Plan*

Nearly 100 years ago, the Olmsted Brothers developed a vision for organizing low-lying areas and valleys across Birmingham into an integrated park system. A fragment of their plan extends in the Pratt City area, and serves as a key component of the greenway and FEMA floodplain buyout plans. The Olmsteds’ Plan remains an effective strategy for organizing undevelopable lands for leisure and should be

supported and implemented. In particular, leveraging the historic perception and value of Olmsted landscapes to support ongoing efforts assembling Village creek floodplain lands will have an enduring positive impact on the neighborhood. These lands can serve many purposes. Reconnecting Pratt City to Village creek can greatly enhance park adjacent land values and catalyze community development along the floodplain edges. Floodplain areas are ideal for environmentally-based stormwater management techniques. And ecological restoration and environmental education are all enabled via the recommendations from the Olmsted Plan.

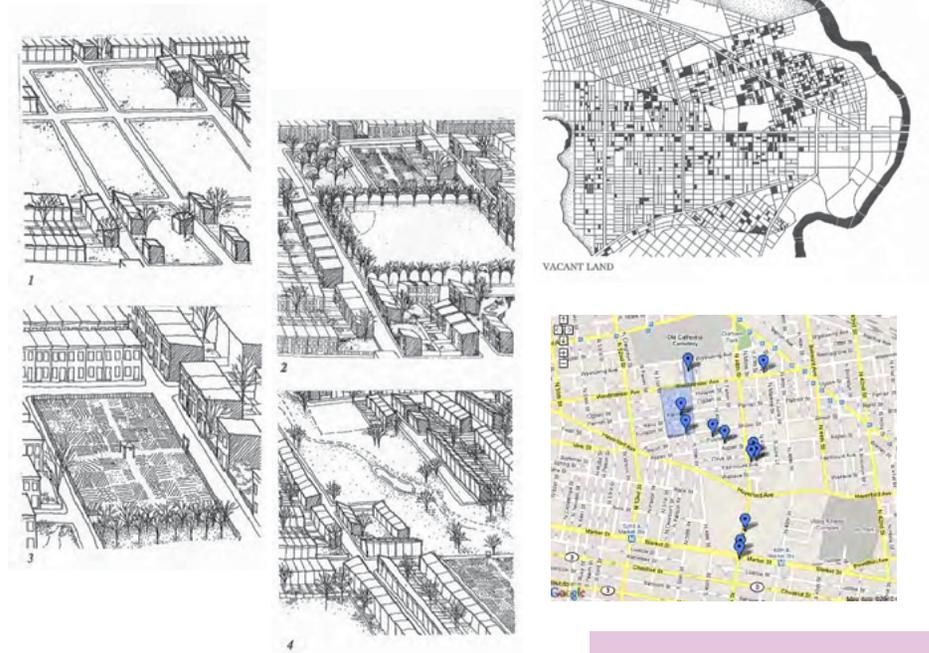
However, the plan does not address several contemporary landscape and ecological issues. The park system does not promote linkages to current places necessary for community services (work, school, daily needs). The park system does not address remediation of industrial and mining sites. And the system does not connect to significant cultural sites in the neighborhood. Redefining how the initial intent of the plan by layering these contemporary community and ecological needs on the sturdy groundwork of the Birmingham Park System plan is a priority of these recommendations. Any recent or pending updates of the Birmingham City open space master plan (renewed every 10 years to secure federal funding) should identify and address these needs in the Pratt City area.



## Turn Vacant Land into an Asset

Currently, vacant land across the community is perceived by stakeholders as a result of and contributor to the perception that Pratt City is in decline. Stakeholders expressed confusion about understanding who has the power to transform vacant lots into other uses, and clean them up. This lack of awareness compounds on other community service and quality of life issues. At a minimum, documentation of the locations, conditions, and development process of vacant land in Pratt City has been done, and needs to be more readily accessible to neighborhood residents. Strategies for resolving land ownership disputes, absentee landlord responsibilities, as well as approaches for those lacking redevelopment resources are needed.

## shrinking cities: medium risk



## shrinking cities: low risk



### Multiple Parcel Connection



- 1 crosswalk
- 2 fruit trees
- 3 event area
- 4 gathering

#### Per Unit Cost Estimates

site demolition/grading \$20 per cubic yard (350)	\$7,000
<b>walkway/paving materials</b>	
compacted crushed gravel \$1.50 s.f. (4,160)	\$6,240
precast pervious paver \$15.00 s.f. (800)	\$18,240
<b>landscape materials</b>	
topsoil \$25 per cubic yard (30)	\$750
planting mixture \$45 per cubic yard (100)	\$4,500
mulch \$40 per cubic yard (5)	\$200
<b>plant materials</b>	
6" flowering tree- <i>Rhw.plum</i> \$500 ea. (12)	\$2,400
4' upright shrub- <i>Viburnum</i> , <i>Thuja</i> \$80 ea. (80)	\$6,400
3' spreading shrub- <i>dogwood</i> , <i>rose</i> \$50 ea. (25)	\$1,250
grass seed- <i>perennials</i> \$5 s.f. (500)	\$2,500
<b>seed materials</b>	
low mow lawn \$0.12 s.f. (4,000)	\$480
<b>furnishings</b>	
waste receptacles \$600 ea. (3)	\$1,800
5' stone seal walls \$500 ea. (3)	\$1,500
<b>fencing</b>	
4' ornamental metal \$50 l.f. (100)	\$5,000
post treatment \$75 ea. (4)	\$300

#### Multiple Parcel Connection Total Cost Estimate

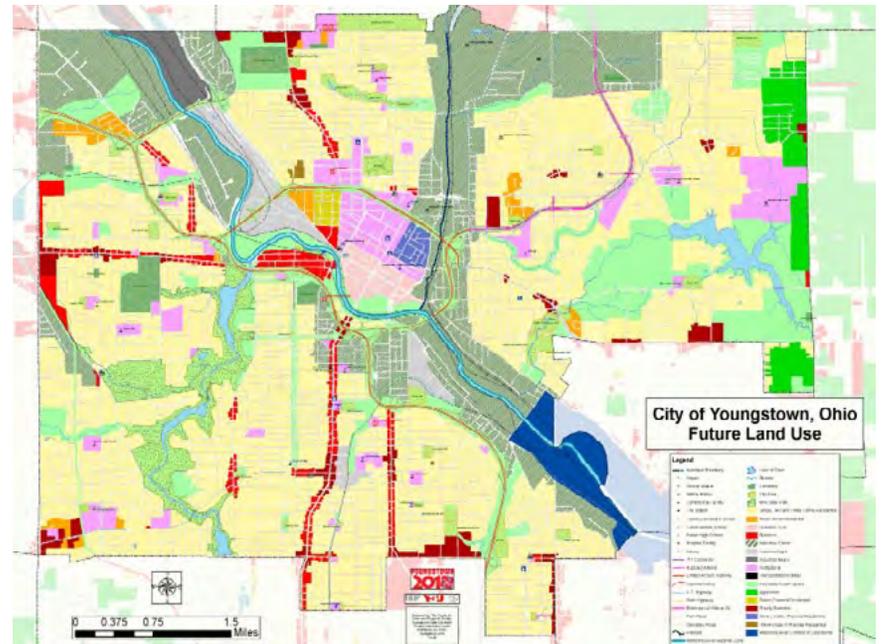
subtotal cost \$3.94 per square foot	\$53,540
contingency 10%	\$5,550
design/engineering 10%	\$5,550
<b>total project cost</b>	<b>\$64,640</b>

Cost Estimate - Parcel Area 13,600 square feet (0.31 acre)



Multiple Parcel Connection is an elaboration on the Thin Parcel Connection pattern. Where applicable, it would serve to create more of a pathway network connecting multiple streets while offering the opportunity to create a parklike setting with a series of amenities useful to both private residents as well as to the general public.

## shrinking cities: high risk



In the short term, the City and community stakeholders should partner in identifying key parcels that can be transformed quickly to communicate that the area is committed to rebuilding. Vacant land immediately adjacent to major community gateways, and corridors that invite the region to move through Pratt City are first priorities for clean up and beautification. This strategic work can impact broader community perception, and give residents an opportunity to contribute to a concrete community improvement effort.

In mid-term steps, targeting streets that require pedestrian improvements, as well as roads that could transform into boulevards, for short term retrofits could provide the public sector support necessary to catalyze private market forces. Private developers and lenders may have more confidence and be willing to invest in Pratt City if they knew that the public sector was committed to transforming basic infrastructure for enhanced community life.

In the long-term, Pratt City has to have a community conversation about vacant land management. Communities across the nation and the world offer a range of approaches to an abundance of vacant that can be of benefit to Pratt City. In one example, Cleveland, Ohio developed a catalog of options for the use of vacant land in addition to rebuilding. These options include community gardens, sitting areas, play areas for children, and even additional side yards for adjacent neighbors. Each option is presented with a rough cost estimate, and the group of alternatives is available for

individuals and groups to use in proposing recommendations for vacant land re-use to the city.

In Philadelphia, Pennsylvania engaged in intensive community outreach to raise awareness about the value of larger aggregates of vacant land. In neighborhoods that lack park space, vacant land could be reorganized to provide enough room for ball fields and playgrounds. In areas where flooding is a concern, vacant land in strategic locations can provide needed stormwater management, and even provide wildlife habitat. And In areas where development interest requires larger areas, vacant land of a certain scale can be a desirable redevelopment candidate. Incentives were provided to encourage land swaps, and relocation of businesses and homes within the community to enable these approaches.

In Sandusky, Ohio pursued a more aggressive strategy of community relocation and consolidation. After extensive community engagement, large under-populated portions of the city were targeted for the development of open space with a commiserate removal of basic services such as electricity, water, and sewer. Residents and workers were relocated from these areas and incentivized to move into more established and thriving community centers. This approach redistributed people and assets to maximize and enhance healthy neighborhood areas, and reduced costs by eliminating services in areas that had no long-term development future.

In the face of immediate demand for solutions to vacant land in Pratt City, it is recommended that stakeholders and the City have meaningful dialogue about recent demographic trends, anticipated time frames for rebuilding, and direct discussion about real options to vacant land management that does not anticipate rapid rebuilding.

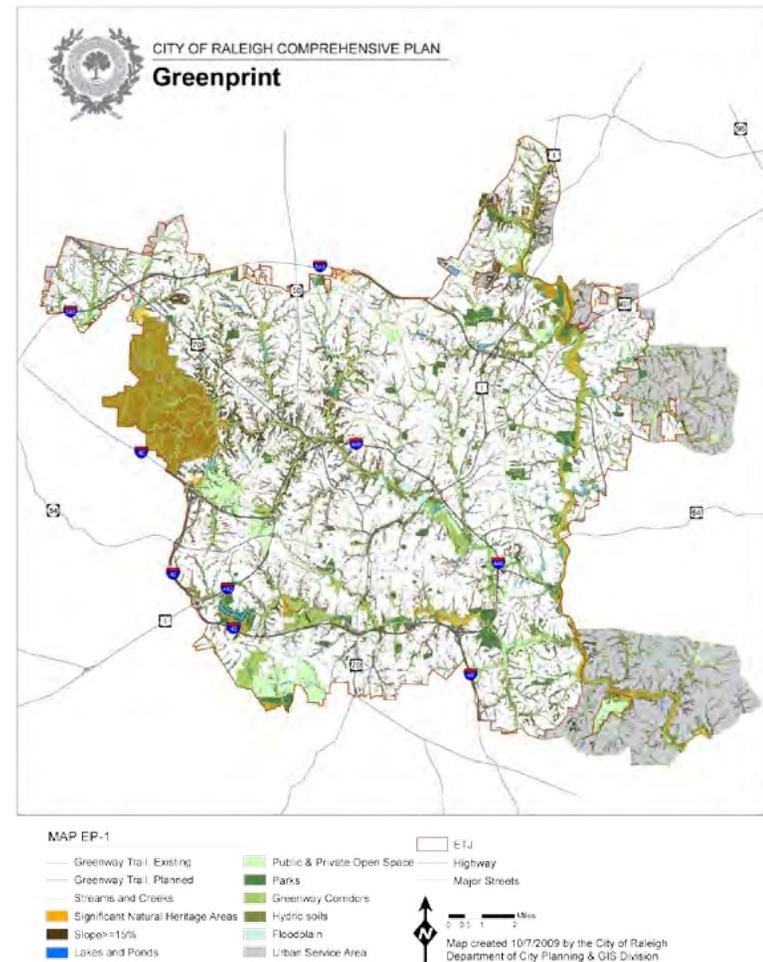
**Plant Trees**

Many community stakeholders lamented the loss of mature street trees due to the tornado. Street tree planting is one of the best short-term investments Pratt City can make. In addition to providing an immediate and visible sign of revitalization, trees provide numerous long-term benefits to communities. The roots systems of trees absorb water and can contribute to stormwater management. Trees cast shade and can lower heating and cooling costs in adjacent buildings. Trees can help make streets more attractive and safer, and encourage walking and biking. And trees can enhance community character and increase property values.

A short-term recommendation is to use vacant lots as nurseries to grow street trees. These nurseries can be designed to enhance the image of blighted vacant lots. Trees can be transplanted to various locations across the area in need. The planting and maintenance of street trees can be done through a partnership between the City, neighborhoods, and other stakeholders.

**Create a Pratt City “Greenprint”**

Pratt City, Birmingham, and regional residents need more substantial and easily understood tools for making development decisions that can address environmental issues, and make rebuilding more efficient and cost effective. Currently, the best available tools are tied to floodplain issues, and stakeholders communicated difficulty in getting access to information about environmental constraints impacting potential development.



“Greenprint” is an emerging trend in summarizing development opportunities and constraints in the context of environmental issues. The “Greenprint” summarizes data about the 100 year floodplain, natural heritage areas, greenways, >15% slopes, hydric soils, and other environmental factors affecting growth decisions. Pratt City can become the pilot study for applying this process across Birmingham and the region.

### **Support the Village Creek Greenway and Create a Pratt City Heritage Trail**

44 miles of greenways are currently in planning, design, and implementation in Birmingham. The Village creek greenway system, which features numerous on street and off street connections to community resources, offers a unique framework for connecting a wide range of community landscape and ecology situations. These include the potential for the greenway system to create and enhance a non-motorized transportation network, leverage ongoing efforts to improve water quality, and interpret little known cultural resources in the community. It is a robust and ambitious plan, with strategic linkages already in varying stages of implementation. The Pratt City neighborhood should embrace the plan, and become more vocal participants in its fine-tuning and regional interface.

The current plan was developed in advance of R/UDAT recommendations and could adapt to support this reports broader recommendations. For example, Carline, which emerged as a unique and significant component of an heritage trail through Pratt City, is not connected the current greenway plan. There are many heritage sites, some documented and some not, that stakeholders expressed in interest in developing and

connecting through a heritage trail. A heritage trail could overlay and enhance the greenway plan in many ways. By interpreting the history of the community, and inviting residents and visitors to experience that history in the landscape, Pratt City could further enhance its perception and value as a unique cultural setting in the region.

Additionally, a combined heritage and greenway trail system in Pratt City could greatly enhance overall community needs. In the northern areas of Pratt City, proposed neighborhood revitalization efforts that would include attracting mixed use and neighborhood services lack non-motorized and trail access. In Ensley, the proposed restructuring of FEMA buyout properties, as well as connections to a redefined city center were not considerations at the time of the formation of the Village Creek greenway plan. And there could be short and long-term benefits to



showcasing cultural assets and linking them to the already established Civil Rights Trail route. Pratt City would benefit from some modifications of routes and changes in the assumptions of the catalytic projects that can revive the neighborhood. Evaluating the current greenway plan's potential to leverage plan proposals is a top recommendation from this report.

### ***Create Flexible Public Spaces***

Stakeholders expressed a demand for more parks and open spaces. The northern reaches of Pratt City lack access to formal parks and recreation spaces and attention should be given to provide resources there. The central and southern areas seem to have parks in the right places, and should be assessed for their programmatic requirements and potential to adapt to emerging community needs. The addition of new park space, primarily within the FEMA buyout properties in the Village Creek floodplain will create a vast area with numerous open space potentials. Careful coordination should happen with City of Birmingham's Parks and Recreation Department to fold Pratt City interests into design and planning considerations. Namely, influencing the next iteration of the city's Parks and Open Space Master Plan should be a community priority.

Area schools with athletic fields should be redefined as additional recreational opportunities. Bureaucratic separations between the school and park systems make school grounds off-limits to residents after school hours. If combined as shared resources, school and park facilities have the potential to satisfy the open space and

recreation needs of residents without significant capital outlays. Shared facilities may also increase the participation and awareness of young people to broader issues facing the community.

This report also recommends targeting vacant land and open space near libraries, community centers, and other existing community gathering points for public space development. Outdoor areas can become extensions of interior activities; outdoor media centers, classrooms, community kitchens, performance areas, gardens, and play areas. By co-locating facilities, places that are significant community uses already can enjoy new life with limited expense. The "triangle" and other open spaces along Carline, as well as vacant land near The library and the former Scott School are initial candidates for this kind of activity.

### ***Pursue Low Impact Development and Retrofit Guidelines***

Low Impact Development (LID) is a contemporary approach to site planning that addresses stormwater on each development site. The overarching goal of LID is to minimize or eliminate stormwater runoff from development sites. This means that in a rain storm, runoff is seen as a valuable resource; either being captured for reuse on the site (irrigation, flushing toilets, heating and cooling), or returned to groundwater (rain gardens, etc.). LID approaches can contribute to dramatic reductions in water and infrastructure costs and should be considered in areas with outdated infrastructure. LID approaches should be applied to any new development, especially greenfield

residential and mixed use projects. City incentives can offset some of the project development costs, and still produce desirable returns measured in reduced resource consumption, and reduced impact on infrastructure.

Methods exist to retrofit existing sites by applying LID approaches. These include the construction of rain gardens in private yards, the use of rain barrels and cisterns to capture roof runoff, and even green roofs. These incremental approaches can be challenging to implement without public and private incentives. Good examples exist where partnerships with institutions and energy conservation programs can offset costs and labor of installation and maintenance. Sustainable South Bronx, and various programs connected to the City of Chicago offer tangible examples of using green building techniques to build entrepreneurship in the community, providing needed skills training and pathways for residents to small business development.

### ***Make Healthy Streets***

Although landscapes are often thought of as destinations, the most common landscapes experienced by people in America are streets and other paths of vehicular movement. The design and retrofit of streets can be thought of as landscape and ecology opportunities. Currently, Pratt City stakeholders use private automobiles almost exclusively to connect to their daily needs and neighborhood services. They rely on a robust street network to connect to the city and the region. The direct and indirect costs of automobile use (ownership, insurance, maintenance, fuel, parking, depreciation, road repair, etc.) are high and will increase with rising fuel costs. As

### Eastway Incubator [ green street ]



Figure 66. Alston Avenue Widening Design Alternative: crosswalk and vegetated swale that also functions as a pedestrian refuge



infrastructure begins to break down, strategic decisions will need to be made on redevelopment that will prevent high levels of repair and maintenance to some roads.

Automobile emissions are a contributor to risk of respiratory disease. Areas with high automobile dependency also have high rates of obesity and risk of cardio-vascular disease due to driving contributing to a sedentary lifestyle. Both respiratory and cardio-vascular disease risk is significantly higher in the African American community than in other populations.

Stormwater runoff increases and water quality decreases with large paved road surfaces. Many streets in the neighborhood lack mature trees and vegetation, are hot in the summer and generally undesirable for walking and biking. The width of streets and the speed of vehicular traffic provides numerous safety challenges to Pratt City residents. It can be dangerous for the mobility impaired, children, and seniors to use and cross many streets in the Pratt City neighborhood.

A concentrated effort on making Pratt City streets walkable, accessible, and green will make immediate and long-term benefits to the community. It is beyond the scope of resources to transform all city streets, but strategic corridors including Carline, Avenue W, Highway 78, and Avenue F are excellent candidates for comprehensive retrofits. There are many examples of how using paint and inexpensive materials to designate bike lanes and enhanced pedestrian areas can make an immediate and affordable impact on street behavior. This report recommends engaging in some design experiments, and using inexpensive approaches to reclaim pedestrian and bike space on existing streets. These temporary activities can provide much needed data to inform long-term infrastructure improvements.

The Complete Streets Program through DOT incentivizes adapting auto-dominated routes to accommodate other modes of transportation. Contemporary street design that encourages increased physical activity can attract public health-related funding. Additionally, incorporating innovative approaches to handling stormwater in street rights of way can benefit from sustainable infrastructure grant resources.

### ***Grow and Eat Healthy Food***

The Pratt City neighborhood qualifies as a “Food Desert”; there are no fresh food (especially produce) opportunities within walking distance of anyone living in the area. Reliance on processed and fast food is a leading nutritional contributor to obesity and cardio-vascular disease. African-Americans are disproportionately affected by obesity for these reasons. The landscape can enable access to healthy food by providing settings that support activities required for a successful food system; from growing, processing, consuming, and disposing/recycling waste. Community gardens and urban agriculture are emerging as key places where people across generations can get reconnected to the environment and each other. The stewardship required to grow food transfers to other aspects of life. In Colorado, The Living Landscapes Program has proven that students that tend community gardens have fewer sick days, less disciplinary issues, and perform better academically than before they tended gardens. Gardening is well documented as a means to increase sociability amongst seniors, and to connect across generations with young people.

Community gardens and urban agriculture also provide skills-development and entrepreneurial opportunities. However, this requires a groundswell of grassroots interest and support, as well as capacity-building. This is not present in Pratt City today. This report recommends identifying and investing in a group of Pratt City stakeholders to address this issue, as well as work with partners to build the capacity of food production. Jones Farms, a local non-profit organization has expressed a willingness to participate in capacity-building in Pratt City. Vacant land in Pratt City offers many opportunities for local food production and city coordination on site preparation, access to water, and site security (fencing) could create the right incentives to encourage local food production in the short to mid-term.

