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Introduction

The Federal Highway Administration's (FHWA's) Fostering Livable Communities Newsletter is intended to provide transportation professionals with real-world examples of ways that transportation investments promote livability, such as providing access to good jobs, affordable housing, quality schools, and safer roads. The FHWA Livable Communities Newsletter also includes topics related to Safe Routes to School (SRTS), Context Sensitive Solutions, and Environmental Justice. To access additional tools and resources, please visit FHWA's Livability website. To read past issues of the newsletter, visit www.fhwa.dot.gov/livability/newsletter/. To subscribe to the newsletter, visit GovDelivery.

Want to continue the discussion? Have a question about one of the topics you read here? Visit the FHWA Livable Communities Discussion Board to join the conversation.
Enhancing Rural and Small Town Livability with Trails

David Leyzerovsky, Project Associate, and Angela Moreno-Long, Rural Placemaking Fellow, both Project for Public Spaces

Rural places come in all shapes and sizes and are home to 19 percent of America’s population, comprising 75 percent of the nation’s counties. From market towns and villages, to farmlands and mining communities, rural communities make up the fabric of American life. Today, rural communities face many transportation challenges, including a lack of multimodal options, main streets that are also State highways, and a constrained terrain that can make building new, cost-effective transportation facilities challenging. Recently, FHWA published the Small Town and Rural Multimodal Networks guide to assist transportation practitioners in enhancing access and quality of life in rural and small town communities. The guide provides planning and design information to help rural and small town communities support safe, comfortable, and active travel for people of all ages and abilities. Many small towns already support active transportation by having compact town centers that are well-suited for walking and biking, though many lack the transportation infrastructure to do so comfortably. FHWA’s new guide provides planning and design options for rural practitioners to retrofit existing roads and plan new roads that meet the needs of everyone and contribute to connected networks of pedestrian and bicycle infrastructure.

One effective strategy for enhancing livability through multimodal planning is the development of multiuse trails. A 2012 study by the National Association of Homebuilders titled What Home Buyers Really Want found that the presence of walking and jogging trails would seriously influence the purchase decision of 60 percent of all homebuyers when looking to move into a new community. Trails can also encourage tourism development, by creating a desirable destination for recreation and attracting business development to support trail users. In some contexts, trails can serve as a revitalization tool for main streets and downtowns by connecting different areas and increasing accessibility to stores and services. A Community Preference Survey conducted by the National Association of Realtors in 2011 indicated that 66 percent of respondents place a high importance on being within walking distance of stores and other community amenities.
An excellent example of trail development is the Tammany Trace Trail, in St. Tammany Parish, Louisiana. The first rail-trail in the State, the Trace is a rail-to-trail conversion spanning approximately 30 miles. It connects five distinct communities in the New Orleans area:

- Covington (population 9,352)
- Abita Springs (population 2,450)
- Mandeville (population 12,193)
- Lacombe (population 8,679)
- Slidell (population 27,526)

The Trace trailheads in Covington, Abita Springs, and Mandeville are important downtown community gathering places, strategically located near businesses and services. These points host year-round events ranging from farmers markets to concerts. Each trailhead hosts a variety of events throughout the year, drawing thousands of visitors and locals alike. The Tammany Trace Trail also provides a cultural and social foundation for the region, as Covington Mayor Mike Cooper remarked, "The Trace is an invaluable asset to us, economically and culturally; [it] boosts economic development and civic pride because it is in close proximity to many restaurants and it showcases city history."

The Trace Trail also provides an economic stimulus for the region, as many of its users are tourists drawn to the region by this unique cultural amenity. Many visitors stay overnight and often shop in towns along the Trail. The author of Assessing the Economic and Livability Value of Multi-Use Trails, estimates that non-local Trace users who come to ride the trail spend an average of $108,278 per year in the local communities. Local and non-local Trace users together spend an estimated $2,816,924 each year, on average. Numerous other studies on the economic benefits of trails to communities note that communities can experience increased property values, spurred redevelopment, and job creation as a result of trails.

