





Proposal Narrative

May 10, 2024





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A. Proposal Overview

The Maryland Department of Transportation (MDOT) requests \$1 million in Innovative Finance and Asset Concession Grant Program (IFACG) funding for the *Baltimore Region Asset Scan for Springboarding Transit Oriented Development through Innovative Financing* ("Project"), a 24-month Asset Scan under the Technical Assistance Cooperative Agreement program. The Project will evaluate means to leverage innovative financing and revenue and public-private partnerships (P3) to enable transit-oriented development (TOD) and parking optimization opportunities at commuter and urban rail stations, and adjacent properties, owned by MDOT.

In alignment with Governor Wes Moore's call to make transit a catalyst to lift neighborhoods, boost the economy, and create jobs, MDOT is committed to advancing TOD efforts. TOD is a proven method for increasing transit ridership, creating inclusive housing opportunities, and reducing congestion and greenhouse gas emissions by creating denser activity centers near transit. To be a catalyst in driving TOD, MDOT is building a joint development program to pursue TOD development on state-owned land adjacent to its transit systems including the Maryland Area Rail Commuter (MARC) Penn Line, the most frequent commuter rail line in Maryland, and the Baltimore Metro SubwayLink (Baltimore Metro).

Introduction of Eligible Entity

As a state agency, MDOT is an eligible applicant. Currently, MDOT has over 300 acres of state-owned land adjacent to transit that primarily serves as free parking lots for transit riders and adjacent uses. As MDOT stands up its joint development efforts, having a clear strategy that leverages private sector expertise and innovative financing and delivery models to deliver structured parking on these sites will create new land use opportunities that can be efficiently developed for TOD.

TOD is a major priority of the Moore-Miller Administration. Pursuing the development of dense, connected, mixed-use, affordable communities around Maryland's transit system is a key strategy in advancing Maryland's economic recovery, pursuing its forward-thinking climate change goals and creating transit accessible, equitable communities. The pursuit of TOD is considered a transportation function under Maryland state statute, and MDOT's Office of Real Estate and Economic Development (MDOT ORED) is leading MDOT's efforts in this regard. MDOT ORED works in partnership with the Maryland Transit Administration (MTA) and other key state, regional and local stakeholders in bringing the State's full resources to bear in the pursuit of TOD.

Proposed Use of Funding

IFACG funding would enable MDOT to retain professional consulting services to execute the Project, which leverages completed and on-going MDOT TOD work (MDOT TOD studies) to develop a comprehensive strategy and organizational capacity to execute the TOD program. The work being funded would fall within the Technical Assistance category, which would build organizational capacity to strategize on and pursue third party efforts to finance, plan, design, deliver, operate and maintain infrastructure necessary to springboard TOD at state-owned sites in Maryland, specifically along the Baltimore Metro and MARC Penn Service lines. With this funding, MDOT aims to develop capacity within the agency's TOD and Joint Development groups to determine what strategies can ultimately deliver structured parking facilities that unlock the potential of these state-owned TOD opportunity sites to better serve Maryland communities. Ultimately, this approach will reduce car dependence while improving equitable and affordable transportation and access to opportunities and essential destinations.

Goals MDOT Expects to Achieve through the Project

The work funded by this grant request will address this primary objective: determine how MDOT can harness the resources of the private sector, the federal government, and other sources to successfully finance, deliver and maintain structured parking facilities at TOD opportunity sites. Through the



project, MDOT aims to understand which assets could be strong candidates for public-private partnership (P3), Transportation Infrastructure Finance and Innovation Act (TIFIA) financing, or other innovative financing, asset concessions, or project delivery options. The attached Existing Asset Information Forms (Existing Assets Forms_MDOT_SpringboardingTOD.pdf) summarize potential innovative financing models under consideration at each of the 13 sites.

A key strategy of MDOT ORED's efforts is to establish a strategic Joint Development program, which will lead the development of over 300 acres of transit adjacent state-owned land. This land, which is primarily located along the MARC Commuter Rail Penn Line and the Baltimore Metro (Figure 1), provides a meaningful opportunity to catalyze TOD and bring economic development and transit accessibility to the state, the City of Baltimore, and adjacent communities. Parking provides shared benefit for potential development partners, creates clean energy generation opportunities, and supports economic development. TIFIA or other programs could be leveraged to help deliver structured parking facilities to enable TOD. In addition to Federal or private resources, local and State resources could be harnessed. This includes the Maryland Economic Development Corporation (MEDCO), which has the ability to finance and construct infrastructure projects and is an active partner in MDOT's ongoing TOD activities.