Alternatively, improving access to existing places with sources of fresh food is another priority. Jones Farms runs a well regarded 24-hour farmer's market near Pratt City. Non-profits, cooperatives, and even Community Sponsored Agriculture (CSA) programs could identify people in Pratt City demanding healthy food, and facilitate the transportation of that food to people in need.

### ***Assess Ecological Risks***

There was a marked lack of information available about the impacts of mining and industrial activity on the environmental health of the area. Third party resources were available, analyzing air and water quality but none were specific to the Pratt City neighborhood. Generally, the broader group of communities adjacent to the rail and freeway corridors are experiencing poor air quality. This is in line with

national data describing communities in similar contexts. Little was available describing brownfield sites, as well as any soil and groundwater issues as a result of mining. The lack of this information is concerning, and therefore makes some of the ecological recommendations made in this report "works in progress". Due to historical relationships and potential economic impacts of access to information contamination, it will require community will and political leadership to manage access to this critical information while continuing to attract community and economic development. Policy and resource incentives may include land banking, land trusts, and other third parties that can serve as intermediaries between those interested in addressing polluted sites, and their owners. Offsetting the costs of remediation such that people interested in reinvesting are not being "penalized" with also providing all of the site clean up costs may encourage owners of contaminated sites to be more visible and open with their site conditions.

### **CONCLUSIONS**

Pratt City remains a unique area rich in natural and cultural heritage. The place and the people matter to the future of the city and the region. The response to the tornado aftermath gives an opportunity to focus resources in ways that reflect and extend community values. Many ongoing efforts, as well as the legacy of long standing plans offer pathways to restitching this neighborhood back together. But in the same moment, there are opportunities to think more comprehensively, and see rebuilding as a means to reposition the Pratt City neighborhood to be more sustainable, competitive, and vibrant than it ever was. While honoring the

past, there is clear potential to apply contemporary thinking informed by national best-practices, to allow Pratt City to become a sustainable living innovator in the region. Weaving landscape and ecological enhancement opportunities in this mix can provide immediate benefits; from addressing vacant land before rebuilding comes, to enabling healthy food and stormwater management. In the long-term, careful consideration of the landscape can produce connected systems of gathering spaces and movement corridors that enhance neighborhood stability, and attract private development interest. And along the way, create many opportunities to address health, entrepreneurship, and skills-development through the rebuilding of one's own community.

## Mobility

The mobility vision for the Pratt Community is based on a “new narrative” that reshapes the existing mobility infrastructure from a single-use, auto-oriented system, into a multimodal strategy that takes back the community’s streets. The community’s identified needs and issues have informed the redirection and identification of key opportunities to create a Livable Mobility Framework for the future.

## COMMUNITY ISSUES

The public and focus group process identified a number of key issues related to the community’s mobility needs and desires. These issues include:

**The Absence of Walkability:** The area’s streets are generally auto-oriented and pedestrian hostile, lacking even a basic connected sidewalk system.

- Little to no sidewalks on neighborhood street or corridors.
- Non-existent ADA accessibility.
- Hostile vehicular corridors with fast moving truck and vehicle traffic (Hwy 78, Ave. W).
- Truck traffic.
- Narrow neighborhood Streets.

**Limited Transit Access:** The one transit route has limited service and requires inefficient transfers to needed destinations such as Five Points West.

- Limited transit service.
- Requires transfer to key destinations (Five Points West).
- Lack of physical amenities and ADA accessibility (shelters, sidewalks).

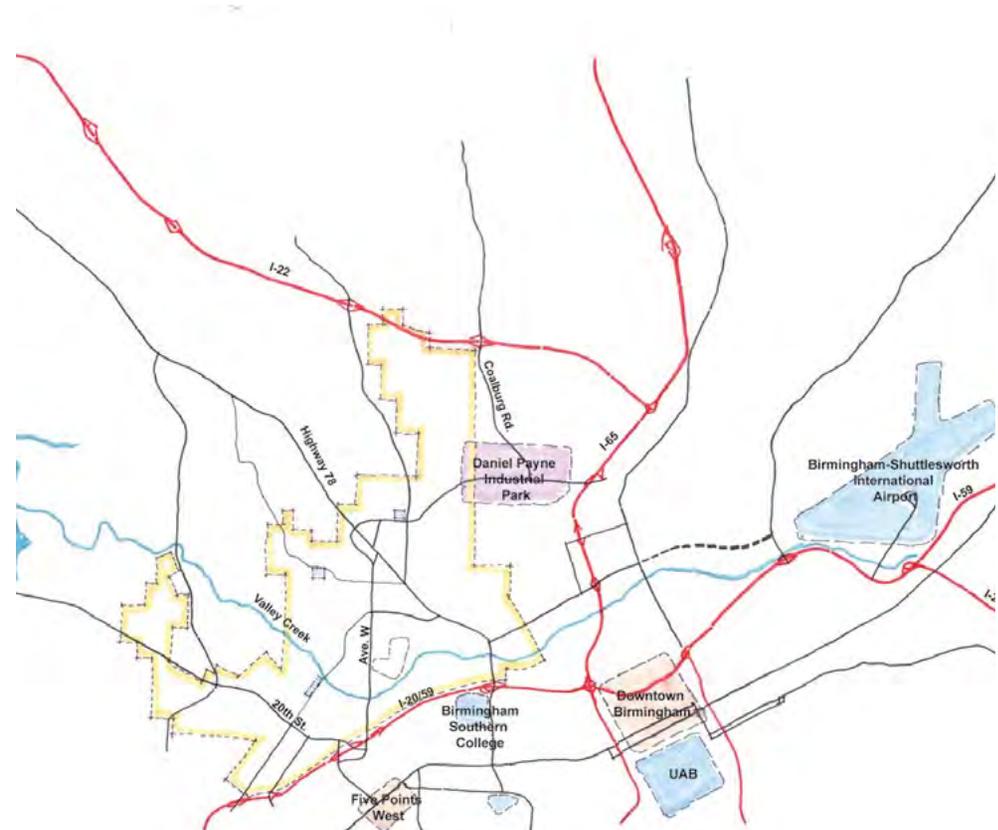
**Lack of Connectivity:** A number of barriers limit street and pedestrian connectivity.

- Limited street connections in neighborhoods (Thomas Neighborhood).
- Highway 78 barrier, requiring the pedestrian overpass.
- Railroads are barriers with limited crossing and stored trains blocking neighborhood streets.

## REGIONAL CONTEXT & OPPORTUNITIES

The Pratt City Community sits within a changing and dynamic transportation context.

Its past history built around the rail infrastructure is evolving and responding to



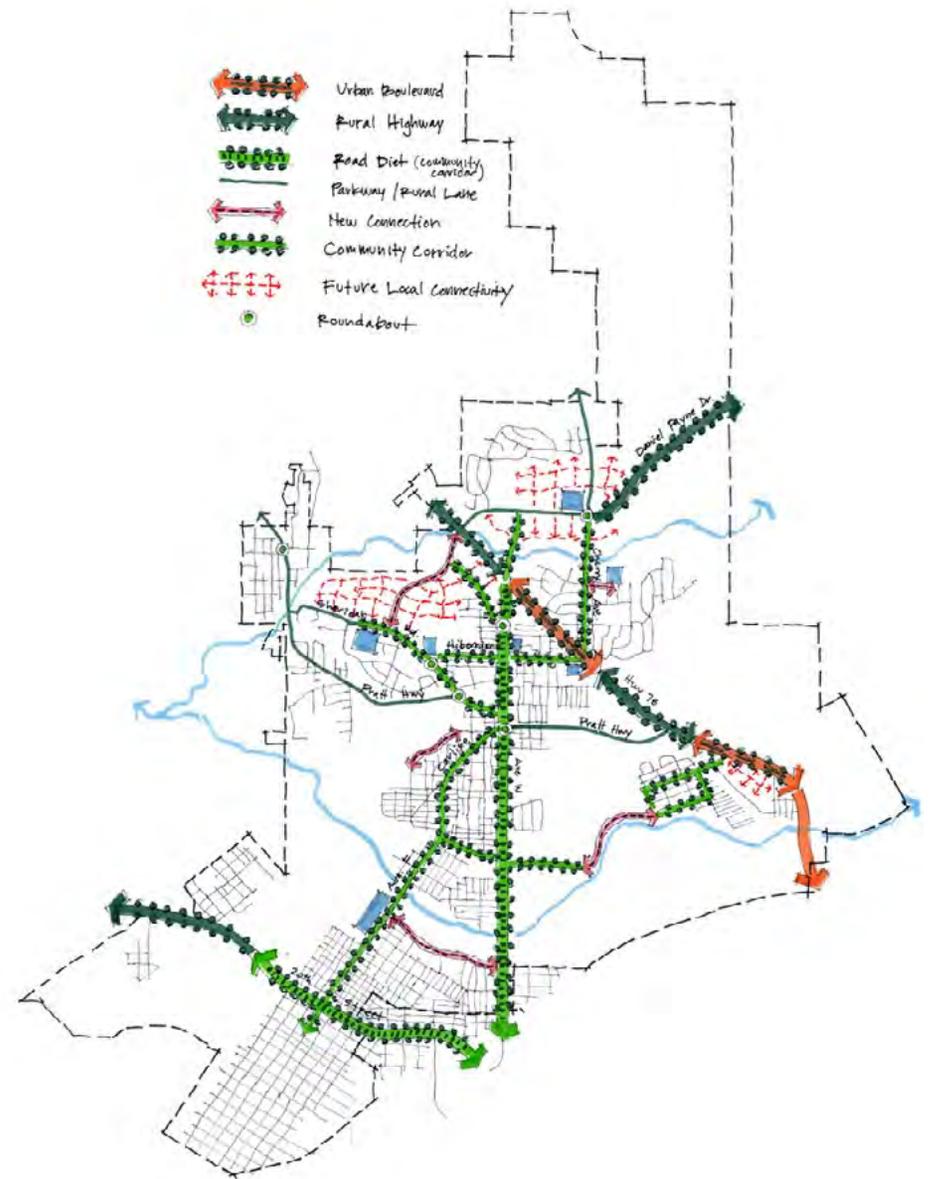
Regional Context

new regional connectivity and access. This changing context presents valuable opportunities.

- Interstate 22 – The pending completion of the final link of I-22 to I-65 will complete a new regional connection that will dramatically alter the function and role of Highway 78 in the Pratt Community. Much of the regional truck and commuting traffic will relocate to I-22 allowing a rethinking of the design, access and character of Highway 78 to make it more community supportive.
- Valley Creek Greenway – This planned greenway and associated trail connections will link the Pratt Community to the city and region, providing an infrastructure of multimodal recreational and commuting connections to and through the community.
- Daniel Payne and Coalburg Road – The expansion and widening of these roads to provide direct access to interchanges with I-22 and I-65, shifts the industrial/economic focus of the area to the northeast. The shift will allow a new multimodal and complete street focus on key community corridors such as Avenue W and Highway 78.

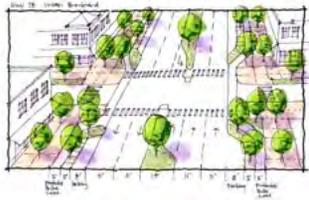
### RECOMMENDATIONS – A NEW LIVABLE MOBILITY FRAMEWORK

The proposed Mobility Framework for the Pratt City Community reshapes the community’s street and transportation infrastructure into a multi-modal system that responds to current deficiencies and envisions a vibrant and walkable future. This new Livable Mobility Framework establishes a set of street types that reflect the range of roles and functions of key corridors. These new street types integrate a “complete street” approach which says that every street should be designed for a complete range of mobility users (pedestrians, cyclists, transit) in addition to the automobile.



**Livable Mobility Framework**

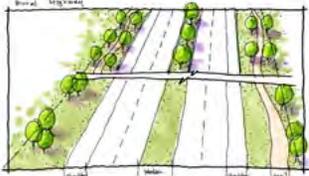
### Urban Boulevard



### Road Diet (Ave. W)



### Rural Highway



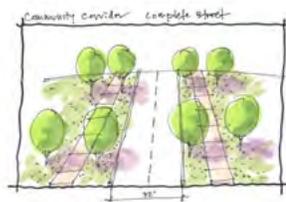
### Parkway



### Road Diet (20th St.)



### Community Corridor



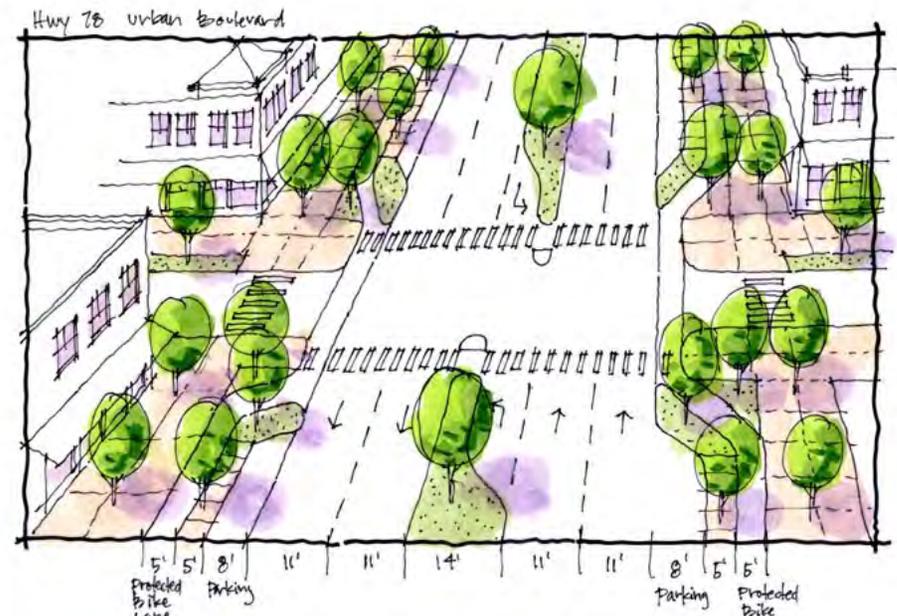
## URBAN BOULEVARD - HIGHWAY 78

Highway 78 is a State Route that currently divides the Pratt Community. It is designed as an auto-oriented highway, accommodating fast-moving regional traffic. The pedestrian overpass (at Hibernian Street connecting to the Scott School) reflects the pedestrian-hostile character of the corridor, but is ultimately an ineffective response to a more fundamental problem.

Yet, the regional role of Highway 78 is changing. The pending connection of I-22 to I-65 will create a more efficient regional highway route to the west, removing regional trips (vehicle and trucks) off of Highway 78. The reduction in traffic volume is already

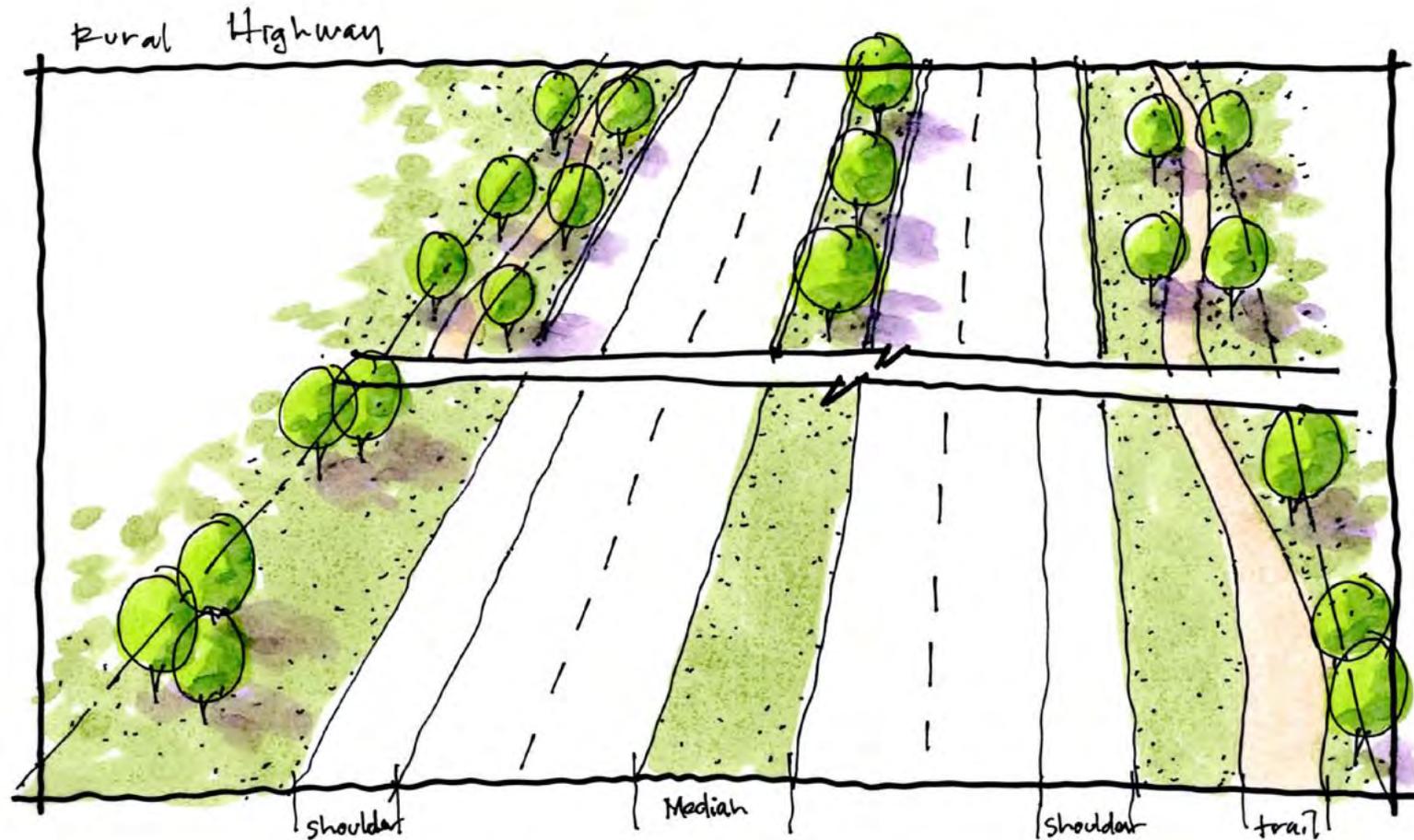
being experienced on sections of Highway 78 parallel to opened portions of I-22. This changing role represents an opportunity to transform this corridor from a highway that divides the community, to an “urban boulevard” that reconnects the community. Working within the existing right-of-way the design components include:

- A center landscaped median with curb and gutter that accommodates street trees and landscaping
- On-street parallel parking to support adjacent street-level redevelopment and to serve as valuable traffic calming.
- A protected bike lane that is located between the on-street parking and sidewalk, separated and protected from vehicle traffic.
- A wide sidewalk/pedestrian realm with regularly spaced street trees providing shade and enclosure
- A “build-to line” that places future buildings up to the right-of-way, defining the space of the street and providing active street-level uses.



## RURAL HIGHWAY

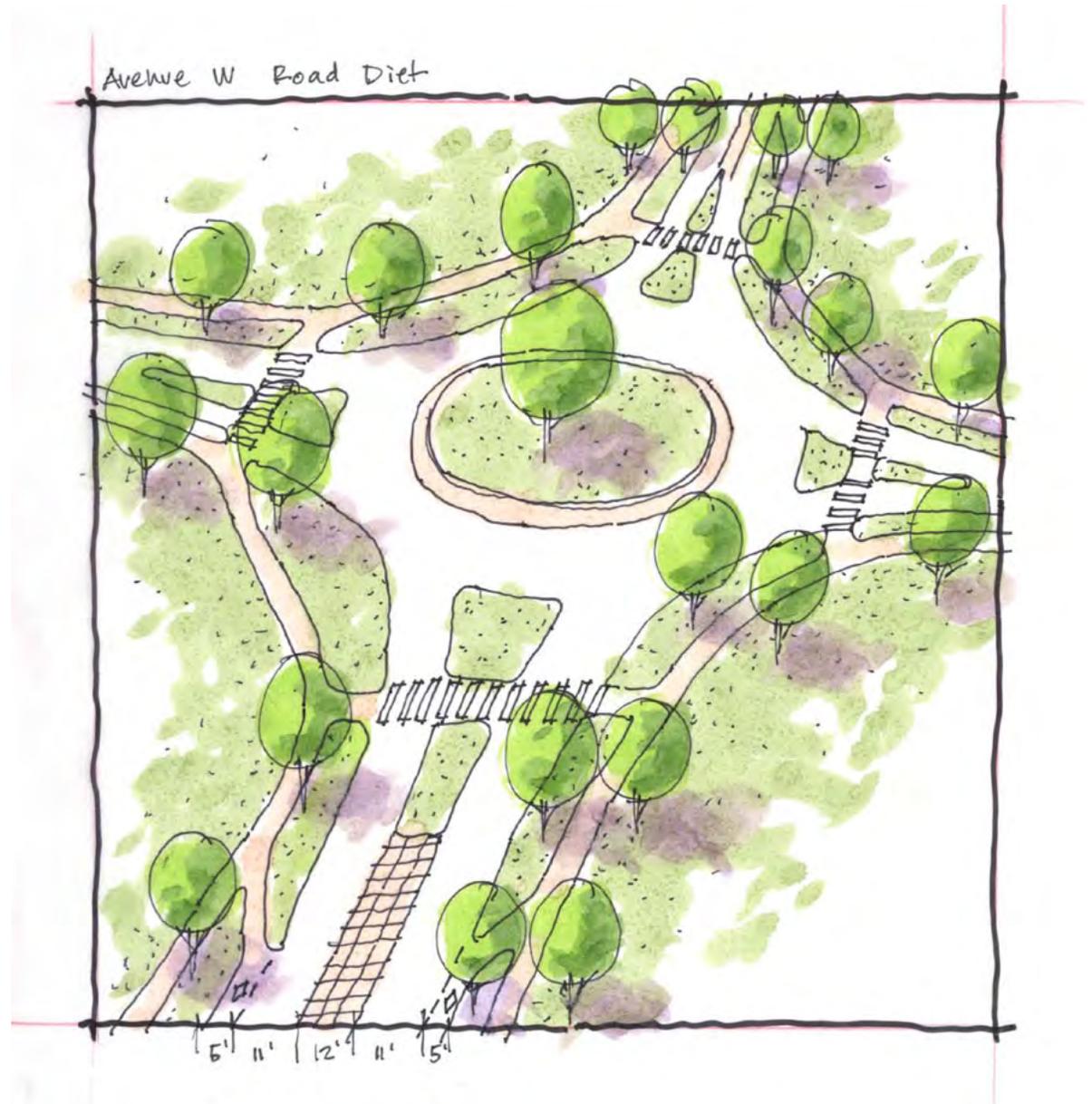
Significant portions of Highway 78 (and portions of Daniel Pane Drive) will function as a “rural highways” transitioning between urbanizing sections such as in the Pratt Community. These corridors should be designed to accommodate pedestrians and cyclists by including a multi-use path on at least one side. The rural cross section (no curb, open storm drainage) and high design speed (45 mph or greater) will limit the use of street trees and landscaping. As the corridor transitions to the “urban boulevard” the incorporation of curbs and slower design speeds (35 mph or lower) will allow for a more regular and formal planting of street trees to provide shade, and visually signal the transition to a more urban and pedestrian environment.