Economic diversification and new capital investments are critical to thriving, livable, rural and small town communities. Multimodal access and investment in active transportation provides an avenue for rural communities to succeed economically. By adopting design modifications outlined in the Small Town and Rural Multimodal Networks guide, communities can enhance livability and active transportation while also attracting new investment.

From Routine Resurfacing to Complete Street in Longwood, Florida

Chris Kintner, Director, Community Development, City of Longwood

The Church Avenue Complete Street project started out as a simple resurfacing of a relatively small but critical street in the City of Longwood, Florida. When construction began in December 2016, it had become an exciting and transformative undertaking, helping to usher in a new era of transportation projects in the City of Longwood.

At 5.6 square miles and a population of approximately 15,000 people, Longwood is a small but nearly completely built-out community in the Metro Orlando area. The city is home to a station along the route of Central Florida’s first commuter rail line, SunRail, which has inspired significant new investment in the city’s traditional downtown. SunRail has also led to a new local outlook on transportation, of which the Church Avenue Complete Street project is part.

The Longwood City Commission understood the promise of SunRail as an alternative mode of transportation and as an economic development engine early on in the project, adopting a form-based urban code for the area as well as a Bicycle-Pedestrian Master Plan prior to SunRail’s start date in 2014. Even before the official adoption of the city’s Complete Streets Policy, Longwood had taken a Complete Streets approach to make the most of the SunRail station opportunity.
The city’s SunRail station is located on Church Avenue, a two-lane road that connects two of the city’s major corridors (Ronald Reagan Boulevard and US Highway 17-92). Church Avenue also connects Longwood’s Historic Downtown with an area of the city with most of the cul-de-sac style subdivisions built in a development boom in the 1970s. West of Ronald Reagan Boulevard, Church Avenue has been a constant concern for residents and a maintenance issue for the city, as potholes would seem to develop just as they were fixed.

In 2015, Church Avenue was scheduled for a long-planned resurfacing project to help address this issue. Rather than keep the project on the books as a simple resurfacing job, city staff reimagined the project as a Complete Street, in conjunction with the city’s evolving approach to transportation.

The project required departmental coordination between Community Development, Public Works, and Leisure Services, and the full support of the City Manager. While Longwood is a small city with a small staff, projects historically were planned and sometimes executed within individual departments without much interaction. One hurdle the city had to overcome was the perspective that adding bicycle and pedestrian facilities “increased the cost” of the project from its original iteration as a routine maintenance project. While the total cost of the project did increase, the philosophy that eventually became the cornerstone of the city’s Complete Streets Policy is that bicycle-pedestrian improvements should not be seen as “additional costs” but rather as integral elements of a road project, like asphalt.

“A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a mere guideline, adopted into city, town, or county law. A form-based code offers a powerful alternative to conventional zoning regulation.” – Form-Based

Figure 2: Locations of Church Avenue improvements. (Image courtesy of City of Longwood)
Through this collaboration between city departments, the Church Avenue project was transformed from a routine resurfacing to a Complete Street, with elements including:

- Bicycle lanes allowing for safer travel from the city’s more suburban-style subdivisions into the traditional downtown;
- New sidewalks;
- Underground utilities to help support pedestrian activity downtown; and
- On-street parking to help provide protection for pedestrians and to provide more parking for visitors to the city’s Reiter Park, to which the city plans additional improvements.

The City Commission issued approval for the construction contract in November 2016 and the project, currently underway, is anticipated to be completed in summer 2017. The improvements will help provide safe, efficient transportation to and from the city’s downtown and SunRail station. As a result of this work, new development opportunities have already been planned for the city’s Heritage Village area. Building on the interdepartmental coordination of the Church Avenue project, the City Commission wanted to ensure that future projects also consider these types of enhancements. The City Commission adopted a Complete Streets Policy that enables Public Works and Community Development to collaborate at the start of any project. This partnership will support and improve the city’s transportation network moving forward. In short, what started as a simple resurfacing project ended up transforming the city’s outlook on transportation project planning.