## ROAD DIET – AVENUE W

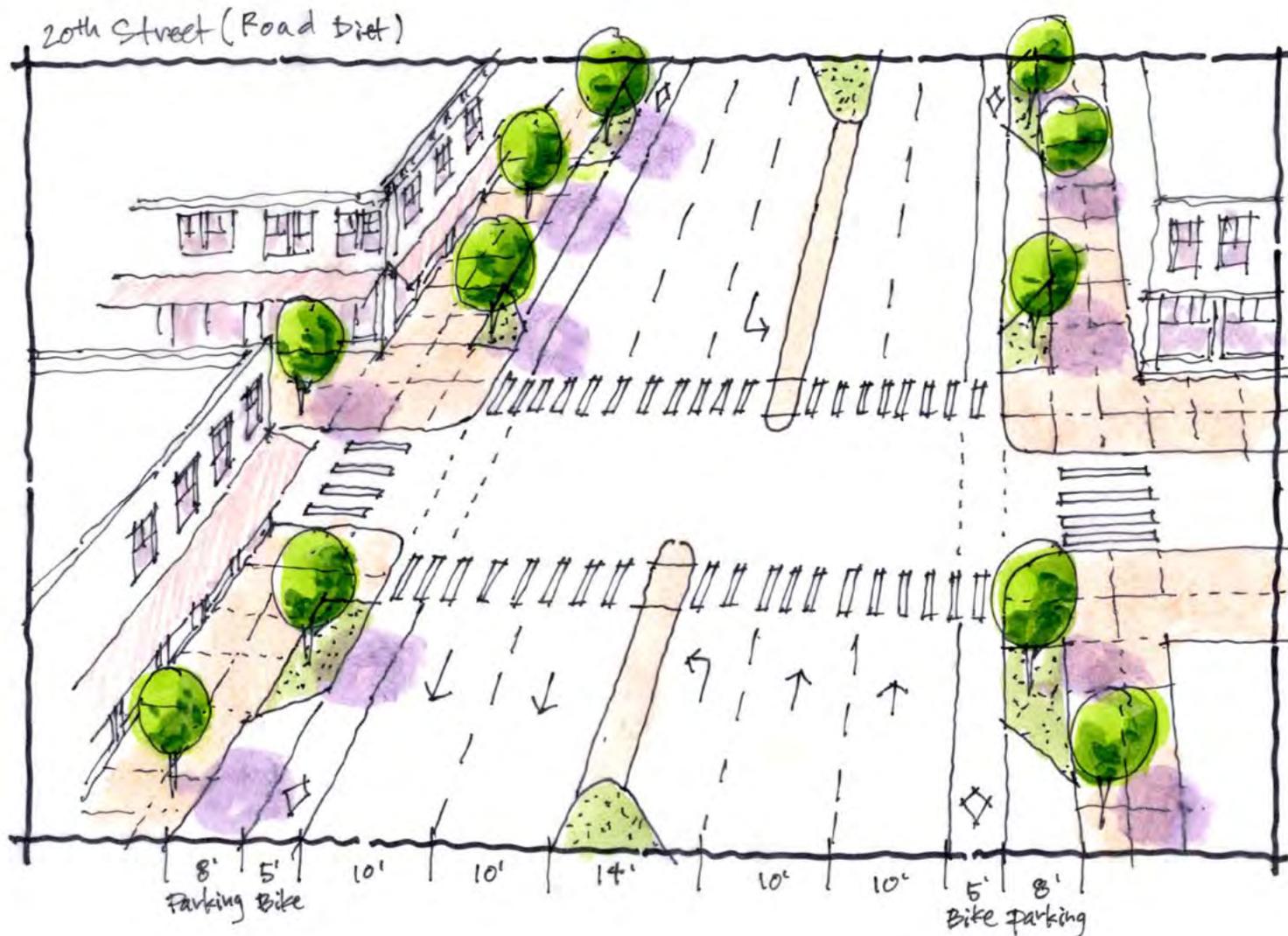
Avenue W is a central and critical north-south corridor that ties the Pratt City Community together. Its current 4-lane cross section promotes higher vehicle speeds, lacks safe and dedicated left turn lanes and leaves no room for cyclists. The proposed road diet reconfigures the 4-lanes (44 feet curb to curb) into three lane section with bike lanes (one travel lane in each direction with a center turn lane. This reconfiguration can initially be implemented by simply restriping the current lane configuration. Over the longer term the center turn lane can be designed with planted landscape medians and/or special paving materials that visually narrow the view of the roadway and help further calm traffic.

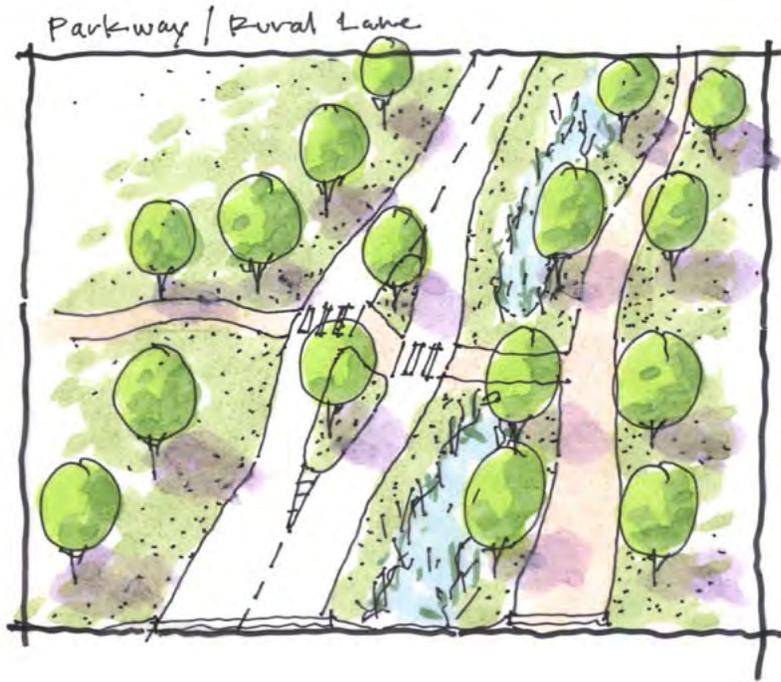
Two key intersections along Avenue W are proposed as roundabouts (at the Pratt Highway/Carline and Dugan Avenue intersections). These locations bookend the central Pratt and serve as dramatic gateways to the neighborhood that can be landscaped or designed with community markers or monuments. In addition to their visual value, roundabouts provide slower and more efficient vehicle movement, are safer than signalized intersections, and reduce energy costs and vehicle emissions.



## ROAD DIET – 20TH STREET

20th Street is the central corridor of the Ensley community, running through its historic downtown. The current 7-lane cross section is overbuilt for both the character of its urban context and the volume of its traffic. The proposed road diet repurposes the curb-side lane in each direction into on-street parking and bicycle lanes. This redesign creates bulbouts at intersections and in mid-block locations that allow for additional street trees and reduces the pedestrian crossing distance. The resulting 5-lane cross section adequately accommodates traffic, provides for cyclists, narrows and traffic calms the street, and supports revitalized economic activity with on-street parking for downtown businesses.



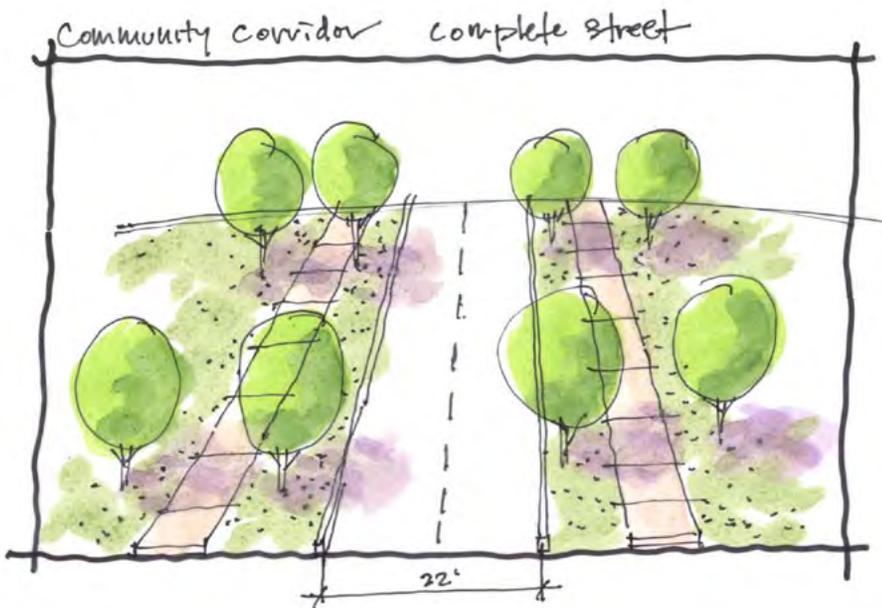


### PARKWAY/RURAL LANE

The Pratt City Community includes several corridors that are rural in nature, running through sparsely developed areas with little development or homes fronting on them. These corridors are important connections for the community yet have little or no sidewalks. The proposed design concept incorporates a multi-use trail on at least one side to provide pedestrian and bicycle connectivity. The open drainage and swales can be designed to capture stormwater in designed rain gardens that detain and treat runoff. Key locations can be designed with traffic calming islands that slow traffic and provide safe and conspicuous pedestrian crossings.

### COMMUNITY CORRIDORS

The neighborhoods are connected by a network of key streets that link important community facilities such as schools, churches, parks, etc. These streets are primarily residential in nature but serve an important multimodal function such as Carline Avenue which includes the Route 6 transit route and is an historic neighborhood corridor that connects commercial districts. These streets are generally narrow with two travel lanes (typically 22 to 24 feet curb to curb). Design enhancement along these corridors should include infilling missing pieces of sidewalks, replacing lost tree canopy, and upgrading ADA accessibility. These community corridors should be pedestrian accessible, traffic calmed and bicycle-friendly.



## **ROUNDABOUTS**

Making the community more walkable and pedestrian friendly will require a new attitude about vehicle speed and behavior within the neighborhoods. There are a number of key intersection locations that can accommodate roundabouts. The proposed locations are along the designated Community Corridors and are at potential neighborhood gateways. The value of roundabouts in replace of either stop sign or signal control is their ability to slow traffic, providing a direct message to drivers that this is a pedestrian-oriented neighborhood. Their design also provides a physical opportunity to establish community gateways.

## **NEW CONNECTIONS**

The Street Framework recommendations also identify several new street connections that are needed to enhance local connectivity and reconnect isolated neighborhoods.

These connections include:

- Thomas Neighborhood Connection – This proposed connection builds upon the need to provide an alternative connection to the Thomas Neighborhood which can be blocked by waiting trains. While current discussion have been centered on extending 2nd Street, this proposal suggests the opportunity to link this road extension with the planned Valley Creek Greenway by instead extending 4th Street along the north side of the creek to Republic Boulevard. This new street would have a parkway character that incorporates a multi-use trail and new open space. The value of the co-location of the road extension and trail is the increased visibility and access to the greenway.

- The Daniel Payne Drive extension – This extension would link Highway 78 to Sheridan Road through the undeveloped U.S. Steel site. This future development site is anticipated for residential development and mixed use along Highway 78. This new connection would establish a direct connection between the South Hampton Elementary School and Daniel Payne Middle School and become an important Community Corridor that will shape future development and accessibility to these two important community schools.
- Parkway/Greenway Frontage Connections – Two new streets are proposed as part of future parks and greenway opportunities. These connections serve to frame these future open spaces, becoming valuable development addresses. They also provide needed neighborhood connectivity and clear access to open space and greenway connections.
- Spencer Avenue Connection (to Bethel Baptist Church) – This connection in the Smithfield Estates Neighborhood will provide better access to the future Bethel Baptist Church, connecting it directly to Cherry Avenue. The rebuilding of this important community church is anticipated to include fitness and community facilities.

## **FUTURE LOCAL CONNECTIVITY**

There are several areas in the community that through new development and redevelopment should provide local connectivity to enhance access. These sites should be further planned to establish and regulate a more defined street framework that reconnects these areas to adjacent street network and community facilitates.

These sites include:

- Daniel Payne Middle School Area – the undeveloped area around the middle school is anticipated for future residential development. A framework of streets and blocks should be planned and established to maximize walkable access to the school and surrounding neighborhoods.
- South Hampton Elementary School Area – the undeveloped area north of the school is anticipated for future residential development. A framework of streets and blocks should be planned and established to maximize walkable access to the school and surrounding neighborhoods.
- Pratt Neighborhood/Highway 78 Frontage – this potential redevelopment area is anticipated to be reshaped by the “Urban Boulevard” concept for Highway 78. The adjacent parcel frontage should be reorganized into a regular spacing of blocks that structure access to Highway 78 and establish new housing and mixed-use redevelopment/intensification of the corridor.
- Thomas Neighborhood/Highway 78 Frontage – this potential redevelopment area is an important front door to the Thomas Neighborhood. Underutilized strip commercial development is anticipated for mixed-use redevelopment into a more walkable pattern of streets and blocks.

## SUSTAINABLE INFRASTRUCTURE

Modern planning and development have to address the major trends in nature that are adversely affecting the quality of life and safety of communities and the very future of life on our planet. These reflect principally in depletion of resources and increasing greenhouse gases in the atmosphere and their consequences in terms of climate change and rising sea levels. In addition, the cost for resources continues to climb, placing an especially significant burden on lower income populations.

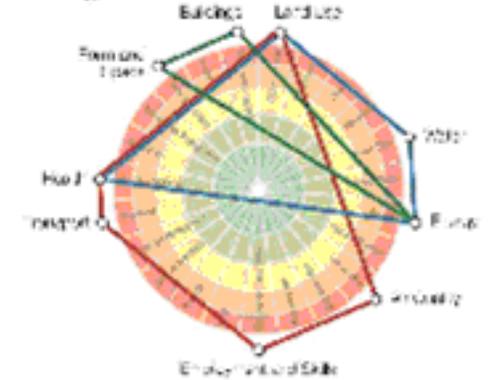


There has been a global response to this in recent years, reflected in such actions as the global C40 Initiative focused on the future of our cities, and the various approaches based on metrics such as LEED that

quantify our commitment to reducing these harmful effects through our planning and design actions. For instance, New York City has enacted Local Law 86, that requires all new construction to meet energy targets and standards equivalent to LEED Silver Certification; and the AIA Architecture 2030 Challenge targets efficiency upgrades for both new and renovations to existing buildings that would continually improve building performance and fossil fuel use up to 2030.

For development projects this demands particularly an integrated approach to the resources that are consumed in energy, water, transport and materials, and to the effective treatment of waste. These commitments have to be

### Balancing Priorities



implemented in a project-specific way, taking account of the physical realities such as the climate, topography and other circumstances applicable at the site, and in a way that balances the social, economic and environmental issues – the triple bottom line.

## SUSTAINABLE STRATEGIES FOR THE PRATT COMMUNITY

The Study Area poses very specific challenges in relation to achieving appropriate sustainable targets within the context of a community in crisis that has specific needs. The issue is complicated by the reality that solutions proposed have to cover both the existing older residential and non-residential building stock as well as what may be built in the future. The team has attempted to balance these sometimes conflicting needs to develop strategies that can be applied both in the short and long term, and to existing buildings as well as future construction.

Compact, complete and connected neighborhoods are essential in an overall sustainability strategy. Walkable neighborhoods of a density that supports a short

walk to many of the needs of daily life, and are connected by high frequency mass transit should be a long term goal of the Pratt Community Planning strategy.

Sustainable strategies often can be accomplished within any given new construction budget when holistic design and integrated processes are used. Retrofit construction requires specific strategic interventions and investments, some of which may be low cost, such as a water heater insulated blanket to save energy, or installing a water reducing shower head. Other strategies may require capital investments that need other financial strategies to accomplish, such as insulating and eliminating leaks in the exterior envelope or installing new windows in an older home.

In other countries and other states of the US these challenges are met through financial incentives that encourage home owners to spend on applying sustainable technologies by ensuring that they produce immediate financial returns for the owner. Such financial incentives are not in place in Alabama at this time. We have assumed that, because of the crisis circumstances applicable to the Study Area and the goals of a triple bottom line community, it will be possible to introduce the specific incentives proposed for this area to encourage the proposed outcomes, combined with financing mechanisms such as those provided through energy efficiency financing by the public or private sector.

### ***The Pratt Community EcoDistrict***

It is recommended that the Pratt Community undertake an EcoDistrict initiative, similar to and modeled after Portland Oregon's EcoDistrict public private partnership. A robust and integrated strategy that organizes the community around strategies and design guidelines that will fulfill the Triple Bottom Line goals of the community. The Portland Institute of Sustainability states: "An EcoDistrict is a neighborhood or district with a broad commitment to accelerate neighborhood-scale sustainability. EcoDistricts commit to achieving ambitious sustainability performance goals, guiding district investments and community action, and tracking the results over time."

The innovative quality of the Greater Pratt EcoDistrict can become the model of sustainability for all of Birmingham and the region.

## **ENERGY**

### ***Reducing Demand***

The most important first step as it relates to energy is reducing demand, as this is generally the most cost effective strategy. A comprehensive district wide energy audit should be undertaken to assess the efficiency level of the existing building stock. There should be a thorough investigation of incentive strategies to encourage provision of modern, energy-saving devices and improvements, both in existing and new homes. Examples might be provision/replacement of light bulbs with low energy solutions; household appliances such as washers, driers and kitchen appliances; installing insulation and eliminating leaks; installing insulated windows, or new, more

efficient HVAC systems to reduce consumption. This would have to be supported by a program to empower the community to understand the funding regulations and be able to take advantage of them.

It is recommended that the Pratt Community use Architecture 2030 as a guide, become an Architecture 2030 Community and review programs such as the Seattle 2030 District as a model for a community wide energy and water efficiency strategy. Aligning new and renovated construction with the 2030 goals to become a model sustainable community may provide funding momentum. Where density concentrations merit, a review of district scale energy and water strategies should be undertaken, such as in the Library Civic Center area and Ensley.

### **Supply**

Energy is presently available to the community principally as electricity. Natural gas is available throughout the community. The supplier, Alabama Power, confirms that current and near term capacity is adequate, and indeed is more secure now due to population reduction in recent years. 60% of generation is from coal, the balance from hydro and nuclear, all from regional plants. There is no distributed energy generation currently.

No residents in the focus groups raised concerns about power supply or current electricity costs, except for failures due to wind and storms affecting the overhead

lines. However, for those with lower incomes or in poverty, energy can become a significant portion of the monthly costs of housing.

An important factor especially relevant to the community is the application of incentives to encourage home owners to generate energy from renewable sources and to introduce, or replace existing fixtures with, modern efficient fixtures. Many countries and states and authorities within the US now offer such incentives.

For the study area these incentives should principally be aimed at encouraging local renewable supply by: use of solar hot water heaters; heat pump systems, geexchange systems, and solar photovoltaic generation, with supply of the surplus energy to the grid when not required in the home. Solar hot water is often the most cost effective strategy. The possibility of an integrated city-wide waste strategy should also be investigated that would include enabling bio-gas to be used to generate energy.

### **WATER**

#### **Supply & Waste Water**

The water authority confirms that capacity is adequate, and indeed is more secure due to population reduction in recent years. Nevertheless, water and sewer cost is expected to increase,



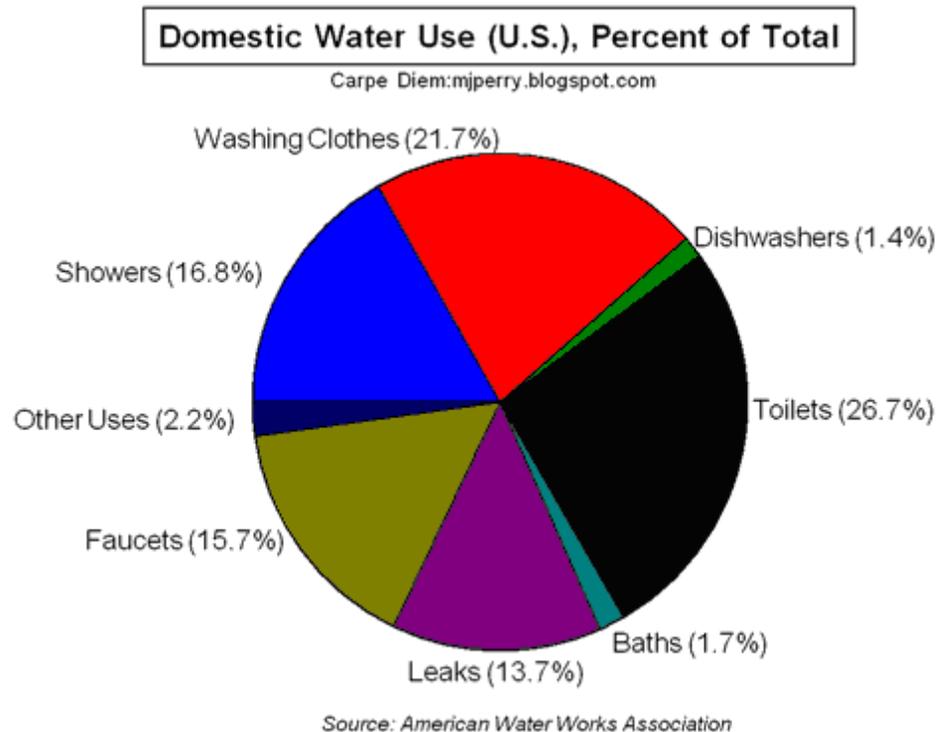
and some residents complained about the burden of their water bills. Waste water charges are anticipated to increase dramatically at approximately 18% per year near term, moving to 2.5%-3.5% annually long term.