City of Las Vegas Walk Audit Program for Schools and Older Adult Facilities

Rick Schroder and Joanna Wadsworth, City of Las Vegas, Public Works Department, Transportation Engineering Division

The city of Las Vegas has a well-established safety program that includes performing walk audits for school children and older adults, educational outreach campaigns and events, as well as coordination regarding enforcement with city and school police. The walk audits aim to address barriers that children may encounter on their way to and from school, and that older adults may encounter when traveling between their housing facilities and other destinations, such as recreational centers. Barriers have a significant impact on mode choice, route selection, and most importantly, safety. Barriers are of particular concern for those who primarily walk to and from their residences.

The city performs walk audits to identify gaps and barriers to walking and bicycling. These walk audits take place within the quarter-mile radius around a school, housing facility, or recreational center. The city conducts 12 such school walk audits each year, with 48 completed to date. The city augmented its safety program in 2016 by adding older adult walk audits and has completed six thus far.

For the school walk audits, the city first visits with school faculty and parents to understand school operations. The team then makes observations in the vicinity, reviewing signing, striping, and hardscape features. With school involvement, the team develops recommendations for improving safety. Participation from the school is crucial, as they can provide valuable insights related to pick-up/drop-off patterns and locations of known deficiencies. The city documents the deficiencies and works with school faculty to prioritize the recommended modifications. In addition to prioritizing recommendations, schools provide significant feedback identifying those that would have the most significant and immediate safety benefits.

As part of the walk audit for the area around Piggott Elementary School, the team identified the crosswalk at the school’s main entry as one of the primary locations for improvement. It is located on a curving roadway with visibility concerns. The project was programmed to upgrade the crosswalk with a pedestrian refuge island and curb extensions, increasing the
awareness and visibility of the crosswalk. The project also provided an area for parents and students to queue as they waited to cross.

Figure 3: Piggott Elementary School crosswalk before (left) and after (right) school walk audit. (Image courtesy of City of Las Vegas)

Older adult walk audits are important because many older adults may not own cars or be able to drive. Walking may be their main mode of transportation in order to access services or make connections to transit. As a first step, the city meets with on-site personnel to understand the major destinations near the older-adults housing establishment or community center, how the older adults travel, and any known barriers. The city team then walks the routes to the destinations and documents any barriers, which could include raised sidewalk panels, missing sidewalk, short pedestrian walk phases, long walking distances between crosswalks, or obstructions in the walking path.

The projects resulting from the school and older adult walk audit recommendations are often funded through the city’s annual maintenance budget, or are programmed to be included in upcoming capital improvement projects. The walk audits have also facilitated project submissions for Federal funding programs because once an audit is completed, the needs have already been documented and the city develops a preliminary design.

The city’s safety program has been successful due to the communication and collaboration between the city, school representatives, older adult facility representatives, and law enforcement. The walk audits benefit the community by increasing safety, while also encouraging a healthy lifestyle by facilitating walking and biking as safe modes of transportation.

Revitalizing Līhuʻe, Kauaʻi, Hawaiʻi

Lee Steinmetz, Transportation Planner, County of Kauaʻi

The Līhuʻe town core was once the thriving commercial, civic, and cultural heart of Kauaʻi, Hawaiʻi. Over time, with commercial activity moving to suburban locations, the vibrancy of the downtown area began to wane. Widened four-lane streets with high speeds separate neighborhoods from schools, services, and jobs. People rarely walk due to disconnected sidewalks and unsafe street crossings.

With growing interest in recreating a vibrant town center, Līhuʻe’s revitalization is beginning. Kauaʻi County is now designing the town’s streets for walking, bicycling, and transit, in order to provide connectivity and quality of life to attract a diverse mix of uses. Businesses are recognizing the value of the area and investing in the renovation of historic buildings.
In 2016, the County of Kaua`i received a $13.8 million United States Department of Transportation (USDOT) Transportation Investment Generating Economic Recovery (TIGER) grant for the Li`hue Town Core Mobility and Revitalization program. The funds will enhance the transportation infrastructure required to transform this automobile-oriented and aging town center into the thriving commercial, civic, and cultural heart of Kaua`i. The program improves connectivity and safety for motorists, bicyclists, pedestrians, and transit users. Additionally, the enhancements give low- to moderate-income populations and seniors access to education, employment, and services. The revitalization program focuses on community partnerships, which contribute collective wisdom to the vision of a vibrant, pedestrian-friendly, and mixed-use town center.