## REDUCING DEMAND

Given the rise in the waste water charges, reducing water demand is critical. A variety of actions can lead to significant savings in water consumption. Among the significant reduction measures would be: lowest flow faucets, dual flush toilets, waterless urinals (where allowed by code), tank-less water heaters (save space water and energy), grey water heat exchangers for hot water (from grey shower water). Doing water audits to

determine strategies to save water should be encouraged to determine fixture quality and check for leaks, as leaks account for 13% of domestic consumption nationally and can be reduced by leak detection and reduction measures.

For the Study Area an important additional response that would save water is for residents to capture and store rain water run-off from roofs for use as grey water in toilets, gardens, etc. Presently most homes do not have gutters, and run-off is directly off the roof. Toilets consume 26.7% of water used in residences in the US, so the use of captured water would represent a significant saving.

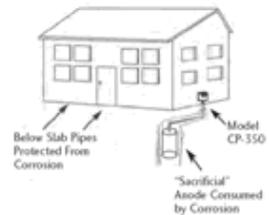


### Leak Reduction

**Targets : 5%**

#### Strategies

1. Pipe Materials
  - HDPE or other flexible, non corrosive and temperature resistant material
  - Epoxy coatings
2. Construction Methods
  - Welded / sealed joints
  - Expansion capacity in trenches
3. Leak detection
  - Acousticsurveys
  - Metering and accounting
4. Leak prevention and maintenance
  - Potable water corrosion inhibitors
  - Cathodic protection



Again, incentives should be introduced in the Study Area to encourage home owners to invest in water-saving devices, to introduce new water-efficient fixtures and devices, both in existing and new homes, and to capture roof run-off and supply it where needed.

## **STORM WATER**

Low Impact Development (LID) strategies should be encouraged and policy changed if needed. A comprehensive watershed based stormwater strategy should be developed, recognizing that with significant open space, a strategy that uses parks or vacant parcels as rain gardens may be more cost effective than a parcel by parcel approach. An overall storm water system should be designed for any new development to manage the storm water according to accepted green practice. In managing storm water the priority is to reduce run-off intensity, especially in areas with steep slopes, by introducing retention techniques. The actual solution has to be designed specifically for the topography and terrain. At the same time adequate run-off must be provided in flatter areas to prevent ponding.

## **WASTE**

Waste should be considered as a resource rather than a pollutant, and also as a potential for creating jobs. However it is unlikely that an efficient waste management strategy could be employed solely within the study area.

An investigation is recommended to develop a city-wide waste strategy that would include waste separation and recycling and maximum use of the waste products. This normally leads to value capture from the waste in terms of recycled materials, as well as production of energy from the bio-gas that would be available from the waste. As the cost of waste disposal increases or acceptable disposal sites become scarce, many communities in the US have set a Zero Waste goal for their city for a future date.

## **INFORMATION TECHNOLOGY**

Increasingly broad band and Wi-Fi access are an essential component of a modern community and a fundamental component of the infrastructure. They contribute not only to global competitiveness, but to the efficient operation of the community across a host of areas: transport and energy management, health care, education, etc. For poor communities in particular, it has been shown that such technology is an extremely important factor in providing connectedness and access to opportunities, information and resources.

We recommend a study to explore the potential to introduce these concepts into the community by engaging the resources of the major players in the industry. Sponsorship of the system should be reviewed to determine if the Pratt Community could be a free WiFi zone.

## **MATERIALS**

Selecting healthy, low toxicity materials should be the first priority in new and renovated construction. Assistance from the American Lung Association, Center for Disease Control, HUD and others should be sought to develop a Pratt Community Healthy Home strategy.

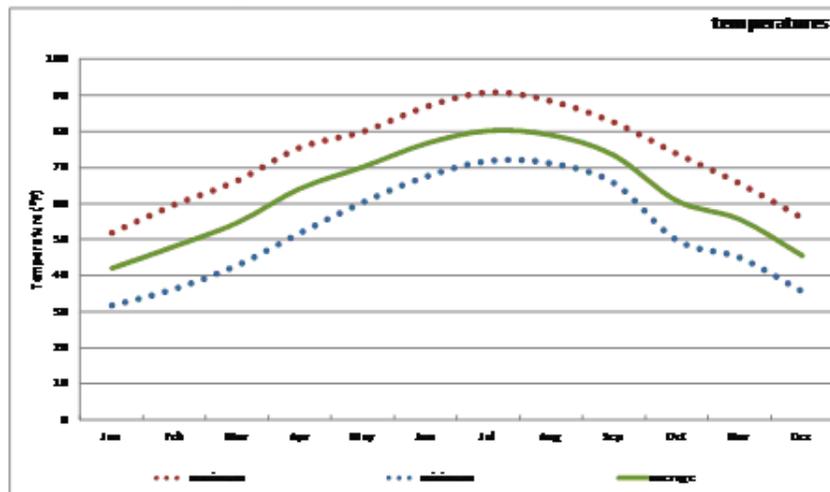
The selection of construction materials can have a significant, often hidden, effect on sustainability because of factors such as the embedded carbon inherent in the manufacture of the material, transport impacts, use of scarce or endangered resources,

and possibly hazardous material or impacts in the event of fire. For instance recycled steel has a much lower embedded carbon content and certain tropical hardwoods are acceptable only if from certified forests.

As the Community Strategy proceeds a list of healthy materials should be compiled and also evaluated for their environmental impacts.

### SUSTAINABLE HOUSING GUIDELINES

The climate in the Birmingham area will be a major driver of the housing forms and systems that will be appropriate to achieve comfortable conditions while minimizing energy and building costs. Temperatures range between highs of 100 degrees Fahrenheit in summer and lows in the 30's in the winter months. Average minimum temperatures are seldom below 40 degrees or above 90 degrees. The city is relatively humid. Humidity averages about 70% throughout the year, with average maxima over 80% for most of the year, and is seldom below 40 to 50%.

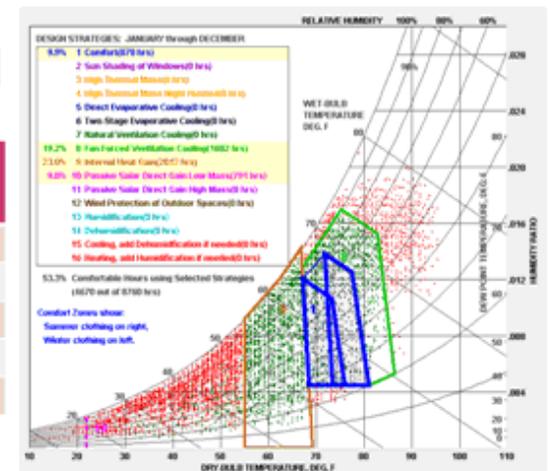


The variable climate provides good opportunity for implementing passive strategies in the shoulder months. With careful design, mechanical heating or cooling intervention could be avoided for about 8 months of the year. But the extreme summer and winter months will require active strategies to heat and cool homes to maintain occupant comfort. An integrated design and good construction could avoid heating and cooling for a significant amount of the year and minimize energy over the whole year, by utilizing shading, insulation, tight building envelop and heat/cooling recovery.

The psychrometric chart shows that cooling or heating would be desirable for nearly 50% of the year, with specific passive design strategies providing more comfortable conditions naturally.

#### Large heating and cooling season

Strategy	Percent of year covered
Comfortable (no strategies)	10%
Building internal heat gains	23%
Air-side economizer	19%
Passive solar design	9%
Cooling and Heating	47%



We therefore recommend development of Sustainable Housing Guidelines to govern the design of the range of housing solutions contemplated. These would cover aspects such as orientation, shading, insulation and thermal performance, natural

ventilation and lighting. It would also give guidance on HVAC systems and internal fixtures that would serve to minimize energy and water consumption.

The guidelines would be supported by energy and water consumption targets that would be determined for the specific range of housing being contemplated, and would be set to provide a reasonable balance between comfort, affordability of the capital costs, and consumption savings.

The adjacent table summarizes the potential strategies that could be applied.

STRATEGY	EXPLANATION
<b>Minimize unnecessary glazed façade</b>	Limit glazed area to the area needed for effective daylighting and occupant comfort - ideally less than 40% of total façade.
<b>External shading</b>	All glazed openings should be shaded to eliminate direct solar gain which would otherwise require energy for cooling
<b>Optimized orientation</b>	Building spaces should be arranged to minimize solar heat gain and take advantage of prevailing breezes in areas that may be able to utilize natural ventilation.
<b>Improved fenestration performance</b>	Glazed area balanced to reduce solar gain in the cooling season while allowing for sufficient daylight and views. Fenestration should be low-emitting, have low solar heat gain coefficients, low U-values and minimal leakage rates.
<b>Increased roof/wall insulation in tight, continuous envelope</b>	The building fabric should have sufficient insulation to reduce the energy required for heating and cooling. The envelope should be tight and continuous to minimize wasteful leakage of conditioned indoor air and infiltration.
<b>Reduced lighting power densities</b>	Minimize overall building lighting power density through optimized daylighting, fixture selection and controls to reduce energy demand and minimize cooling needs to offset heat gain.
<b>Daylighting control</b>	If sunlight is used to provide lighting then it should be optimized against the potential cooling load so that the lowest energy option is used.
<b>Desiccant dehumidification</b>	Outside air is treated with a desiccant wheel to reduce reheat and active cooling energy requirements. Energy is transferred between incoming and outgoing ventilation air by a heat exchanger. This measure preconditions the outside air with otherwise wasted energy from the exhaust air. Reduces heating and cooling energy use and peak utility demand
<b>Demand controlled ventilation</b>	When outside conditions are severe, ventilation air is only necessary to provide breathable conditions for people and dilution of smells and containments. The strategy would be to provide outside air only to the regularly occupied areas during working periods.
<b>Utilize natural ventilation</b>	Use whenever possible in the shoulder months. During hotter, humid periods wind driven or mechanically assisted natural ventilation may be used together with shading to cool areas sufficiently to minimize mechanical cooling.
<b>Ground Source Heat Pumps</b>	Provides cooling using the ground below the building as storage.
<b>Solar thermal panels</b>	Can provide hot water for an entire residential building using the sun
<b>Solar electric (PV)</b>	Can provide electricity for entire household with grid connection over the year

## TORNADO HAZARD MITIGATION

The City of Birmingham has produced a report on its grant program for Community Safe Rooms. These represent a significant intervention in the community in terms of their size, visual impact and costs. A total of 20 such structures of variable size and capacity is shown in the Study Area for a cost of \$14m.

The number, design and location of these needs to be evaluated in relation to other factors such as:

- The possible use as saferooms of formal buildings that were damaged and are due to be re-instated, notable the fire station and the library. These buildings should be hardened anyway to withstand tornados.
- The requirement for safe areas within all of the Pratt Community's new construction, to create a Resilient Community, should be integrated into building code requirement or a requirement of the Pratt Community's strategies to be developed.
- The use of the saferooms as valuable spaces that can be used for other community purposes during the year, thereby putting the capital outlay to more effective use.
- Ensure that updated audible warning systems are verified for their adequacy and clear signage for paths to community shelters are installed, tested, and maintained on a continuing basis. Create support systems for disabled access to shelters, including systems for the deaf and blind.

It may be necessary to reconsider the design proposed for the saferooms in light of above. Guidelines will also be necessary relating to the ADA-compliant access ways

(including lighting, signage and audio aids) that will be necessary, as well as the procedures that will have to be followed in the event of a tornado warning.

## REFERENCES

Document developed by Oregon Sustainability initiative on Ecodistricts:  
<http://oregonsustainabilitycenter.files.wordpress.com/2009/05/ecodistricts-framework-plan-4-09.pdf>

The Portland sustainability institute's resource describing ecodistrict, including initiatives and toolkits: <http://www.pdxinstitute.org/index.php/ecodistricts>

South West Eco-district DC. Project:  
[http://www.ncpc.gov/ncpc/Main\(T2\)/Planning\(Tr2\)/SouthwestEcodistrict.html](http://www.ncpc.gov/ncpc/Main(T2)/Planning(Tr2)/SouthwestEcodistrict.html)

2030 Challenge Info:  
[http://www.architecture2030.org/2030\\_challenge/the\\_2030\\_challenge](http://www.architecture2030.org/2030_challenge/the_2030_challenge)

2030 implementation guidelines:  
<http://architecture2030.org/files/2030ImplementationGuidelines.pdf>

Make it right – sustainable home construction initiative in New Orleans:  
<http://makeitrightnola.org/>

Seattle 2030 Building Commitments:  
[http://www.sustainablecitynetwork.com/topic\\_channels/building\\_housing/article\\_4b77db52-939e-11e0-aa0a-0019bb30f31a.html](http://www.sustainablecitynetwork.com/topic_channels/building_housing/article_4b77db52-939e-11e0-aa0a-0019bb30f31a.html)

NYC's plan for greener buildings:  
<http://www.nyc.gov/html/planyc2030/html/about/ggbb.shtml>

## Housing Context

Pratt Community Stakeholders expressed a concern about the quality, maintenance and safety of both the existing housing stock and the new housing aspirations for the community. The context of their concerns were the dual challenges of retaining existing stakeholders and attracting new stakeholders who could contribute to the redevelopment, growth and vibrancy of the community. There are large segments of the existing housing stock which, contribute to a negatively perceived Pratt narrative.

These segments are characterized by:

- Occupied but poorly maintained properties
- Severely damaged by the tornado & unoccupied
- Destroyed and demolished housing sites with overgrown vacant lot
- Vacant housing undamaged by the tornado with tax liens and owned by the city

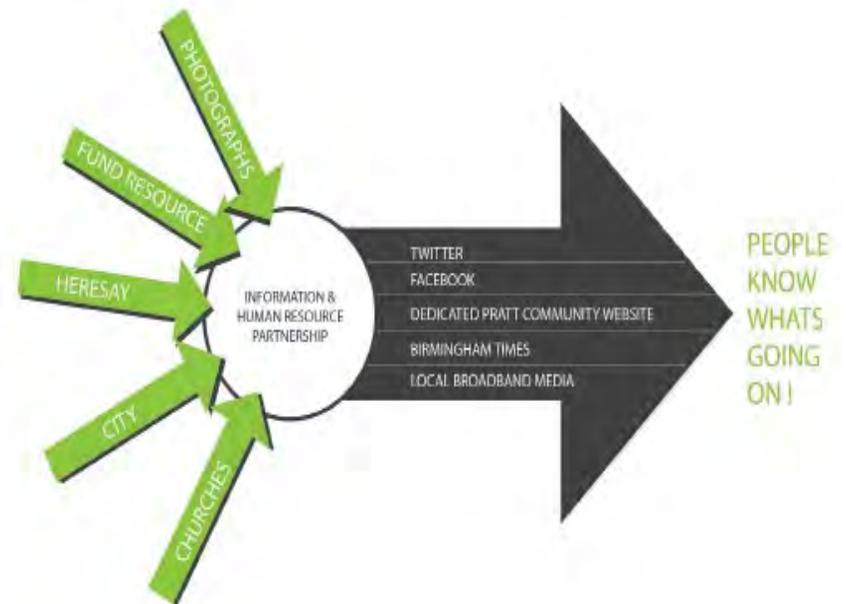
In addition, there may be structural barriers to redevelopment of the Pratt Community.

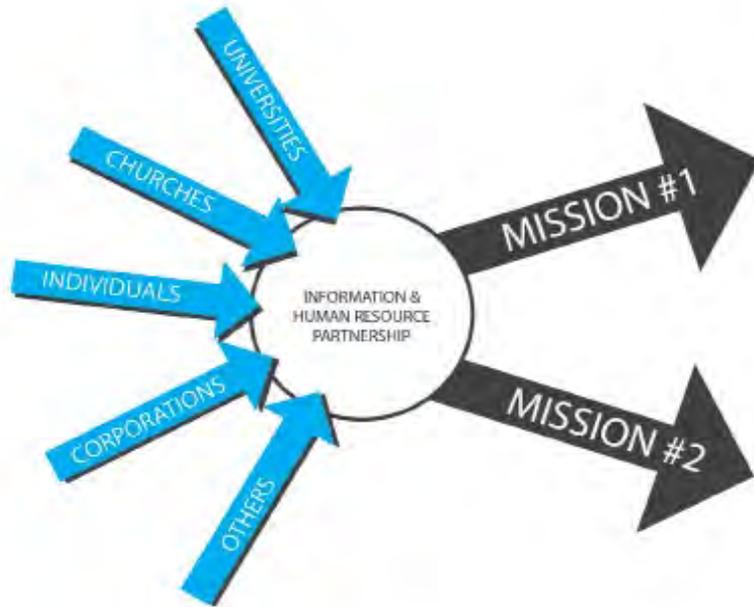
Those barriers include:

- Lots that don't conform to the existing zoning ordinance regarding width, depths
- Stakeholders lack of knowledge or frustration about how to build or otherwise maintain their stake in the community. The bureaucracy can be overwhelming.
- Uncertainty about the future of the community and the public commitment to the community.

There is a shared concern that the preponderance of the conditions constitutes a formidable barrier to reinvesting in the community by both existing stakeholders flush with insurance funds for rebuilding and new stakeholders who may be otherwise interested in moving into the Pratt Community. Though there are a plethora of planning, financial and policy tools that may be applied to clearing the barriers themselves, none of these aforementioned tools alone can "Change the Narrative" of the Pratt community. In order to maximize the impact of the application of planning, financial and policy tools, the first hurdle to be cleared in order to enable redevelopment in the Pratt community is "Changing the Narrative". New not for profit mission driven institutions need to be established to change the narrative and to remove both the real and perceived barriers. (See Changing the Narrative)

**1. Information & Human Resource Partnership:** Two of the great challenges of the human condition are that we seldom achieve more than we believe we can achieve and that we seldom willing to wade into deep water without a buddy to help us if we get in too deep. There needs to be a partnership whose primary business is changing the Pratt Community narrative. This partnership should use old media; new media; the virtual social network and the physical social network to tell the story of what is going on in the Pratt Community. Informing citizens about what others are doing and the decisions others are making about committing to the Pratt Community will help strengthen the collective will of stakeholders. Working with the public entities, financial institutions, academic institutions, the organization will collect information about development activities and opportunities in the Pratt Community and disseminate the information via Facebook, Twitter; Google Street View; Dedicated Pratt Community Web Site, the Birmingham Times and local broadcast media. The second function of this partnership will be to recruit volunteers from around the country then channel these human resources into projects in the Pratt Community.





The value of these human resources, often overlooked, can be a tremendous value added commodity that may more rapidly advance the rebuilding of the Pratt Community. There is a tremendous opportunity to partner with local Birmingham institutions already engaged in the sharing of information. For example there is Michelle Forman the Director of Visual Literacy –Department of History and Anthropology at UAB. After hearing about the community meeting, Michelle volunteered to use her students as resource to help document the history and the progress of the Pratt community using the social media space. Michelle, in her own right, is an accomplished documentary film maker and is willing to apply for a MacArthur Digital Media Learning grant and seek other resources to help with and perhaps lead the communication function of the partnership.

**2. Land Bank Partnership:** A public private CDC partnership needs to be developed to acquire land that can be assembled as development parcels and used either on a temporary or a permanent basis for public open space. When acquiring this property the partnership’s mission will be to remove all of the hurdles to private sector development and then transfer the property to the private sector for development. Expressly, the partnership’s mission will not include developing, operating or owning property. The property should remain under the control of the partnership in the form of a “Trust for Pratt Development”. The partnership will be charged with securing the necessary zoning changes or variances to enable the uses provisioned in the Pratt Community Master Plan which will be an outgrowth of the RUDAT. The partnership will also structure agreements to provide public and private financing for use by private developers or contractors to develop each parcel. The financial resources which the partnership must have expertise in marshalling shall include, but not be limited to: LIHTC; NMTC; PACE Financing: TIF; CDBG; HOME; Institutional investment; community action lenders like NAACA; NHS; Neighborworks; the Federal Home Loan Bank; and local lenders in the Birmingham market. While the property is being readied for development the partnership should take responsibility for maintain the property and temporary repurposing the properties as required in the best interest of the community. Volunteers and corporate resources should be secured to adopt and maintain the properties on behalf of the partnership with the city providing incentive thru public service awards for those companies and organizations which step forward.

**3. Financial Institution Partnership:** There needs to be a partnership of lending Birmingham's lending institutions to provide construction financing for rebuilding. Collaboratively they would pool resources in order to share the risk of providing construction financing for any particular housing project. The focus should be primarily on providing construction financing for housing targeted to households which earn less than 100% of the Area Median Income (AMI). Other regions have used these type ventures and are currently using them to stimulate economic development in under invested communities. In the past, Birmingham has used such a venture but there is apparently no such venture currently operating in the metro. As an action item this type entity should be re-established. Without this entity it will be very difficult to source construction loans given the scale of the reinvestment which is required in the Pratt Community. Conceptually the entity could ultimately take on lending in other under invested communities.