The TIGER grant funds six components of Li`hue’s complete Town Core Mobility and Revitalization program:

- Conversion of Eiwa Street to a transit hub, with a pedestrian promenade, bus turnouts and shelters, and a two-way bicycle lane;
- A four to three lane conversion road diet on Rice Street, the major commercial street. The additional space from the “road diet” is used for dedicated on-street parking, expanded pedestrian space, and bike lanes;
- Sidewalks on Hoala and Kalena Streets that serve senior and affordable housing;
- Hoolako Street sidewalk and bike lanes, connecting neighborhoods to jobs and a regional recreational facility;
- A shared-use path linking the Civic Center, Wilcox Elementary School, ballfields, and Convention Hall. In addition to connecting major public facilities, the shared-use path connects key parking resources that can support commercial revitalization. This aspect of the project was conceived through a Parking Audit Workshop provided through EPA’s Building Blocks for Sustainable Communities program, with technical assistance provided by Smart Growth America; and
- A bicycle boulevard parallel to Rice Street.

These TIGER-funded projects connect to other recently completed transportation improvements, such as Hardy Street, with its new sidewalks, bike lanes, roundabout, medians, and protected pedestrian crossings.

In 2014, Kaua`i County launched the Li`hue Town Core Mobility and Revitalization program building on several years of community engagement and growing support, beginning with the Li`hue Town Core Urban Design Plan, approved by the
Kaua’i County Council in 2010. This 2010 plan embraced policies for a vibrant town center, and provided zoning to support infill development in the town core.

The 2014 Rice Street Week community event provided a unique festival atmosphere for public input, including the unveiling of “Rice Street Rye,” a beer created by the Kaua’i Beer Company just for the occasion, and a one-night parklet for people to experience opportunities afforded by expanded sidewalk space. Business roundtables in 2016 allowed business and property owners affected most by the proposed improvements to review the plans and provide comment.

Community partnerships, or “Action with Aloha” as Kaua’i County Mayor Bernard P. Carvalho Jr. calls it, are the foundation of the program, and the main reason for its success. Partners extend from Kaua’i to Honolulu to Washington D.C., and include:

- **Get Fit Kaua’i**, a community coalition supporting active living;
- **Līhuʻe Business Association**;
- **Kaua’i Path**, a bicycle advocacy group;
- Governor David Y. Ige and Hawai’i Departments of Education, Health, and Transportation;
- Federal Highway Administration’s Hawai’i Division Office; and
- Hawai’i’s Federal Congressional delegation.

The Līhuʻe Town Core Mobility and Revitalization program has generated interest from the private sector and complements other County revitalization efforts. Kaua’i County outreach to property owners and developers has heightened awareness of opportunities for private investment in infill development. In January 2017, the Rice Street District brand was unveiled to local businesses. The brand embraces the unique history of Līhuʻe and points to a bright future. The revitalization program is a catalyst for the town’s transformation with safer and more livable streets, improved transit, and greater access to community resources.

**Sacramento Promise Zone Successes**

Tyrone Roderick Williams, Director, Sacramento Promise Zone

Sacramento is a vibrant, diverse city with a long history of organizations working together collaboratively. In 2015, Sacramento received a coveted Promise Zone designation from the US Department of Housing and Urban Development (HUD). Promise Zones receive priority access to Federal investments that further their strategic plans, support from five full-time AmeriCorps VISTA members, and Federal staff assistance in navigating Federal resources.
The Sacramento Promise Zone encompasses 22 square miles with diverse populations in some of the city’s most economically disadvantaged neighborhoods. The zone has a population of 127,893, of which 35 percent live in poverty, 63 percent of children are reading below grade level, and the unemployment rate is 19 percent.

The Sacramento Promise Zone goals address five facets of neighborhood transformation:

- Accelerate job creation
- Promote a sustainable economic base by investing in building the Promise Zone
- Promote a sustainably built community
- Increase educational opportunities
- Promote healthy behaviors and increase health interventions

The Promise Zone is a 10-year, cross-sectoral transformation strategy founded on Sacramento’s strong culture of collaboration. Over 50 leaders from government, local institutions, non-profits, and community organizations are engaged in decisionmaking processes to identify and implement innovative approaches to further the five goal areas. They are working to coordinate resources, build capacity, and create public-private partnerships to drive revitalization of the area. Since receiving the designation, more than $50 million in Federal and State funds have been awarded to organizations and agencies within the Promise Zone.

In 2016, the Promise Zone, HUD, and more than 30 representatives from 11 Federal agencies including the Federal Highway Administration (FHWA), came together with local partners to discuss coordinated interagency support for the Sacramento Promise Zone. The results are impressive.

**Job Training and Placement**

The Sacramento Housing and Redevelopment Agency (SHRA), as the lead agency for the Promise Zone, received a $2.7 million HUD Jobs Plus grant. The grant provides resources to assemble a multi-agency team to assist public housing residents find employment or to participate in activities leading to employment, such as education and job training.

**Economic Development Activity**

The city of Sacramento established a $10 million Innovation and Growth Fund targeting a large portion of the Promise Zone. The fund has awarded grants to local technology entrepreneurs and will offer $1 million annually to local programs that help young technology companies through leadership training, work-share spaces, and other support.

With the support of the Promise Zone, California Capital Financial Development Corporation received an $80,000 grant from the US Economic Development Administration to deliver Bilingual Business Success Forums focused on business corridors within the Promise Zone.

*Figure 6: Construction on affordable homes for sale in the Promise Zone. (Image courtesy of Sacramento Housing and Redevelopment Agency)*
Neighborhood Revitalization
SHRA received a $30 million Choice Neighborhood Initiative Implementation Grant for revitalization activities within the Twin Rivers public housing community and surrounding area. Improvements include the development of affordable housing on vacant lots in the Promise Zone.

The neighborhood revitalization efforts aim to increase housing types and transit growth to promote livability and connectivity in the Promise Zone. The Promise Zone and SHRA advocate for transit-oriented development and transportation investments, including pedestrian/bike infrastructure, in order to improve access to jobs and other destinations.

Health and Wellness
The Sacramento Promise Zone and Samuel Merritt University created the first Community Nurse Corps (CNC). Through CNC, a cohort of experienced, registered nurses from Kaiser Permanente are serving at various local partner sites to address the Promise Zone’s community health needs.

Expanding Educational Opportunities
Throughout the Sacramento Promise Zone, K-12 education is benefiting from more funding opportunities. The Sacramento City Unified School District received a $1.4 million Innovative Approaches to Literacy (IAL) Program grant from the Department of Education Office of Elementary and Secondary Education.

Sacramento State University received over $7 million in grants to increase the number of K-12 teachers prepared to teach science, technology, engineering, and mathematics (STEM) subjects. The Sacramento Promise Zone STEM partnership is working to create a continuous academic pathway starting in elementary school and extending through college and career. Cecilia Crenshaw-Godfrey, Keaton Browder, and Will McClure of FHWA’s California Division Office presented at a recent Promise Zone STEM forum on FHWA’s K-12 Education and Training programs and activities for students in high school and college. The FHWA California Division Office is working with SHRA to increase the number of Promise Zone students participating FHWA’s educational programs, such as the National Summer Transportation Institutes (NSTI). NSTI aims to stimulate interest in transportation among students, and offers summer transportation-focused, STEM training sessions to help develop a well-qualified workforce for tomorrow’s transportation industry.

The Sacramento Promise Zone will continue to collaborate with local and Federal entities to enhance access to jobs and education, as well as to revitalize the community.
Community engagement is an essential component of the transportation decisionmaking process. In the past, decisions were made that allowed transportation projects to divide communities and create barriers. Often, these decisions were made without any input from the impacted public. The US Department of Transportation (USDOT) is working now to reframe the transportation planning process as a way to connect people, expand economic opportunity, and socioeconomic mobility across America. By working closely together with the public, USDOT believes we can build a stronger and more connected nation, a healthier economy, and more vibrant communities.