### Housing Strategies for Existing Stakeholders & New Stakeholders

**Uninsured Housing Destroyed Or Otherwise Vacant Property:** The concern is that there will be blighted properties and unmaintained vacant land which may inhibit insured property owners from rebuilding in the community and/or serve as a disincentive to new stakeholders from moving into the community. Unlike the Katrina disaster in which Go Zone legislation was passed to help address the needs of uninsured or underinsured property owners, there has been no specifically targeted federal legislation or provision for the areas of the southeastern US impacted by the E-5 tornado. Thus far funds are available only thru standard programmatic resources. The opportunity is to find ways in which to aggregate funds from disparate programs in creative new ways and form partnerships with other "resource" sources to address the needs of existing stakeholders, with the understanding, that "other resource" may go far beyond simple financial resources. The city can acquire land thru foreclosure on tax liens, thru purchase with CDBG or HUD money or thru land swaps. The important issue is the city must assure that the image of uncared for blighted land in the Pratt community is changed.

Assemble land into developable parcels, which may be turned over to non-profit "community development" entity which will dispose of the property to private developers or individual who will develop the property. The city and the "nonprofit CDC to be identified or newly formed, will jointly assemble the finance, subsidy and zoning interventions which may be required to enable redevelopment of the land for and by existing stakeholders. This entity will be responsible for issuing RFP's or otherwise transferring property to the private sector for development.

cannot be purchased because of title issues, establish maintenance trust (See Land Bank Trust) while title issues are being resolved. Trust, using FEMA money may clear the site and take on ongoing maintenance responsibilities. The City of Birmingham has applied for FEMA money for site clearing and has also committed its own resources which it expects to have reimbursed by FEMA. The City should take on the responsibility of maintaining the lots with Youth Build, other volunteer organizations, or thru adoption of the properties by community associations and corporations. As an incentive/community partnership signal, the city might consider annual “civic key to the city awards” for organizations and individuals who take on maintenance responsibility for land the city assembles for development. As the properties are properly entitled for development, the “enabling” CDC should partner with the city to transfer the land to the private sector for development.

### **Where to Invest and For Whom:**

The housing strategy will be to encourage public private and all other investment in areas where other early action investments will be made. This will amplify the physical, visual, and psychic power of the investment to change the Pratt Narrative. First tier investments will be encouraged on city owned property around the Library-Fire Station node. Zoning and architectural archetypes will be developed to encourage appropriate development where public and infrastructure investments are expected to be made early on.

The investments will be targeted toward several objectives. First the investments will try to assure that existing stakeholders are retained in the community. As it stands now, the highest wage earners, with the most education and the lowest median age have left the community at a lower rate than less wealthy residents have left. This implies a deep affinity for the community which may be a building block for reduced losses and, in fact, increasing the number of new working class and middle class families who are attracted to the community. The investment while attracting new stakeholders should protect the interest of existing stakeholders by providing affordable housing for a wide range of incomes, including low income households. The faith based communities, to which former residents return on Sundays, will be an excellent partner for marketing to persons with an affinity for the Pratt Community.



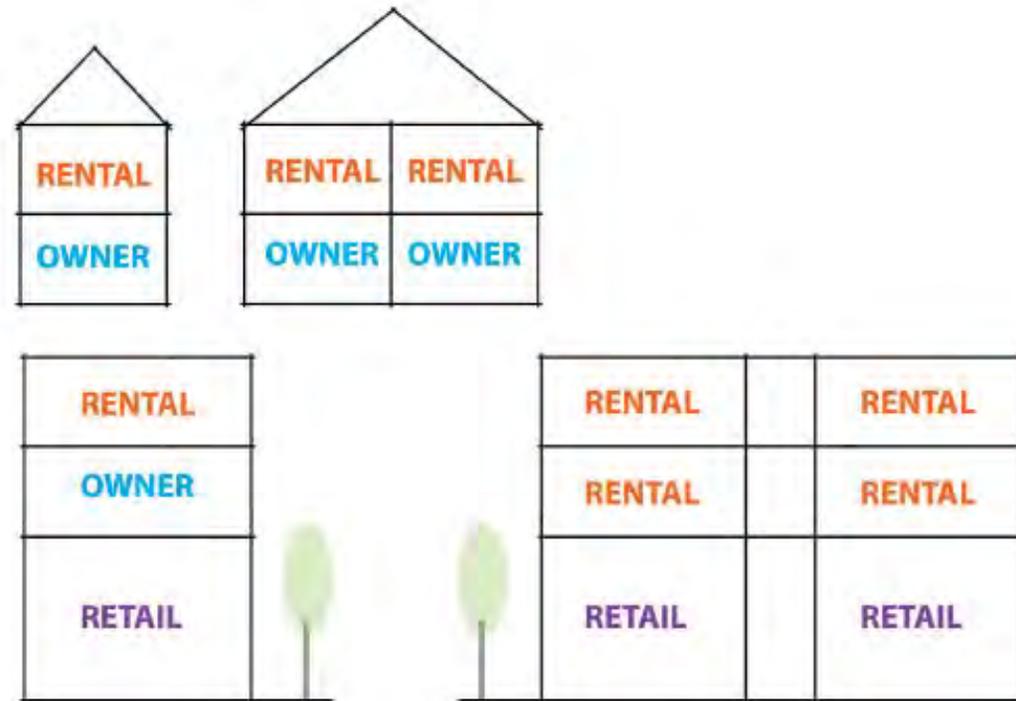
The Land Bank Partnership should be charged with working collectively with the communities faith based institutions to retain and attract new stakeholders.

Archetypes will be developed to include an appropriately scaled vernacular architecture engineered to the financial capacity of the expected stakeholders and the street/community context. All sights on which there is public investment in any form from the city of Birmingham will be required to conform to AIA 2030 design guidelines or LEED guidelines from the USGBC to reduce energy, water consumption and improve indoor air quality. Conceptual, housing developed with public assistance in the Pratt Community should deliver 120% of the value at 80% of the cost. This will require the use of integrated design; whole systems thinking; and advanced building techniques and technology in addition to public and private investment to achieve. This positioning will maximize the impact of the building on both residents and those who are considering becoming residents.



There are several archetypes recommended for these locations.

**1. Two Story Flat (Mother-Daughter Stacked Flats).** The two story flat will have an owner occupied two or three bedroom unit on the ground floor and a three bedroom rental unit on the second floor. The Land Bank Partnership may be required to rezone and remap lots thru a subdivision to accommodate this archetype. Many lot sizes are currently nonconforming to the code and cannot accommodate new construction with no intervention. The Partnership may need to intervene to accommodate this type building. The building type will range from 20' to 25' wide, dependant on economics and site conditions. The city will be required to partner on the development by committing to providing the rental tenant a Section 8 voucher for the upstairs unit. The Land Bank Partnership will coordinate with the city to provide some CDBG subsidy; arrange for construction financing with local banks; work with NACA (Neighborhood Assistance Corporation of America)& NHS (Neighborhood Housing Service) to provide buyer mortgages and owner training classes. In addition to CDBG and other federal based finance pools, the city of Birmingham should be encouraged to consider issuing bonds that's will create a pool of funds for soft second mortgages for this and other archetypes. The soft seconds, depending on development cost and market conditions, may be structured as interest only or fully subordinate financing which would be recovered upon the sale of the asset by the homeowner. Subordinate tax exempt bond financing has been an effective tool in other cities like NYC for inviting new stakeholders into underserved community.



**2. Duplex Two Story Flat:** This is a variation on the simplex two story flat (#1 above). It is simply a side by side version which would have to separate owners and two separate renters. This would be a response to the opportunity at particular site based on lot size.

**3. Duplex Flats Over One Story Retail:** This is an archetype recommended for town center locations like the re-imagined segment of Route 78. It will provide a street level retail for local entrepreneurs or other local businesses that can provide service or goods to arterial commuters on Route 78 or residents of the community. The objective of this archetype is to create housing and retail on town center type corridors on limited size lots while simultaneously creating new homeowners. The Land Bank Partnership will have manage the necessary zoning changes and financial partnerships necessary to enable the development of this type housing. Like types one and two above this archetype is tailored for home ownership and renters and will have very similar financing. Additional sources including NMTC and Main Street financing may also be available for this housing.

**4. Multifamily Three Story:** This archetype like #3 above is recommended for town center sites like the re-imagined Route 78 Corridor. Unlike archetypes one, two and three, this archetype is exclusively a rental opportunity. The Land Bank Partnership will secure the necessary land, zoning and financial assistance required to enable this type building at the land assemblies that are appropriately sized. Like the other typologies, this one will require a public private partnership to develop. City may be required to provide CDBG; tax exempt subordinate mortgage and below market land cost along with Section 8 vouchers for up to 30% of the homes.

The Land Bank Partnership will be required to get commitments for NMTC and ease the way for the ultimate developer to get FHA financing for the project. These combinations should make the rentals affordable for a range of incomes from x to y % of the median income. This archetype will be targeted to attracting working class and young professionals who might otherwise rent in other communities not only outside of Pratt but outside of Birmingham.

### **Segmented Existing Stakeholders**

In some cases there are particular segments of the existing stakeholders impacted by the storm for which special strategies need to be considered. Conditions regarding title to property, income availability and insurance status may dictate these special needs. In responding to a disaster whether man made thru disinvestment or due to natural phenomena, there is no one size fits all.

#### Fully Insured Home Owners

Full insured home owners who have received or who will receive insurance payments to replace homes that were completely destroyed have a choice to rebuild in the Pratt Community or to build elsewhere. The Pratt Human Resource Partnership and the Pratt Land Bank Partnership work collaboratively to provide these homeowners with the support and information they need to make a decision to stay in the community. Conditions near or adjacent to their home site may be a disincentive to reinvest. The two partnerships should be with tools to help remove hurdles to this constituents continued commitment in the community. If there are no clear indications that their

existing neighbors are going to make improvements or rebuild their home, the partnership should be empowered to execute land swaps which will move their new home to a more desirable site in the Pratt Community where other investments both public and private will be made concurrently with their investment. The partnership should work with them to get expedited department of building approvals and other energy incentives which the city may make available to encourage rebuilding in what will effectively be Birmingham's first eco district. The partnership can make commitments to site other housing development near the home owner's existing site and to clean and maintain lots near their development. In some cases the owner may be more interested in taking their insurance money, selling the lot, and moving into a rental home because they are tired of the responsibilities of managing a home and would prefer a rental location. In cases like this the Partnership should be able to offer the owner a preference to move into one the planned rental buildings in the neighborhood. In other cases the Partnership may need to do nothing more than to keep the home owner informed about all of the exciting things happening in the Pratt Community. Each home owner must be pursued and marketed as if they were a precious and limited commodity. And they are!

### Uninsured Homeowners

Anecdotal evidence suggest that there is a significant body of uninsured seniors whose homes were either severely damaged or completely destroyed. They have to financial resources to qualify for FEMA/SBA financing and no special federal financing from a GO-Zone equivalent to close the gap. This is a gap which the City of Birmingham can fill with HOME funds that can be effectively structured like a grant to provide a new home for the senior. In cases like this, the City and the Land Bank Partnership should partner to locate the homes for these seniors in the locations where they will contribute critical mass and create a naturally occurring seniors community. For seniors whose homes were severely damaged but repairable. A combination of FEMA and City funds, combined, up to \$70,000 may be available to repair the homes. In some cases a value judgment may need to be made whether it makes more long term sense to demolish the home and building a new home. Quality of life and long term operations cost should be a consideration. Alabama is one three worst performing states when one considers the percentage of household income low income residents spend on combined energy cost (space conditioning, hot water & transportation). In cases like this strengthening the community may mean demolishing the home and providing a new home.

## Conceptual Financing Models

The conceptual financing model uses market based hard cost assumptions, standard assumptions about soft cost and the conceptual vision for a high performance flat over flat construction. The stacked flat is an extremely flexible architectural and financial model. The financing and architecture can be modified so that the building may be either design for a single family dwelling or a two family dwelling. Likewise, the existing subsidy pools available from the city and FEMA can be structure to make the homes affordable and desirable to all stakeholders, new and old, who want to live in the Pratt Community. Ultimately, this is only a conceptual model for evaluating the structure of the financial opportunity for housing. As a consequence, the model will need to be tested on real sites, with real design. That process is a much more in depth analysis than this summary can conceivably achieve. That notwithstanding, the model effectively demonstrates the scale and general viability of the heretofore outlined housing strategy to address a broad range of housing needs in Pratt Community.

The following assumptions are used for assessing cost of construction:

### Cost Assumptions

- The homes are 22'x40' by two floors i.e. 1,760 SF
- Each Flat is 3 Bedrooms
- The homes are stick framed interior partitions; glue lam joist; OSB decking; SIP (Structural Insulated Panels)
- Energy Star Appliances & LED Light fixtures
- Water Sense Compliant fixtures
- Low VOC materials
- Native and adaptive landscape

Conceptual "Mother Daughter" Flat Estimate				
Uses				
Description	Quantity	Unit	Unit Cost	Total
Hard Cost	1760	SF	\$100.00	\$176,000.00
Soft Cost			\$ 25%	\$44,000.00
Land	2	dwelling unit	\$1.00	\$2.00
Marketing	\$2.00	dwelling unit	\$500.00	\$1,000.00
<b>Total</b>				<b>\$221,002.00</b>
Construction Sources				
CDBG Funds (per dwelling unit)				
Subordinate third Mortgage	2			\$10,000.00
<b>Subordinate Second Mortgage</b>				
Owner Equity	0%			\$0.00
<b>FEMA Grant</b>				<b>\$30,200.00</b>
Bank Loan				\$180,802.00
<b>Total</b>				<b>\$221,002.00</b>
Permanent Sources				
CDBG Funds (per dwelling unit)				
Subordinate third Mortgage				\$10,000.00
<b>Owner Equity</b>				<b>\$0.00</b>
FEMA Grant				\$30,200.00
<b>Mortgage NACA</b>				<b>\$180,802.00</b>
<b>Total</b>				<b>\$221,002.00</b>
Home Owner Payments				
Debt Service, 30year fixed, 3.75% NACA				(\$837.32)
<b>Income from Section 8 Voucher (HUD FMR Birmingham)</b>	\$852.00	FHA Eligible		
FHA Vacancy	25%			
<b>FHA contribution to Eligibility</b>	75%			<b>\$535.50</b>
of Pocket Income Qualifying				(\$301.82)
<b>Requirement Birmingham AMI</b>	\$44,216.00			\$12,072.89 \$0.27

### Conceptual "Mother Daughter" Flat Estimate Without FEMA

Uses				
Description	Quantity	Unit	Unit Cost	Total
Hard Cost	\$1,760.00	SF	\$ 100.00	\$176,000.00
Soft Cost	\$176,000.00	\$	25%	\$44,000.00
Land	2	dwelling unit	\$ 1.00	\$2.00
Marketing	\$2.00	dwelling unit	\$ 500.00	\$1,000.00
<b>Total</b>				<b>\$221,002.00</b>
Construction Sources				
CDBG Funds (per dwelling unit) Subordinate third Mortgage	2			\$10,000.00
<b>Subordinate Second Mortgage</b>				
Owner Equity	0%			\$0.00
<b>FEMA Grant</b>				
Bank Loan				\$211,002.00
<b>Total</b>				<b>\$221,002.00</b>
Permanent Sources				
CDBG Funds (per dwelling unit) Subordinate third Mortgage				\$10,000.00
<b>Owner Equity</b>				<b>\$0.00</b>
FEMA Grant				\$0.00
<b>Mortgage NACA</b>				<b>\$211,002.00</b>
<b>Total</b>				<b>\$221,002.00</b>
Home Owner Payments And Qualifications				
Debt Service, 30year fixed, 3.75% NACA				(\$977.18)
<b>Income from Section 8 Voucher (HUD FMR Birmingham)</b>	<b>\$852.00</b>	<b>FHA Eligible</b>		
FHA Vacancy	25%			
<b>FHA contribution to Eligibility</b>	<b>75%</b>			<b>\$535.50</b>
<b>Total Home Owner Monthly Out of Pocket Income Qualifying Payment</b>				<b>(\$441.68)</b>
Household Income Requirement				\$17,667.33
<b>Birmingham AMI</b>	<b>\$44,216.00</b>			<b>\$0.40</b>

The affordability assumptions assume that there will be FEMA money, subordinated City financing; a construction loan from a risk sharing pool of local lenders and mortgages provided by NACA. The stacked flats would come with a tenant with a section 8 voucher based on the FMR (HUD Fair Market Rate) for Birmingham-Hoover MSA. Using the FHA underwriting requirements for vacancy of the rental unit and percentage of rental income eligible for inclusion in the mortgage eligibility, the stacked flats will be affordable to households that earn only 27% of the Birmingham-Hoover AMI (Area Median Income). A family that earns \$12,000 per year will be eligible to purchase these stacked flats with the financial structure as outline. In other words, this housing typology will be assessable to Pratt Communities very low income stakeholders who may have lost their homes in the storm. This model actually requires less city of Birmingham subsidy than was originally anticipated by city officials.

For potential Homeowners who may not qualify for the FEMA Subsidy this housing typology is still affordable. Without the FEMA Grant but still including \$10,000 second mortgage from the city and the provision of a Section 8 Voucher, the homes will be affordable to households which earn, \$17,700 i.e., 40% of the AMI. The archetype can be adjusted so that it is a single family duplex with no rental unit. The bedrooms would be upstairs and a very generous living-dining room would be downstairs. The home could be configured as a three or four bedroom single family home. In this configuration, with no FEMA grant but with a \$10,000 subordinate second mortgage, the home would be affordable for family that earns \$39,000 or 88% of the AMI.

An aerial photograph of a city, showing a dense network of streets and buildings. The image is in grayscale, with the city's features highlighted in white against a dark background. A white rectangular box is superimposed on the right side of the image, containing the word "IMPLEMENTATION" in a bold, black, sans-serif font. The box is positioned in the upper right quadrant of the image, partially overlapping the city's street grid.

## IMPLEMENTATION

ELEMENT	OCTOBER – DECEMBER 2011	2012	2012 - 2015	POST 2015	LEAD ENTITY & PARTNERS
<b>Health as a decision-making tool</b>	Determine opportunity for health assessments through community based groups (e.g. walkability)	Consider Health Impact Assessment of Pratt City Community as part of Comprehensive Plan	City to consider using health impact as a criteria for investments	Monitor key health indicators and reporting to inform economic, land use, transportation, and strategic policies	Community Health WAT, COB Planning, RPC
<b>Community Saferoom network and access</b>	<p>Review Saferoom locations and multi/single use designations. Consider additional uses. Document existing notification system network and conditions, including sirens. Identify 5 typologies &amp; prototype models for multiple use community shelters and additional funding sources to maximize the shelters as a year round asset.</p> <p>Develop prefabricated individual shelter design program that is consistent with historic districts and community design objectives.</p>	<p>Coordinate Sidewalk Inventory and designate routes to critical services. Coordinate CIP. Coordinate information network for responses. Review standards and best practices for saferoom constructions; Life/safety code requirement for saferooms in place. Updated route signage in place. Complete 75% Saferooms.</p>	<p>Complete sidewalk improvements, enhanced signage and notification network. Ensure updated audible warning system and signage for paths to community shelters are installed, tested, and maintained on a continuing basis. Create system for disabled access to shelters, including systems for the deaf and blind.</p> <p>Complete 100% Saferooms by 2013.</p>	Maintain and update network periodically	GPP, Disaster Response Partnership; City Public Works, City Planning, Information and Human Resources Partnership, Health Department, FEMA, private sector, community groups
<b>Disaster Response</b>	Set up a Disaster Response Partnership	Create a Disaster Response Strategy		Maintain and update strategy every 3 years to accommodate new influences	Disaster Response Partnership; City Public Works, City Planning, Information and Human Resources Partnership, Health Department

<b>Healthy Homes</b>	Confirm homes to be rehabbed will be tested for indoor air quality, mold, water damage, and other hazardous materials; gather standards and best practices, building performance standards for construction and rehab; identify vacant and dangerous homes	Consider specific program to partner for funding for "Breathe Easy" or similar program; set any policies or incentives for meeting standards and best practices; provide resources and technical assistance	Seek funding for community-wide retrofit program	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	GPP, Healthy Community WAT, non-profits, community groups, City of Birmingham
<b>One-Stop-Health-Facility and access</b>	Convene partners in One Stop Health Facility: UAB, Jefferson County Health, non-profits, providers; Identify potential permanent sites based on vacant properties, control or influence, proximity to bus or transportation (assess Ramsay McCormack building in Ensley and Pratt City Library amongst options)	Partnership agreement in place, consider establishing temporary program in Jeff Cty Health Clinic in Ensley; identify and secure potential funding (pilot research, other); Execute Developer Agreement and terms for Permanent Facility; Check availability of Urban Circulator funds for a shuttle through the HUD-DOT-EPA Interagency Partnership	Develop permanent facility and begin programs; establish transportation strategy or shuttle to accommodate all residents	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	Healthy Community WAT, UAB, Jefferson County Health, non-profits
<b>Health services access</b>	Inventory current services provided by churches and other community-based organizations, determine interest in expanded services	Coordinate with Healthy Community WAT to build awareness and partner for expanded services	Secure permanent operating funds for programs	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	Healthy Community WAT

<p><b>Healthy Streets and Walkability</b></p>	<p>Coordinate Sidewalk Inventory and Bike Inventory (budgeted) to assess Pratt City Community needs; assess pedestrian, bike and traffic safety based on accident data; Identify partners to assist in identifying potential street retro-fits—per R/UDAT recommendations</p>	<p>Partner with DOT/Public Works to discuss R/UDAT transportation recommendations in Pratt City; Use accident data to address specific traffic calming issues as identified; Construct priority routes; Coordinate CIP budgets; select one street to “test”. Monitor available grants and pursue those that could fund a pilot study (“Complete Streets”, etc.)</p>	<p>Build on social networks to create walking groups maintain programs. Do a temporary street modification (i.e. “paint”) and monitor impacts on traffic, bike, and pedestrian movements. Report on lessons-learned and pursue funding for more permanent infrastructure.</p>	<p>Monitor key health indicators, report every 3-5 years or as appropriate – report to GPP, and evaluate.</p>	<p>LEAD: City of Birmingham/ALDOT OTHER: Pratt City Partners, Civil Engineering Organization, Complete Streets representative, local biking and walking advocacy groups, etc.</p>
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<p><b>Access to healthy food</b></p>	<p>Identify partners to scope a long-range public health study evaluating the Pratt City food system. Identify partners interested in providing increased access to existing wholesale farmer's Market on Finley (i.e. Transportation assistance, food pick up/delivery, etc.)</p>	<p>Coordinate with The Community Foundation to direct Healthy Kids Healthy Communities Program to Pratt City Community; consider Healthy Corner Stores project in Pratt City Community – identify potential in-place partners (target Carline Ave in Central Pratt); Develop a grant proposal to fund a longitudinal study of the area. Apply for the grant. Identify partners interested in community gardens in Pratt City. Coordinate with Comp. Plan Update to create category for community gardens in new code.</p>	<p>Use the grant to do a detailed study of lifestyle and food behaviors in Pratt City. Focus on potential benefits of community gardens. Identify potential sites for community gardens in Pratt City; Implement Healthy Corner Stores project; maintain healthy foods and health awareness programs or curriculum in the schools; seek to implement Farms to Schools policy</p>	<p>Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP; Present findings of longitudinal health study. Present impacts of community gardens. Monitor and evaluate the system</p>	<p>LEAD: City of Birmingham/ UAB/HBCU OTHER: Pratt City partners, Board of Education/ Principals, Churches/Faith-based organizations</p>
<p><b>Access to recreation and fitness facilities</b></p>	<p>Coordinate with walking priority; talk with Churches about potential programs, fitness centers; seek non-profit partners for YMCA or community based recreation center; Determine support for Shared-Use Facilities to expand recreation offerings</p>	<p>Evaluate potential sites for new YMCA (including Scott School); WAT to coordinate shared-use agreement policy or pilot program</p>	<p>Provide access to recreation, park, and trail facilities to all households within a ½ mile walk</p>	<p>Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP</p>	

<b>Air Quality</b>	Designate targeted buffer zones along high-volume (and high trucking) roads/freeways; coordinate funding with streetscape project	Complete buffer installation; consider policies re: location of schools and childcare facilities greater than 100 yards from high traffic corridors	Implement additional mitigation strategies as needed	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	
<b>Soil Contamination</b>	Test for contamination on historic mines, related to American Cast Iron Co, and related to tornado	Determine impact of potential contamination and mitigation strategies	Implement mitigation strategies as needed	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	
<b>Noise</b>	Perform testing to determine noise levels due to truck, highway, and trains	Designate targeted buffer zones along high-volume (and high trucking) roads/freeways; coordinate funding with streetscape project; complete priority buffer installations; consider quiet zone regulations in impacted neighborhoods	Consider interior noise level standards for new construction, review feasibility and implement, provide technical assistance	Monitor key health indicators and report every 3-5 years or as appropriate – report to GPP	
<b>Greater Pratt Partnership Organization</b>	Form GPP	GPP up and running by Jan GPP completes strategic plan (latest June)	Execute Plan Monitor and Report Results	Assess if GPP is still needed	Private Sector (e.g., US Steel), Public Sector (e.g., City), Neighborhood Assocs and Churches
<b>Cluster Strategies, Entrepreneurship</b>		Once strategic plan completed: 2-3 months to assess (latest Sept) 6-18 months to implement	Continue implementation		Private sector, Public sector, Non-Profits (e.g., industry associations, civic groups, universities, existing intermediaries)
<b>Building Initiatives (Rebuild of Library, YMCA, Museum)</b>		Once strategic plan is completed 6-12 months to asses and secure funding	2-3 years to build		Private sector, Public sector, Non-Profits (e.g., Civic groups, Foundations, neighborhood assoc., )

<b>Corridors and Nodes</b>	Initiate Organizational structure to confirm and designate Community Corridors and Gateways. Work with the city Planning department to focus planning resources develop a strategic community plan and implementation strategy Identify an early win such as the open space at Carline and Ave. U and using low cost strategies (see new York program street surface painting) to transform the space and hold a celebratory event	Coordinate with the Comprehensive Planning process and adjust zoning and other regulations. Develop a prioritized action plan for phasing of implementation of public improvements. Aggressively market development opportunities	Begin to implement corridor and node plan. Identify key sites and begin redevelopment of key parcels through preparing sites for redevelopment	Monitor progress and re-evaluate long-term strategies. Adjust plan as required	LEAD; City of Birmingham/ Pratt City Partnership(s). OTHER: Local churches. Neighborhood and Community organizations, Academic institutions.
<b>Historic Resources</b>	Identify structures and other valuable artifacts that are endangered and identify a plan for mothballing and or preventing further deterioration or demolition	Find stakeholder group to lead investigation of Pratt City historic and cultural sites (Coke ovens, Cemeteries, etc). Develop Historic overlay districts for Central Pratt, Thomas and Ensley that include guidelines for appropriate design of infill development and rehab not covered by existing historic district designations	Implement a pilot phase of cemetery clean up and a historic park on the coke over site	Formalize Pratt City heritage trails and overlay with Greenway Plan. Designate undocumented heritage sites. Pursue HIA assessment of g'way/trail plans	LEAD: City of Birmingham/ Pratt City Partnership OTHER: Historical Societies and others involved in revealing the history of Birmingham (architecture, Civil Rights and industrial history)

<b>Greenways</b>	Participate and advocate for Pratt City connections that enable broader reinvestment (Carline, link to Ensley, etc.)—support implementation of project in permitting.	Find stakeholder group to define partnerships for greenway implementation and planning	Implement Pratt City pilot project testing off-street and on-street greenway approaches (“paint”) and document results. Define and design programs for heritage trail overlays.	Formalize Pratt City heritage trails and overlay with Greenway Plan.	LEAD: Village Creek Greenway partners OTHER: City of Birmingham/Pratt City Partnership
<b>Vacant Land</b>	Identify community partners, and I.D. gateways. Develop partnership to define, design, maintain. Evaluate vacant land strategies for corridors and key parcels. UAB partnership on managed succession.	Implement gateway improvements and begin strategic corridor/street redesign. Claim vacant land adjacent to Blvd. ROW’s. Investigate temporary use of vacant lots and determine maintenance strategy.	Implement boulevard and streetscape improvements in strategic areas. Begin redevelopment of key parcels (78/Dugan/Hibernian). Determine strategy for blighted properties (e.g. vacant parcel tax).	Monitor systems and re-evaluate long-term vacant land management strategies. Invite colleagues from other municipalities to compare vacant land management approaches.	LEAD; City of Birmingham/Pratt City Partnership(s). OTHER: Local churches. Neighborhood and Community organizations, Academic institutions.
<b>Greenway Plan and Pratt City Heritage Trail</b>	Participate and advocate for Pratt City connections that enable broader reinvestment (Carline, link to Ensley, etc.)—support implementation of project in permitting.	Find stakeholder group to lead investigation of Pratt City historic and cultural sites (Coke ovens, Cemeteries, etc.).	Implement Pratt City pilot project testing off-street and on-street greenway approaches (“paint”) and document results. Define and design programs for heritage trail overlays.	Formalize Pratt City heritage trails and overlay with Greenway Plan. Designate undocumented heritage sites. Pursue HIA assessment of g’way/trail plans	LEAD: Village Creek Greenway partners OTHER: City of Birmingham/Pratt City Partnership
<b>Tree Planting</b>	Designate vacant lots for use a tree nurseries. Work with city to determine appropriate species. Put together partnership to organize “blitz planting” event in Spring 2012.	“blitz planting” event at key vacant lots. Secure and maintain tree nurseries. Trees could be dedicated by/to Pratt City stakeholders (fundraising)	Identify tree planting locations on streets and across the community. Plan for “blitz transplant” events moving trees from nurseries into the community.	Monitor the system and determine if it needs to continue, and in what form.	LEAD: City of Birmingham/Pratt City Partnership(s). OTHER: Area schools (teachers and students), Arborist and Urban Forest volunteers, local and regional businesses.

<b>Pratt City “Greenprint”</b>	Identify potential partners to evaluate existing data, and determine need for additional data gathering. Scope Pratt City for interest and willingness to partner on additional data gathering.	Facilitate partnerships with Pratt City stakeholders to participate in addl. Data gathering. Work with Comp. Plan Update process to integrate with their efforts.	Produce pilot document and evaluate for application across Birmingham. Attract regional partners to provide information, skills, and resources for regional effort.	Evaluate the process. Develop interactive interfaces to ease community engagement, and link to policy and resource documents at the regional level.	LEAD: City of Birmingham OTHER: Fresh Water Trust, Pratt City Partners, Birmingham Board of Education/Pratt City school principals, Etc.
<b>Flexible Public Spaces</b>	Facilitate dialogue between Board of Education and Parks and Recreation Department RE: potential for shared use agreements. Coordinate with Pratt City Library rebuilding effort RE: interest in adjacent vacant programming Facilitate dialogue between Board of Education and Parks and Recreation Department RE: potential for shared use agreements. Coordinate with Pratt City Library rebuilding effort RE: interest in adjacent vacant programming	Kickoff event (i.e. “library in the park”, etc.) to generate interest in the shared space idea. Recruit partners to fund a future study of capacity. Coordinate with the Comp. Plan update.	Do an analysis of community spaces that are capable of receiving additional programming. Fid resources to make temporary use of vacant land more permanent (infrastructure, etc.)	Monitor the process. Create an awards program promoting successful public spaces that enhanced existing open spaces.	LEAD: Board of Education and Parks and Recreation Department, and Pratt City Partners OTHER: Institutional partners (Library, etc.), Private vacant landowners
<b>Low Impact Development (LID)</b>	Identify key partners in discussion of LID potential of Pratt City (new and retrofits) Contact State and National USGBC	Sponsor an LID awareness-building event in Pratt City Coordinate with local institutions to seek interest in student-driven LID work in Pratt City.	Position Pratt City to become an LID case study. Begin training program for local contractors and professionals.	Alabama LID Manual. Formalize local contractor and professional training to become a certificate program (i.e. rain gardens, etc.)	LEAD: City of Birmingham/ Alabama USGBC OTHER: Pratt City partners, local green build practitioners and contractors, etc.

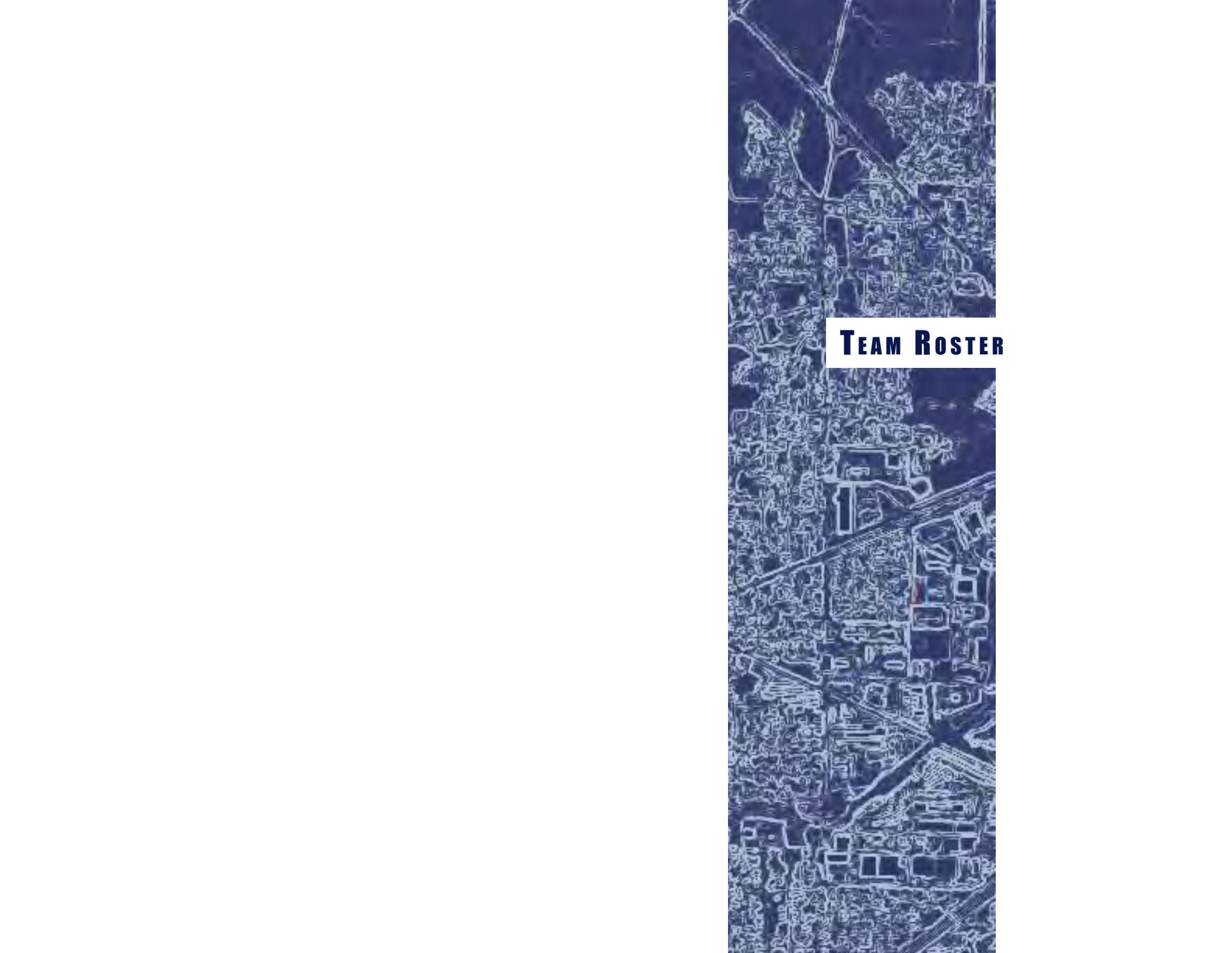
<b>Highway 78 Urban Boulevard</b>		Begin discussions between the City and ALDOT to develop the “urban boulevard” concept for portions of Highway 78 within the Pratt Community.	Refocus planned RTP Highway 78 safety/ widening projects to ensure an evaluation of a context sensitive design approach to the corridor that incorporates multiple modes, pedestrian safety and vehicular access	Establish a consensus vision and roadway design concept and program its improvement in the RTP	ALDOT, Birmingham MPO, Regional Planning Commission of Greater Birmingham (RPCGB)
<b>Avenue W Road Diet</b>		City Planning and Transportation Departments to develop scope for analysis, design and implementation of road diet project.	Implement initial road diet to include simple restriping of the roadway to 3-lanes with bicycle lanes. Program further streetscape enhancements such as roundabouts and median landscaping.	Construct additional streetscape enhancements. (roundabouts and median landscaping)	City of Birmingham (Transportation and Planning Departments)
<b>20th Street Road Diet</b>		City Planning and Transportation Departments to develop scope for analysis, design and implementation of road diet project.	Program road diet project to include restriping of outside lane for on-street parking, bicycle lanes, bulbouts, and street trees.	Construct road diet/ streetscape project.	City of Birmingham (Transportation and Planning Departments)
<b>Community Corridors</b>	Establish a “community corridors” program to coordinate sidewalk improvements, street tree replacement and ADA accessibility projects.	Establish a sidewalk/ tree replacement priority strategy for project implementation with achievable yearly targets.	Implement yearly targeted projects.	Implement yearly targeted projects.	City of Birmingham (Transportation, Planning, Parks Departments)
<b>Roundabouts/Traffic Calming</b>		Establish the scope and budget for a community-wide traffic calming plan.	Conduct traffic calming study and identify initial projects for implementation.	Traffic calming project implementation.	City of Birmingham (Transportation and Planning Departments)

<b>New Connectivity</b>	Reevaluate the scope and design of the 2nd Street extension in the Thomas Neighborhood to evaluate the proposed alternative that utilizes 4th Street to create a parkway/ greenway.	Develop design and implementation plan for new connection in the Thomas Neighborhood (2nd St./4th St.) and Spencer Ave. connection in the Smithfield Estates Neighborhood.	Coordinate and program the proposed parkway/ greenway connections with the purchase and development of the Valley Creek Greenway.	Program, fund and implement new street connections.	City of Birmingham (Transportation, Planning, Parks Departments)
<b>Future Local Connectivity</b>		Develop scope/program for developing street framework plans for key future development sites.	Regulate and codify street framework standards to ensure future connectivity.	Implement future street framework as development occurs.	City of Birmingham (Transportation and Planning Departments), U.S. Steel, property owners.
<b>Transit</b>		Participate in BJCTA transit service study to support and advocate for proposed transit service enhancements.	Implement transit service enhancements. Identify partnerships to establish, define and implement transit shuttle service.	Establish long-term TOD plan for the Highway 78 corridor.	Birmingham-Jefferson County Transit Authority (BJCTA)
<b>Infrastructure Short-term Community Needs</b>	Perform a block by block walking survey to inventory and category remaining debris, new debris and remaining or new public infrastructure damage. Develop action plan and timeline for removal and repair. Remove dead/intrusive trees and debris from storm damage. Investigate blocked or damaged storm drains, such as at Ave F and Village Creek: is it causing flooding?	Replace missing markers in cemeteries damaged by storm. Identify and repair damaged street lighting. Complete additional infrastructure repair. Ensure street signage is in place.			City of Birmingham Public Works, FEMA

<b>Sustainable Infrastructure</b>	GPP to investigate opportunities and barriers related to RUDAT recommendations. Gather partners. Work with partners to institute a community-wide energy and water audit of existing buildings.	Create the Greater Pratt Community EcoDistrict aligned with Architecture 2030. Create a district wide and site-specific sustainability metrics system modeled after initiatives such as the Portland Institute of Sustainability's EcoDistrict initiative, LEED, or other similar programs. Energy and water audits completed community-wide, seek funding sources and incentives for energy/ water retrofit program.	Create site-specific incentive system and financing systems to encourage owners to implement sustainable, energy/water saving measures. Measure effectiveness in implementation of sustainability and incentives		Partners; City, State, DOE, HUD, DOT, FEMA, School District, Private Sector, Non-Profits, Community Groups; utilities.
<b>Greater Pratt Partnership: Housing Land Acquisition</b>	Agree on land bank formation. Begin acquisition, rezoning, and remapping tax lots	Complete property acquisition for first 100 new dwelling units	Complete all land acquisition required to implement complete strategic development plan		New Entity with partners: City ; Corporate Citizens; Faith Community; Community stake holder
<b>Greater Pratt Partnership: Housing Construction</b>	Develop prototype plans for deployment on high priority sites	Issue Development RFP and Complete Construction of first 50 homes	Issue RFP for development and complete construction on 1,000 dwelling units	Continue turning over land to private sector as demand grows and building homes in response to Market Demand	Birmingham metro contractors & developers; city Gov; Faith Community
<b>Greater Pratt Partnership: Land Maintenance</b>	Start securing community partnerships and volunteers to maintain undeveloped sites	Complete commitments for volunteers to maintain first 1000 lots	Continually Maintain Lots	Continually Maintain Lots	Faith Community; Corporate Community; Volunteer organizations

<b>Greater Pratt Partnership Housing and Development Activities</b>	Formation & Staffing Start collection information stakeholders and assessing housing needs	Establish priority/lottery for first homes 500 homes to be built; Begin recruiting local retailers and entrepreneurs for retail opportunities in revitalized mixed use buildings	Continue assessing needs and maintain process for connecting stakeholders to opportunity; continue retail business recruitment		Faith Community; Academic Community; Chamber of Commerce; Commercial Brokerage Community
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An aerial photograph of a city, likely New York City, showing a dense grid of streets and buildings. A white rectangular box is superimposed on the image, containing the text "TEAM ROSTER" in a bold, black, serif font. The text is centered within the box and is the primary focus of the image.

**TEAM ROSTER**

## Pratt City Regional/Urban Design Assistance Team Members



### **BERT GREGORY, FAIA – TEAM LEADER**

As Chairman and CEO of Mithun, Bert Gregory, FAIA, leads an interdisciplinary practice of architects, urban designers, interior designers, landscape architects and ecologists, dedicated to setting new, achievable standards for sustainable design. He is an expert in the development of resource-efficient structures and communities, and serves as a national leader, speaker and advocate for sustainable building and urbanism. His perspective reaches beyond traditional architecture to merge science and design—an interdisciplinary approach that creates lasting places for people. With Mithun’s offices in Seattle and San Francisco, he has transformed the 60-year old regional architecture and planning firm into a national force inspiring a sustainable world through integrated design.

Currently, Bert is Co-Chair of the Urban Land Institute’s Climate, Land Use and Energy Advisory Group; serves on the Washington Governor’s Clean Energy Leadership Council and the Clinton Climate Initiative’s Climate Positive Program’s Technical Resource Group; and is an Advisor to the National Building Museum’s Intelligent Cities Initiative. For the past two years, he served as Vice Chair of the U.S. Green Building Council’s LEED® for Neighborhood Development (LEED-ND) core committee.

Bert’s design awards include four AIA COTE Top Ten Green Projects, including one for the carbon neutral Lloyd Crossing Sustainable Urban Design Plan - a precursor to Portland’s EcoDistrict initiative; two ASLA national honor awards; and the AIA national honor award for regional and urban design. His research initiatives include leading a carbon accounting effort for Seattle’s “Reality Check,” a regional growth exercise undertaken by the Puget Sound Regional Council of Governments and the Urban Land Institute, and one of the first simple web-based materials carbon calculators in collaboration with the Lady Bird Johnson Wildflower Center at the University of Texas at Austin and the University of Washington Program on the Environment.

A frequent lecturer, Bert has delivered keynote addresses at the 2009 Jerusalem Seminar on Architecture, and the Tsinghua University’s School of Architecture in Beijing, as well as participating on a panel at the National Building Museum in Washington DC. He has contributed to several books including Integrated Design – Mithun by David Macaulay, and the chapter “Biophilia and Sensory Aesthetics” co-written with Judith Heerwagen PhD in the compendium Biophilic Design: The Theory, Science and Practice of Bring Buildings to Life edited by Stephen Kellert, Judith Heerwagen and Martin Mador.