The Every Place Counts Leadership Academy empowers community members to become involved in their transportation system by providing them with an overview of how transportation projects are planned, funded, designed, built, and maintained. The Leadership Academy also helps community members identify the agencies and local officials responsible for their transportation system and advises how to work constructively with them to make the community a more connected place for all residents.

On October 5, 2016, USDOT launched the Every Place Counts Leadership Academy with a kickoff event at its headquarters in Washington, DC, bringing together more than 100 community members from across the country. Participants broke into groups to focus on the different modes. They also took part in a decisionmaking roleplay activity in which they were tasked with engaging in the transportation decisionmaking process for a project in fictional Anytown, USA.

Figure 8: Participant at Leadership Academy event. (Image courtesy of USDOT Office of the Secretary)

Figure 9: Infographic visualizing the five steps of the transportation project process. (Image Courtesy of USDOT Volpe Center)
Attendees of the kickoff event had an opportunity to provide feedback on the initial version of the Transportation Toolkit. The Transportation Toolkit is a document that explains the lifecycle of transportation projects, including roads, transit, rail, and aviation. Written in plain language with easy to follow infographics, the Transportation Toolkit enables community members to understand the planning process in order to participate in and substantively shape the transportation systems in their communities. It outlines language and proceedings commonly used in transportation planning by defining key transportation terms and highlighting engagement opportunities created by civil rights and public involvement regulations. USDOT also hosted two regional Leadership Academy events in December 2016 in, Kansas City, Missouri and Seattle, Washington.

USDOT continues to encourage community leaders, along with local, regional, and State governments, to use the Facilitator Guide to conduct Leadership Academy events in their communities. The Facilitator Guide was created to help local leaders to plan events in their communities, with customizable exercises and activities. By educating community members about transportation and engaging them in the transportation decisionmaking process, together we can work toward the goal of creating better connected, more livable communities with increased opportunities for all.

To learn more and download the Transportation Toolkit, Quick Guide Overview, and Facilitator Guide, visit the Leadership Academy webpage and the accompanying Resource Library.

### Announcements/New Resources

- The Federal Highway Administration (FHWA) published the *Small Town and Rural Multimodal Networks* to help small towns and rural communities support safe, accessible, comfortable, and active travel for people of all ages and abilities.
- FHWA recently published the *Bicycle-Pedestrian Count Technology Pilot Project Summary Report*. The purpose of the pilot project was to increase the organizational and technical capacity of Metropolitan Planning Organizations (MPOs) to establish and operate effective bicycle and pedestrian count programs, and to provide lessons learned for peer agencies across the country.
- FHWA’s Office of Planning also recently released a resource on *Coding Nonmotorized Station Location Information in the 2016 Traffic Monitoring Guide Format*. The purpose of this guide is to make it easier for users to understand how the Traffic Monitoring Guide describes the information that should be collected when counting multimodal users, as well as how to format that information correctly.
- In March, 2017, FHWA’s Office of Planning published a Peer Exchange Report, titled *Regional Cooperation and Bike/Ped and Transit Connections*. This report highlights key themes identified at the “Regional Cooperation and Bike/Ped and Transit Connections” Peer Exchange held on October 24, 2016 in Salt Lake City, Utah.
- The United States Department of Transportation (USDOT) updated its *Environmental Justice (EJ) Strategy* in 2016. USDOT comprehensively incorporates environmental justice considerations into all of the Department’s programs, policies, and activities. This EJ Strategy describes the Department’s framework for accomplishing this goal. By ensuring opportunities for minority and low-income communities to influence the transportation planning and decision-making processes through enhanced engagement and meaningful input, the Department actively prevents disproportionately high and adverse effects of transportation projects on minority and low-income communities.
- The East Coast Greenway Alliance will hold its first-ever *Southeast Greenways & Trails Summit* in Durham, NC, on October 1-3, 2017. The Summit will bring together transportation planners, elected officials, trail and public health advocates, and others who are working to improve active bicycle and pedestrian networks.