### **Roland Anglin – Community Development & Capacity Building**

Roland Anglin's career spans over twenty years of working in the public, educational, and philanthropic sectors. In all his professional positions, Anglin has focused on promoting economic and community development in and for marginalized communities. Anglin is currently

the executive director of the Initiative for Regional and Community Transformation (<http://www.regionandcommunity.org/>).

In addition to his role as the IRCT executive director, Dr. Anglin is Faculty Fellow at the Edward J. Bloustein School of Planning and Public Policy, Rutgers University. Dr. Anglin began his academic career at Rutgers University. There he examined issues related to economic development and growth management. During this time, he published some of the seminal work on citizen attitudes toward sprawl development. In 1991 he was recruited to the Ford Foundation, where he spent eight years. He served first as the program officer responsible for community development and later became Deputy Director for Community and Resource Development, which is part of the Asset Building and Community Development Division.

After leaving Ford, Dr. Anglin went to the Structured Employment Economic Development Corporation (Seedco), a national community development intermediary. At Seedco, Dr. Anglin was the senior vice president responsible for building the capacity of community-based housing organizations. Since returning

to academia, Dr. Anglin has pursued an active research agenda and has managed many demonstration initiatives for philanthropy, state governments, and national associations. Dr. Anglin is a co-author of the just released *Katrina's Imprint: Race and Vulnerability in America* (Rutgers University Press, New Brunswick NJ).



### **KOFI BOONE, ASLA – ECOLOGICAL DESIGN**

Kofi Boone is an Associate Professor of Landscape Architecture at NC State University, College of Design. Professor Boone focuses on the changing nature of communities, and developing tools for enhanced community engagement and design. Through

scholarship, teaching, and extension service, Professor Boone works in the landscape context of environmental justice, and his research includes the use of new media as a means of increasing community input in design and planning processes. Professor Boone is the recipient of several awards including the Opal Mann Green Engagement Scholarship Award, the Department of Landscape Architecture Professor of the Year, and the Alumni Association Outstanding Teacher.

Professor Boone has published articles in journals including *Intensions* and *Journal of Tourism Analysis*. He has work featured in the *Journal of Planning Literature*, and the recently published book, *Becoming a Landscape Architect*. Professor Boone is an active member of the American Society of Landscape Architects (ASLA), serving as the state liaison to the Historic American Landscape Survey (HALS). He has served as a

presenter at the Council of Educators in Landscape Architecture (CELA), the American Society of Landscape Architecture National Meeting and Expo, and numerous Colleges and Universities.

Prior to joining the faculty at NC State University, Professor Boone was a studio leader at JJR (formerly Johnson Johnson and Roy) working on a wide range of interdisciplinary urban design and planning projects. He received his Master of Landscape Architecture and Bachelor of Science in Natural Resources from The University of Michigan.



**CARLTON BROWN – REAL ESTATE/HOUSING MARKET**

Carlton A. Brown is a founding partner and Chief Operating Officer of Full Spectrum. He is a 1973 graduate of Princeton University - School of Architecture and Urban Planning. He has also studied real estate finance at New York University. After college he worked for architecture and planning firms until 1976, when he joined AT&T as a manager in the real estate division. During his 10-year tenure at AT&T, he directed the development and construction of over \$2.0 billion of real estate for the company. His experience included: corporate planning, site acquisition, facilities development, project design and leasing for high performance laboratories, data centers and office facilities. Mr. Brown's vision has led Full Spectrum to be recognized as a national leader in the development of affordable green/smart buildings in emerging urban markets. Mr. Brown is currently leading Full Spectrum's pioneering development of a 14 square

block green mixed use development in downtown Jackson, MS which will feature community scaled green infrastructure, 4,000 units of mixed income housing and nearly one millions SF of office and retail space. Mr. Brown believes that all communities regardless of race, ethnicity or income are entitled to a sustainable future and is committed to assuring that all Full Spectrum's development projects meet these high performance standards. Since assuming leadership for development, Mr. Brown has led Full Spectrum in the development of more than \$300 million in green development, and boosting Full Spectrum to the Black Enterprise top 100 Companies in 2008 and Inc Magazine's list of Green Companies to Watch in 2008. Mr. Brown serves on several boards including AIA New York, 651 Arts, Global Green and the national board of the USGBC. He has been designated as a "thought leader" by the Clinton Global Initiative for his "leadership on climate change and sustainable equitable development." Mr. Brown is member of Mayor Bloomberg's Sustainability Advisory Board which is tasked with establishing and meeting 2030 goals for sustainability for NYC.



**MAXINE CLARK – ECONOMIC DEVELOPMENT**

Maxine Clark is a proven consultant with 15 years experience in strategy consulting for businesses and communities. She is known for her work in inner cities, having advised leaders in many U.S. cities, the U.K., and Canada with the Initiative for a Competitive Inner City (ICIC). ICIC is a non-profit organization founded by renowned Harvard Business

School professor Dr. Michael E. Porter. While at ICIC, Mrs. Clark managed large-scaled engagements in cities such as Newark, NJ; Brooklyn, NY; Milwaukee, WI; and Vancouver, BC. Mrs. Clark convened Fortune 500 CEO's, Mayors, and other civic leaders to develop business strategies to leverage the untapped market opportunities found in inner cities.

Mrs. Clark specializes in developing market-based demand driven solutions by leveraging the competitive advantages found in businesses and communities. She has developed innovative strategies in key industry clusters such as Health Services, Retail, Transportation & Logistics and Business Process Outsourcing.

Mrs. Clark held various consulting and management positions at Booz & Company, AXA Financial and JP Morgan Chase. Mrs. Clark has an MBA from the University of Michigan and is a past Consortium for Graduate Studies in Management fellow. She also has a BS in Industrial Engineering from Polytechnic Institute of New York University.



**ERIN CHRISTENSEN, AIA - COMMUNITY HEALTH**

An Associate Principal, urban designer and architect at Mithun, Erin Christensen has over 10 years of experience in urban redevelopment and mixed-income planning across the country. She is passionate about supporting healthy, equitable communities. To that end, Erin's work focuses

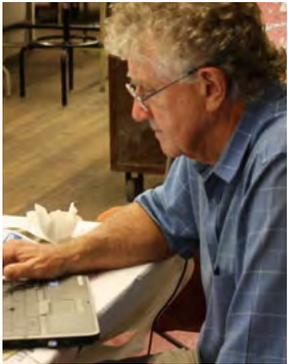
on linking urban form, high performance and social infrastructure in both practice and policy. Her strength is guiding a broad range of stakeholders, interdisciplinary collaborators, and the community to realize a vision of diverse, sustainable places. Erin specializes in EcoDistrict and neighborhood planning, community engagement, and integrating a variety of environmental and community metrics into plans and design guidelines. Erin's recent work includes the development of the EcoDistrict Assessment Protocol with the Portland Sustainability Institute (PoSI), and the first integrated Health Impact Assessment and redevelopment Masterplan at the South Lincoln mixed-income TOD in Denver. She serves on the LEED® Location and Planning Technical Advisory Group and as President of the Cascadia Chapter of the Congress for New Urbanism.



**ED MCKINNEY, AICP – TRANSPORTATION**

Ed McKinney is an Associate Principal at AECOM. He is a master planner, urban designer and transportation planner with a comprehensive perspective on land development that comes from assisting both public and private clients. He has over fifteen years experience directing urban design and transportation projects that create community supported, context sensitive design solutions for redeveloping urban places. Ed is experienced with complex transportation issues and their relationship to land use and urban design. The focus of his work includes transit station area planning, corridor redevelopment plans, and downtown/town center plans. In addition, Ed has led a number of strategic

land planning initiatives, developing long-range and large-scale visions for public and private clients. This experience includes leading sensitive stakeholder meetings, public outreach, and design work sessions to integrate complex issues into focused design strategies. The range of his work includes transit station area planning for the city of Charlotte, NC, downtown redevelopment planning for Mississauga, Canada, and transportation/land use plans for the New Jersey DOT. Ed regularly serves as an urban design studio instructor and lecturer at the Georgia Institute of Technology.



#### **CLIFF MCMILLAN- INFRASTRUCTURE**

Cliff McMillan is a Principal in the New York office of global consultants Arup. He is responsible for planning and leading major infrastructure and building projects in the United States. He leads the multidisciplinary planning team in New York that is focused on developing integrated sustainable solutions with urban designers and planners, providing advice particularly in areas such as transport planning, energy, water, green infrastructure and waste.

Cliff has spent his whole consulting career with Arup and has extensive global experience, having worked in London, throughout Southern Africa and in the US. Before moving to the US 12 years ago he was leader of Arup's South African practice.

In New York he has been responsible for prominent public projects, among them the improvements to about 7 miles of waterfront around Manhattan, including the \$500 million Hudson River Park and the East River Waterfront development, as well as the major improvements undertaken at Lincoln Center.

Cliff also played a prominent role in community and professional activities in South Africa, having served as President of the SA Institution of Civil Engineers and the SA Association of Consulting Engineers. He was involved with issues of urbanization, affordable housing and infrastructure, and technological education in the disadvantaged communities.

In 1991 his work with business and professional groups involved with the deteriorating conditions in central Johannesburg led to him being elected the first Chairman of the Central Johannesburg Partnership. This was a partnership between the City Council, business and the community, committed to alleviating conditions in the inner city, which resulted in major improvements in security, street conditions and property values. He also led a team of consultants that carried out the feasibility study and economic analysis that supported Cape Town in the internal competition to become the SA candidate city for the 2004 Olympic Games.

Cliff has been the author of many papers on technical and professional subjects, and has served in part-time academic posts at two universities.



### **MARK SHAPIRO, AIA - URBAN DESIGN**

A Principal at Mithun, Mark Shapiro has shaped the built environment as architect, planner, urban designer, author and educator. For more than 27 years he has developed master plans and designs for a broad range of market sectors, including education, cultural and civic projects.

Through this work he has comprehended the intricate relationships between urban planning and design of great cities and places. Mark has held faculty positions at Syracuse and Tulane Universities and was Head of the Department of Architecture at Kansas State University. He has been recognized both nationally and internationally for high-profile, technologically complex projects, most recently for the Greensburg Sustainable Comprehensive Development Plan, Fayed S. Sarofim research building at the University of Texas Health Science Center, and Holy Cross Sustainable Redevelopment Plan in Post-Katrina New Orleans.

### **AIA Staff:**

#### **JOEL MILLS**

Joel Mills serves as Director of the American Institute for Architects' Center for Communities by Design. The Center is a leading provider of pro bono technical assistance and participatory planning for community sustainability. Through its design assistance programs, the Center has worked in 55 communities across 32 states since 2005. In 2010, the Center was named Organization of the Year by the

International Association for Public Participation (IAP2) for its impact on communities and contributions to the field.

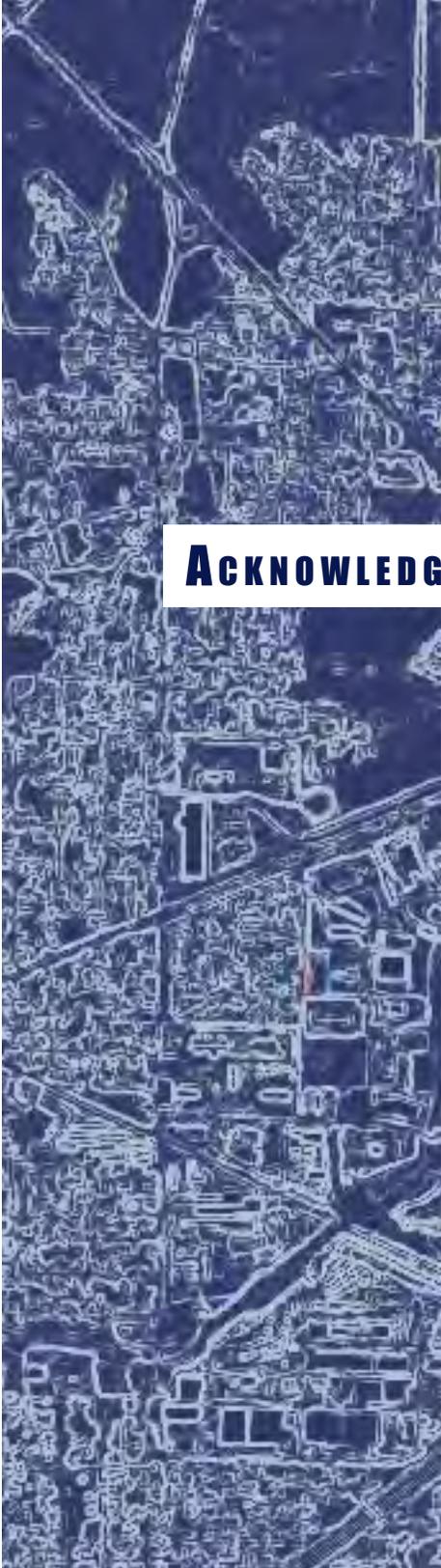
Joel's career in civic health and governance spans over 17 years, and includes community-based technical assistance, process design, facilitation and training across a number of fields. During the 1990s, Mr. Mills spent several years supporting international democratization initiatives by providing technical assistance to parliaments, political parties, local governments, civic and international organizations. His scope of work included constitutional design and governing systems, voter and civic education, election monitoring and administration, political party training and campaign strategy, collaborative governance, human rights and civil society capacity building. In the United States, Joel has worked with dozens of communities on broad-based collaborative processes. His community work in the United States has been featured on ABC World News Tonight, Nightline, CNN, The Next American City, Smart City Radio, The National Civic Review, Ecostructure Magazine, The Washington Post, and in dozens of other media sources.

In December 2010, he was elected to the Board of Directors for the IAP2-USA. He is also a member of the International Association of Facilitators (IAF), the American Planning Association, the National Coalition for Dialogue and Deliberation (NCDD), and the Mid-Atlantic Facilitators Network.

**ERIN SIMMONS**

Erin Simmons is the Director of Design Assistance at the Center for Communities by Design at the American Institute of Architects in Washington, DC. Her primary role at the AIA is to provide process expertise, facilitation and support for the Center's Sustainable Design Assistance Team (SDAT) and Regional and Urban Design Assistance Team (R/UDAT) programs. In this capacity, she works with AIA components, members, partner organizations and community members to provide technical design assistance to communities across the country. Through its design assistance programs, the AIA has worked in 200 communities across 47 states. In 2010, the Center was named Organization of the Year by the International Association for Public Participation (IAP2) for its impact on communities and contributions to the field. To date, Erin has served as staff lead on over 45 design assistance teams.

Prior to joining the AIA, Erin worked as senior historic preservationist and architectural historian for an environmental and engineering firm in Georgia, where she practiced preservation planning, created historic district design guidelines and zoning ordinances, conducted historic resource surveys, and wrote property nominations for the National Register of Historic Places. She holds a Bachelor of Arts degree in History from Florida State University and a Master's degree in Historic Preservation from the University of Georgia.

An aerial photograph of a city, likely New York City, with white outlines highlighting the buildings and streets. The image is oriented vertically on the right side of the page.

## **ACKNOWLEDGEMENTS**

## **THANK YOU**

Community success requires broad public engagement, vision, and the ability to build innovative partnerships to implement common goals. The Birmingham R/UDAT project has exemplified the spirit of partnership that is at the heart of civic success. The R/UDAT team would like to express its profound gratitude to the hundreds of participants who engaged in the process. In particular, the team would like to express its gratitude to the following individuals and institutions without whom the success of this project would not have been possible.

### **THE CITY OF BIRMINGHAM**

The team would like to thank the City of Birmingham for its commitment to the R/UDAT process and its leading role in this project. Mayor William Bell's public leadership and support to this process was a critical component of its success, and the team was impressed with his personal investment in the future of the city. The municipal staff the team worked with during the R/UDAT exemplified the City's commitment to the Pratt Community, and the administration's drive to build a better future for its citizens. City staff provided enormous support to the success of this effort. Andre Bittas, the City's Director of Planning, made profound contributions to this initiative. In addition, Kwani Dickerson, Don Lupo, and April Odom were integral to the R/UDAT effort and provided generous support throughout the process. Finally, staff from the City's GIS department were generous with their time and expertise, and were enormously helpful to the team in providing data analysis mapping.

### **THE BIRMINGHAM DESIGN COMMUNITY**

The Birmingham community is blessed with a strong design community, and the team would like to thank AIA Birmingham for its civic leadership and support of the R/UDAT process. The team is particularly thankful to Joe Giattina, FAIA, and Bruce Herrington, AIA, for their leadership on the Local Steering Committee and the many contributions they made to the project.

### **LOCAL INSTITUTIONS**

Great communities are made up of strong institutions, and the R/UDAT process received significant support from a number of local civic and religious institutions. The team would like to thank Dr. John Finkley and the staff at South Hampton Elementary School for their warm hospitality in hosting the public meetings during this event. The team would like to thank Gail Andrews and Amy Templeton of the Birmingham Museum of Art, who graciously hosted one of the initial luncheon meetings of the project as well. The team would also like to express its gratitude toward the local churches and their leadership for leading outreach efforts in the community and participating in the R/UDAT process.

### **STUDIO SESSIONS**

The R/UDAT team would like to extend a special thanks to Cheryl Martin and the Auburn University Urban Studio, which made significant contributions to the team's work sessions. The Studio served as the team's workspace during the charrette, and provided a range of support and expertise to the effort. The studio sessions also

allowed for significant contributions from the next generation of design professionals, courtesy of students from Auburn University and Tuskegee University. Students from these two great institutions were a model of collaboration, working hand in hand with each other and with the team. They included the following individuals:

#### **Tuskegee University**

- Phoenicia Robinson
- Amber DuBose
- Brionna Catrow
- Benjamin Wells
- Alexis Gregory
- Gabrielle Riley
- Zachary Beasley II

#### **Auburn University**

- Susan Fagg
- Randall Holmes
- Jared Weaver
- Fuller Sherrod



#### **FEDERAL AGENCY PARTNERS**

The R/UDAT team worked closely with partners at the FEMA Long-Term Recovery Planning Team during the process. FEMA representatives served as resources on a number of topics related to the federal role in the recovery process, and the team is thankful for their partnership in the project.



#### **THE NEIGHBORHOODS**

The R/UDAT Team had an opportunity to interact with numerous neighborhood leaders and residents of Pratt City during this process. Their contributions to the process were invaluable, and the civic pride they expressed is an inspiration.



## PRATT CITY R/UDAT STEERING COMMITTEE

Chandra Abesingha: President -  
CE Associates

Calvin Abram: FEMA

Marshall Anderson, AIA: Design  
Initiative

Nan Baldwin: VP, Regional Dev.  
Birmingham Bus. Alliance

Charles Ball: Exec. Dir. Regional  
Planning Commission

Susan Barron, AIA: KPS Group

Craig Barton: Univ. Va. School of  
Architecture

Nolanda Bearden, AIA: NHB  
Group

Bessie Bell: Director, HUBB  
Community Development Corp

Emily Melton Bell: Cooper Green  
Mercy Hospital

Sharon Bell: Assistant  
Superintendent of Schools

Grant Bingham: Jones Valley  
Urban Farm

Andre Bittas: Executive Director,  
Dept. Planning, Engagement &  
Permits

Victor Blackledge, AIA

David Blackmon, AIA: Blackmon  
Rogers Architects

Renee Blaylock: Birmingham  
Public Library

Kathy Boswell: Community  
Relations at Princeton Baptist

H.B. Brantley: BRAVIS Building  
Solutions

Victor Brown: African American  
Business Alliance

Leslie Carlisle: Leadership  
Birmingham

Jan Chodzko-Zajko: Dept.  
Kinesiology, Unv. Illinois, Urbana

John Colon: Exec Director  
Neighborhood Housing Services

Shannon Criss: School of Arch &  
Design Kansas

Gayle Cunningham: Exec Director  
JCCEO

Jessica Dent: AL Dept of Economic  
& Community Affairs

Bob Dickerson: Birmingham  
Resource Center

Kwani Dickerson: Administrative  
Assistant to Mayor Bell

Dr. David Dozier: Dean of  
Architecture, Tuskegee University

Carl Exford: Owner/CEO eXford

Jim Fenstermaker: Director, Dept  
of Community Development

Ed Fields: Projects Unlimited

Sheree Fields: Projects Unlimited

David Fleming: Birmingham  
Planning Comm., Main Street  
Birmingham

Dr. Michael Fleenor: CEO,  
Jefferson County Department of  
Health

Ann Florie: Leadership  
Birmingham

Mac Freeman, AIA

Dr. Mona Fouad: UAB Minority  
Health & Research Center

Kelligh Gamble: Housing  
Counselor, Birmingham  
Homeownership Center

Roman Gary, AIA: Cohen

Carnaggio Reynolds, Architects

Chris Giattina, AIA: GA Studio

Joseph Giattina, FAIA: GA Studio:  
Co-chair

Brian Hamilton: CEO Saber/A.G.  
Gaston Construction

Herschell Hamilton: CCIM (Bloc  
Global Services Group)

Fred Hawkins: Engineering  
Design Technologies, Inc

Roald Hazelhoff: Director,  
Southern Environmental Center  
BSC

Wesley Henry : Project Coord.  
NHB Group, Architects

Bruce Herrington, AIA: Herrington  
Architects

Brooke Hill: Team Leader, Project  
Rebound

Brenda Hong Brenda: President,  
Pratt City Historical & Revitalzatn  
Society

Creig Hoskins, AIA: Hoskins  
Architecture

Elaine Jackson: President/CEO  
Birmingham Urban League

Wendy Jackson: Black Warrior  
Land Trust

## PRATT CITY R/UDAT STEERING COMMITTEE CONT'D

**Bishop James Johnson: Miracle Deliverance Temple**

**Kris Nikolich, AIA: Design Initiative**

**Jason Schupbach: Natl. Endowment for Arts**

**Dr. Bernard Williams: Senior Pastor Mt. Moriah Baptist Church**

**Margaret Jones: CEO, Margaret Jones Interiors**

**Willie Oliver, AIA: Architect**

**Nick Sims: Health Action Partnership**

**Virginia Williams: Executive Administrative Asst. to Mayor**

**Renee Kemp-Rotan: Admn. Assistant to Mayor for Capital Projects**

**Steve Ostaseki: Greater Birmingham Reg. Planning Comm.**

**Adam Snyder: Conservation Alabama**

**Charles Williams, AIA: Charles Williams & Associates Architects**

**Alex Krumdieck, AIA: Krumdieck A+1 Design, Inc.**

**Keith Owens: MBA Structural Engineers, Inc.**

**Cedric Sparks: Department of Youth Services**

**Frank Wilson: Alabama Land Bank Authority**

**Lea Ann Macknally: Macknally Ross Land Design**

**Buddy Palmer: Exec. Dir. Cultural Alliance of Greater Birmingham**

**Beth Stewart: Cahaba River Society**

**James Wilson: GA Studio #**

**Ross McCain, AIA: Architect, KPS Group**

**Keith Parrott: President, Princeton Baptist**

**Laurel Stiff: Asst. ED Birmingham Chapter AIA**

**Valerie Wilson: Freshwater Land Trust**

**David Merrida, Jr.: Assoc. Director, Birmingham Construction Industry Authority**

**Cherri Pitts, AIA: Studio C Architects**

**Amy Templeton: Birmingham Museum of Art**

**Odessa Woolfolk: Founder / Leader Birmingham Civil Rights Institute**

**Charles Moore: Greater Birmingham Habitat for Humanity**

**Tyler Price, AIA: Bryant-Price Architects**

**Robert Thuston: Alagasco, Building Program Specialist**

**Phylis Wynne: Pres., School Board, Bethel Ensley Action Taskforce**

**Tracey Morant-Adams: Director, Birmingham Office of Econ. Development**

**Kathy Puckett: City of Birmingham**

**Naomi Truman: Exec. Dir. Housing Authority Birmingham Dis.**

**Larry Watts: Goodwyn, Mills & Cawood**

**Cheryl Morgan, AIA: Professor, Auburn Urban Studio**

**Dick Richard, AIA: TRO Jung Brannen**

**Marjorie White: Dir., Birmingham Historical Society**

**Yvonne Murray: Director, Econ. Dev. Regional Planning Comm.**

**Justin Rogers, AIA: Designform**

**Robin White: Alabama Power Company**

**Kate Nielson: Pres., Community Foundation of Greater Birmingham**

**Craig Rogers, AIA: Designform**

**Thomas Wilder: Energen**

**Rudy Rouse: ADA Compliance Officer COB**

**PRATT CITY NEIGHBORHOOD  
ASSOCIATION PRESIDENTS**

**Sheila Tyson: President, Citizen  
Advisory Board**

**Leroy Bandy: Central Pratt**

**Joseph Black: VP, Central Pratt**

**Juanita Brew: Sandusky**

**Magnolia Cook: Tuxedo**

**Alonzo Darrow: East Thomas**

**Clarence Ford: North Pratt**

**Lillie Files : VP, South Pratt**

**Shirley Gibson: VP, Thomas**

**Olivia Johnson: Sherman Heights**

**George McCall: Ensley**

**Ellen Spencer: Smithfield Estates**

**Cora Williams: West Chester**

**PRATT CITY R/UDAT  
GOVERNMENTAL RESOURCES**

**Mayor William Bell: Mayor, City of  
Birmingham**

**George Bowman: District 1,  
Jefferson County Commissioner**

**David Carrington: District 5, Jeff  
County Commission President**

**Linda Coleman: Senate District 20**

**Juandalyn Givan: Representative,  
House District 60**

**Doug Hale: Planner**

**Stephen W. Hoyt: City Councilor  
for District 8**

**William Magee: Planner, City of  
Birmingham**

**April Odum: Director of  
Communications**

**Kathy Puckett: Senior Planner,  
City of Birmingham**

**Greg Reed: State Representative,  
District 5**

**Terri Sewell: Congresswoman  
John Zakian: FEMA**



## **APPENDICES**

## Appendix I- The R/UDAT Event

### PREPARATION

After selecting a project team leader, an initial visit was conducted in August 2011 to meet with key project partners and stakeholders, formalize the project scope, and conduct an initial assessment of the community. Based on this assessment, a multi-disciplinary team was recruited with specific expertise in the key issues present in area. In preparation for the October event, a database of existing plans was established and reviewed by team members and multiple conference calls were scheduled to discuss the project scope and approach with local Steering Committee members, reach out to partnering organizations, and plan the format and logistics for the process.

### THE COMMUNITY PROCESS

The public charrette process took place from October 7-10, 2011. The team applied a multi-faceted approach to the process, including the following elements:

- A comprehensive tour of the Pratt City neighborhood and surrounding community, led by local partners.
- A series of key stakeholder meetings with over 100 participants that focused on a host of issues and opportunities in the area.
- A public town hall meeting involving over 100 residents, neighborhood leaders, and stakeholders from the community.
- A two-day design studio with local professionals, members of the FEMA Long-Term Recovery Planning Team, City staff, and students from Auburn University and Tuskegee University.

- An interim presentation and discussion with key stakeholders and neighborhood representatives.
- A press conference and final presentation to the community to release the teams findings and its final report with a strategic framework for the community moving forward.

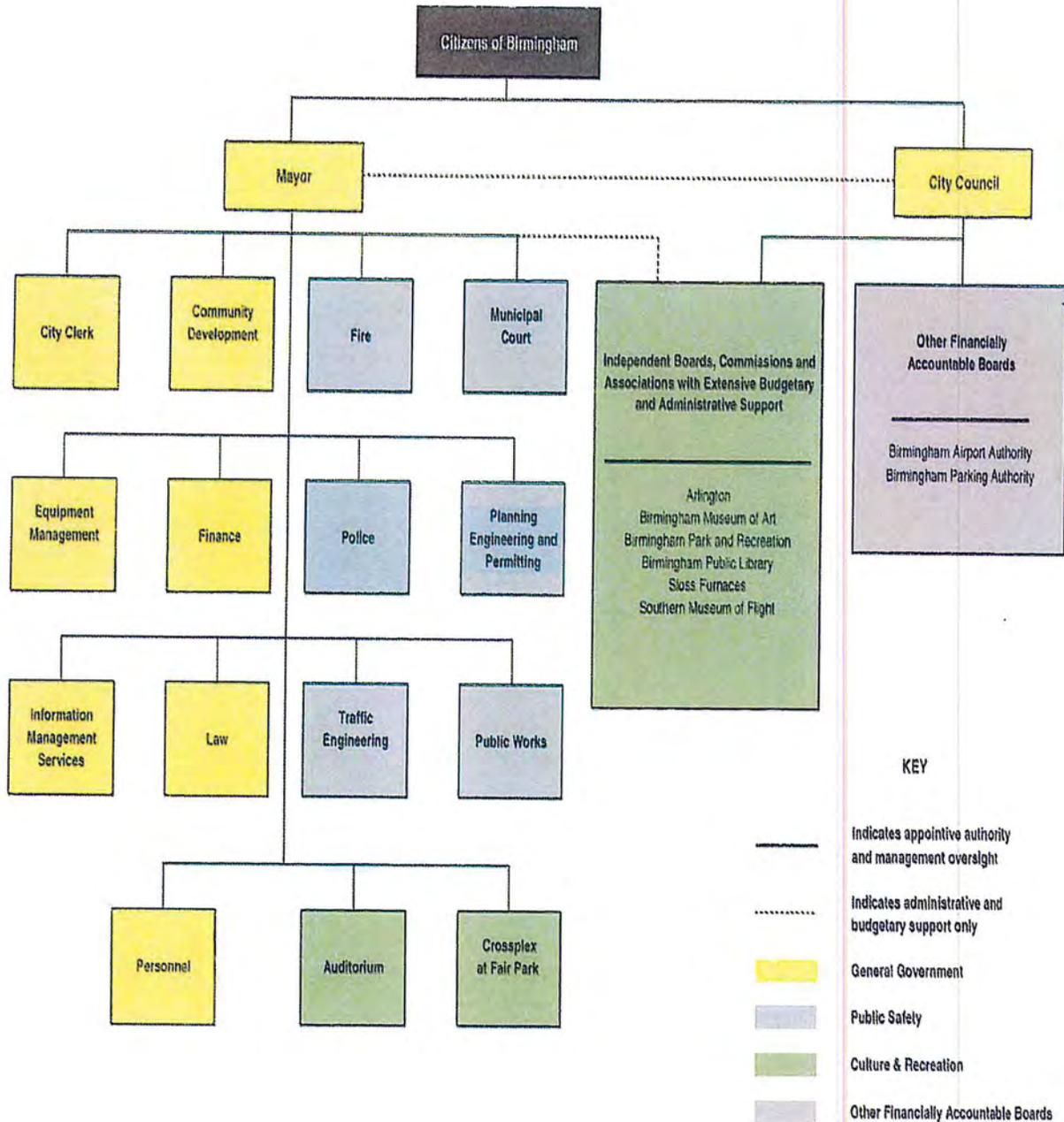
The team members worked closely with local officials, community leaders, technical experts, and citizens to study the community and its concerns. The team's final report provides a narrative account and summary of recommendations presented to the community on Monday, October 10, 2011.

**ATTACHMENT C**

**ORGANIZATION CHART**

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# City of Birmingham, Alabama Organization Chart



**ATTACHMENT D**

**CERTIFICATIONS & SF-424**

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## CERTIFICATIONS

In accordance with the applicable statutes and regulations governing the consolidated plan the Disaster Relief Appropriations Act, 2013, the City of Birmingham certifies that:

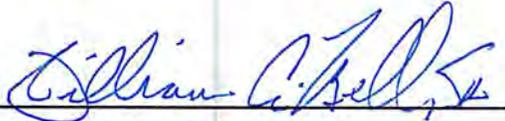
1. The grantee certifies that it will affirmatively further fair housing, which means that it has or will conduct an analysis to identify impediments to fair housing choice within its jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting the analysis and actions in this regard. (See 24 CFR 570.487(b)(2).)
2. The grantee certifies that it has in effect and is following a residential anti-displacement and relocation assistance plan in connection with any activity assisted with funding under the CDBG program.
3. The grantee certifies its compliance with restrictions on lobbying required by 24 CFR part 87, together with disclosure forms, if required by part 87.
4. The grantee certifies that the Action Plan for Disaster Recovery is authorized under state and local law and that the grantee, and any entity or entities designated by the state, possess(es) the legal authority to carry out the program for which it is seeking funding, in accordance with applicable HUD regulations and this Notice.
5. The grantee certifies that activities to be undertaken with funds under this Notice are consistent with its Action Plan.
6. The grantee certifies that it will comply with the acquisition and relocation requirements of URA, as amended, and implementing regulations at 49 CFR part 24, except where waivers or alternative requirements are provided for this grant.
7. The grantee certifies that it will comply with Section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. 1701u), and implementing regulations at 24 CFR part 135.
8. The grantee certifies that it is following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105 or 91.115, as applicable (except as provided for in notices providing waivers and alternative requirements for this grant). Also, each unit of local government receiving assistance from a State grantee must follow a detailed citizen participation plan that satisfies the requirements of 24 CFR 570.486 (except as provided for in notices providing waivers and alternative requirements for this grant).
9. The grantee certifies that it is complying with each of the following criteria:
  - a. Funds will be used solely for necessary expenses related to disaster relief, long-term recovery, and restoration of infrastructure, housing, and economic revitalization in areas affected by severe storms and flooding that occurred during April 2011, for which the President declared a major disaster covering

an entire State, or States, under title IV of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.C. 5121 et seq.).

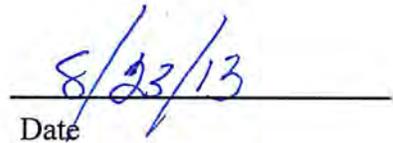
- b. With respect to activities expected to be assisted with CDBG Disaster Recovery funds, the Action Plan has been developed so as to give the maximum feasible priority to activities that will benefit low-and moderate-income families.
  - c. The aggregate use of CDBG-DR funds shall principally benefit low-and moderate-income families in a manner that ensures that at least 50 percent of the amount is expended for activities that benefit such persons during the designated period.
  - d. The grantee will not attempt to cover any capital costs of public improvements assisted with CDBG disaster recovery grant funds, by assessing any amount against properties owned and occupied by persons of low-and moderate-income, including any fee charged or assessment made as a condition of obtaining access to such public improvements, unless: (A) disaster recovery grant funds are used to pay the proportion of such fee or assessment that relates to the capital costs of such public improvements that are financed from revenue sources other than under this title; or (B) for purposes of assessing any amount against properties owned and occupied by persons of moderate income, the grantee certifies to the Secretary that it lacks sufficient CDBG funds (in any form) to comply with the requirements of clause (A).
10. The grantee certifies that the grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d) and the Fair Housing Act (42 U.S.C. 3601-3619) and implementing regulations.
11. The grantee certifies that it has adopted and is enforcing the following policies. In addition, States receiving a direct award must certify that they will require units of general local government that receive grant funds to certify that they have adopted and are enforcing:
- a. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in nonviolent civil rights demonstrations; and
  - b. A policy of enforcing applicable state and local laws against physically barring entrance to or exit from a facility or location that is the subject of such nonviolent civil rights demonstrations within its jurisdiction.
12. The grantee certifies that it has the capacity to carry out disaster recovery activities in a timely manner; or the State or unit of general local government will develop a plan to increase capacity where such capacity is lacking.
13. The grantee certifies that it will not use CDBG-DR funds for any activity in an area delineated as a special flood hazard area in FEMA's most current published flood advisory maps, unless it also ensures that the action is designed or modified to

minimize harm to or within the floodplain, in accordance with Executive Order 11988 and 24 CFR part 55.

14. The grantee certifies that its activities concerning lead-based paint will comply with the requirements of 24 CFR part 35, subparts A, B, J, K, and R.
15. The grantee certifies that it will comply with applicable laws.
16. The grantee certifies that it has reviewed the requirements of this Notice and requirements of Public Law 133-2 applicable to funds allocated by this Notice, and that it has in place proficient financial controls and procurement processes and has established adequate procedures to prevent any duplication of benefits as defined by section 312 of the Stafford Act, to ensure timely expenditure of funds, to maintain comprehensive websites regarding all disaster recovery activities assisted with these funds, and to detect and prevent waste, fraud, and abuse of funds.



Signature/Authorized Official



Date

Mayor, City of Birmingham

Title

**APPLICATION FOR  
FEDERAL ASSISTANCE**

OMB Approved No. 3076-0006

Version 7/03

<b>1. TYPE OF SUBMISSION:</b> Application		<b>2. DATE SUBMITTED</b>	Applicant Identifier
<input checked="" type="checkbox"/> Construction	<input type="checkbox"/> Pre-application	<b>3. DATE RECEIVED BY STATE</b>	State Application Identifier
<input type="checkbox"/> Non-Construction	<input type="checkbox"/> Construction	<b>4. DATE RECEIVED BY FEDERAL AGENCY</b>	Federal Identifier
	<input type="checkbox"/> Non-Construction		

<b>5. APPLICANT INFORMATION</b>		<b>Organizational Unit:</b>	
Legal Name: City of Birmingham		Department: Department of Community Development	
Organizational DUNS: 072103559-0001		Division: Housing Division and Special Projects Division	
<b>Address:</b>		<b>Name and telephone number of person to be contacted on matters involving this application (give area code)</b>	
Street: 710 20th Street North		Prefix: Mr.	First Name: John
City: Birmingham		Middle Name G.	
County: Jefferson		Last Name Colon	
State: Alabama	Zip Code 35203	Suffix:	
Country: U.S.A.		Email: john.colon@birminghamal.gov	

<b>6. EMPLOYER IDENTIFICATION NUMBER (EIN):</b> 63-6001201	Phone Number (give area code) 205-254-2483	Fax Number (give area code) 205-254-2282
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<b>8. TYPE OF APPLICATION:</b> <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuation <input type="checkbox"/> Revision If Revision, enter appropriate letter(s) in box(es) (See back of form for description of letters.) Other (specify) <input type="checkbox"/> <input type="checkbox"/>	<b>7. TYPE OF APPLICANT:</b> (See back of form for Application Types) Municipal Other (specify)
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<b>10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER:</b> 14-218 TITLE (Name of Program): Community Development Block Grant-Disaster Recovery	<b>11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:</b> City of Birmingham CDBG-DR April 2011 tornado recovery efforts.
<b>12. AREAS AFFECTED BY PROJECT (Cities, Counties, States, etc.):</b> Birmingham, Alabama	<b>9. NAME OF FEDERAL AGENCY:</b> U.S. Department of Housing and Urban Development

<b>13. PROPOSED PROJECT</b> Start Date: November 1, 2013	Ending Date: October 31, 2015	<b>14. CONGRESSIONAL DISTRICTS OF:</b> a. Applicant District 6 and 7	b. Project District 6 and 7
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<b>15. ESTIMATED FUNDING:</b>	<b>16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?</b>
a. Federal \$ 4,465,452.00	a. Yes. <input type="checkbox"/> THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON DATE:
b. Applicant \$ .00	b. No. <input checked="" type="checkbox"/> PROGRAM IS NOT COVERED BY E. O. 12372
c. State \$ .00	<input type="checkbox"/> OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW
d. Local \$ .00	<b>17. IS THE APPLICANT DELINQUENT ON ANY FEDERAL DEBT?</b>
e. Other \$ .00	<input type="checkbox"/> Yes If "Yes" attach an explanation. <input checked="" type="checkbox"/> No
f. Program Income \$ .00	
g. TOTAL \$ .00	

**18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT. THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED.**

<b>a. Authorized Representative</b>			
Prefix Mr.	First Name William	Middle Name A.	
Last Name Bell		Suffix Sr.	
b. Title Mayor		c. Telephone Number (give area code) 205-254-2283	
d. Signature of Authorized Representative <i>William C. Bell Sr.</i>		e. Date Signed 9/26/13	

## **ATTACHMENT E**

### **OTHER**

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The City of Birmingham is not requesting any pre-agreement costs for administration.

For the purpose of the Action Plan, the City of Birmingham defines “demonstrable hardship” as cases or situations where one’s ability is non-existent, severely hampered, or will cause significant financial hardship.

The City of Birmingham defines “not suitable for rehabilitation” to include cases where it makes little or no economic sense to attempt to repair, rehabilitate, or restore the housing unit or other facility.

## ATTACHMENT F

### THE CITY OF BIRMINGHAM, ALABAMA CDBG-DISASTER RECOVERY ACTION PLAN SUBSTANTIAL AMENDMENT #1

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As part of the City of Birmingham's Disaster Recovery Action Plan dated August 2013, this attachment proposes to amend the adopted Plan pursuant to the U.S. Department of Housing and Urban Development (HUD) approval. The details and rationale for each of the proposed amendments are as follows:

#### **Round 1**

This amendment provides clarification for two existing activities, and reallocates funding from two existing activities into two new activities.

Clarification for Activity 2 – Infrastructure for Multi-Family Housing, these funds will be used for pay for items such as utilities, including gas, electrical, water, storm sewer, sanitary sewer, sidewalks, and street infrastructure.

Clarification for Activity 3 – Street Improvements, the City of Birmingham proposes to use approximately \$1.77 million for street improvements. The storms, along with 12 months of utility cuts, heavy equipment, and fallen power poles have done significant damage to streets in the neighborhood. In addition, the R/UDAT plan identifies Dugan Avenue in the vicinity of the fire station, new elderly housing and the library as a key link to establishing a walk-able community and Transit oriented Development. Accordingly, the City will reconstruct and/or rebuild this section of roads connecting to and including Dugan Avenue for these purposes. The City will also reconstruct and reinforce bridges in the area to provide for disaster resistance.

This amendment will reallocate \$100,000.00 from the previously approved to be funded Administration Funds activity and reallocate \$2,110,000.00 from the previously approved to be funded Infrastructure to New Multi-Family Housing activity. The reallocation of these funds will be placed in new activities. Activity 4 will be for multi-family housing located at 1430 Pratt Highway funded at \$2,150,000.00 and Activity 5 will be for Planning which is being funded at \$60,000. These activities are included in the description below:

Activity	National Objective to be Addressed	Available Funding for Activity	% of Total Funding
Administration Funds	Not Applicable	\$ 112,640.56	2.52%
Infrastructure to New Multi-Family Housing	LMI/Area Benefit	\$ 367,000.00	8.22%
Street Improvements	LMI/Area Benefit	\$ 1,775,811.44	39.77%
Multi-Family Housing	LMH Benefit	\$ 2,150,000.00	48.15%
Planning	Not Applicable	\$ 60,000.00	1.34%
<b>Total Funding</b>		<b>\$ 4,465,452.00</b>	<b>100.00%</b>

**Activity 4 – Multi-Family Housing:** Approximately 359 residential dwellings were destroyed in the Pratt City neighborhood as a result of the April 27, 2011 natural disaster. The demolition of those homes has resulted in an accumulation of vacant lots and lost access to decent, affordable housing. The City of Birmingham proposes to use \$2,150,000.00 toward building of up to a 90 unit multi-family complex located at 1430 Pratt Highway.

Threshold Criteria: The housing must be located in the presidentially declared disaster area. No funds will be made available that support a business that does not meet the definition of small business as outlined in 13 CFR Part 121.

Grant Size Limits: The proposed allocation for the provision of housing is \$2,150,000.00.

Eligibility and National Objective: Housing assistance for low to mod income beneficiaries.

Geographic Area: Pratt City (See Attachment A)

**Activity 5 – Planning Activities for Grant:** The City of Birmingham proposes to use \$60,000.00 of the budgeted allocation in this partial Action Plan for planning costs.

Threshold Criteria: Funds will only be used to cover the cost of planning for the CDBG-Disaster Recovery Grant.

Grant Size Limits: As presented in the *Federal Register* notice dated May 29, 2013, The City of Birmingham is allowed to use up to fifteen percent (15%) of the grant for planning costs; therefore, the costs for planning is not to exceed \$2,624,250.00 for all planning activities associated with CDBG-DR (B-13). The City is allocating \$60,000.00 of this amount at this time.