B. Type and Need: Proposed Activities, Needs, and Goals

Need for the Proposed Activities (Identification of Need)

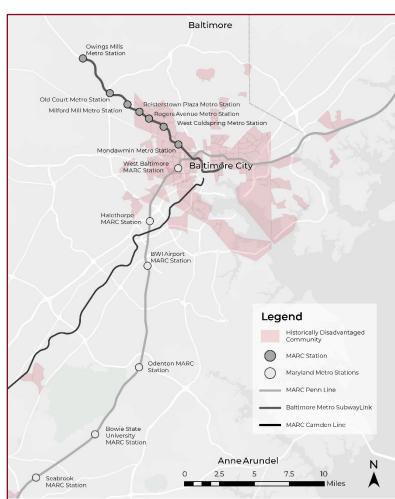


Figure 1 Asset Locations and Disadvantaged Communities

Source: CEJST

With the State of Maryland currently lacking in TOD, existing transit assets and stations are not meeting their full potential to connect people to jobs and opportunities and promote reverse and non-peak commute patterns that have grown more common in the wake of the COVID-19 pandemic. Today, the bulk of the state-owned land adjacent to transit is underutilized surface parking facilities, which are openly accessible, free of charge and do not present an efficient use of land or a revenue mechanism to access innovative financing. A critical issue in enabling the successful development of these surface parking facilities is effectively providing parking in structured facilities that can support both transit ridership and potential adjacent development. At ranges from \$25,000 - \$30,000 per space, building structured parking is costly. Given fiscal and organizational constraints, MDOT cannot fund, deliver, operate, and maintain structured parking facilities at TOD opportunity sites on its own. Understanding how the private sector can be harnessed for these



garages will support MDOT's joint development efforts. Specifically, the goals of this effort will be to understand MDOT's current parking assets at state-owned TOD opportunity sites, explore ways structured parking can be efficiently provided with an emphasis on parking facilities being shared with new development, develop creative thinking on revenue sources that could support the parking facilities, and ultimately develop strategies that MDOT can incorporate into its Joint Development efforts where private sector partners and creative financing strategies are employed to unlock TOD potential at state-owned sites. This will include recommendations to determine the the need of a statewide parking authority to manage revenue and structure operations and maintenance.

Goals for the Proposed Activities (Desired Goals and Outcomes)

The IFACG program provides MDOT a unique opportunity to leverage federal funding and private sector expertise to advance vital project development and market assessment work at fixed rail transit station areas that will lay the groundwork for advancing sustainable and equitable public-private TOD opportunities as the State's fiscal situation improves. Specifically, MDOT is seeking assistance in identifying opportunities to consolidate potentially redundant publicly owned parking sites at 13 MARC Penn Line and Baltimore Metro stations to create new revenue mechanisms or encourage denser landuse patterns near rail transit. As TOD is a key economic development goal for the state to increase both revenue and transit ridership, it is imperative that these constraints be overcome to help advance economic growth for the State of Maryland. This is especially crucial for the City of Baltimore, where most of MDOT's transit assets are located, and where many disadvantaged communities would see benefits from TOD. To achieve this, MDOT aims to develop strategic capacity within its burgeoning TOD and Joint Development efforts. These strategies will look to harness potential partnerships with private sector developers, explore a full range of revenue and financing strategies including TIFIA and other programs, and overall develop a strategic foundation for MDOT's joint development efforts.

Approach to Build Organizational Capacity (Development Strategy)

An IFAC grant award would allow MDOT to grow its expertise in P3 and innovative finance opportunities specifically in support of its ambitious TOD program. If awarded, MDOT will use the grant to build organizational capacity and required expertise to effectively develop, review, and enter into innovative finance arrangements and P3s to execute sustainable and equitable TOD projects. The program funds will be used to potentially enable partnerships with parking management companies, the potential creation of a public parking authority that could leverage revenue to create financing vehicles, and other private partners and coordinate with neighboring private developers for parking agreements, depending on the results of the asset scan; MDOT will provide oversight.

Alignment with USDOT Strategic Goals (Policy Alignment)

Safety

MDOT is a designated Ally in Action in implementing National Roadway Safety Strategy goals across its network. TOD will be consistent with State policy and planning goals. The MDOT Complete Streets Policy calls for "achieving an interconnected, multi-modal transportation network throughout Maryland that supports access and travel for all users." The MDOT Pedestrian Safety Action Plan (PSAP) shows Baltimore City, Prince George's County, and Anne Arundel County as Areas of Need that are prioritized for enhanced pedestrian infrastructure. Encouraging mode shift to transit by ensuring denser land use near fixed rail transit has the potential to reduce fatalities on our roadways. People using transit have a much lower rate of fatal collisions compared to drivers: according to a 2014 study (A New Transit Safety Narrative), riding transit can be between 20-60 times safer than driving a personal vehicle.

Climate Change and Sustainability

MDOT's November 2023 <u>Carbon Reduction Strategy</u> outlines committed strategies and policies to reduce emissions from the transportation sector. This Project supports the TOD Build-Out strategy



outlined in this plan. The <u>2050 Maryland Transportation Plan</u> outlines strategies to advance complete streets, reduce greenhouse gas emissions, and promote TOD and transportation demand management across Maryland. Supporting TOD encourages mode shift to walking, biking and transit, <u>reducing vehicle emissions</u> as well as creating dense, mixed-use, pedestrian-oriented development. Denser land use reduces associated GHG emissions up to three times compared to sparse development patterns.

Equity

Five of the 13 locations under review in this proposal are identified as disadvantaged and the City of Baltimore is designated as an Area of Persistent Poverty according to USDOT definitions (refer to Figure 1). Incorporating equity into TOD includes elevating community voices in decision making and prioritizing investments and policies that have the potential to close socioeconomic gaps. When centered on inclusion and community-focused benefits, equitable TOD can contribute to a more vibrant, prosperous, and resilient neighborhoods which are connected to opportunities throughout the city and region. Increasing density surrounding TOD sites in these locations will benefit both the immediately adjacent communities as well as disadvantaged communities that access the Baltimore Subway and Penn Line at other locations. These communities will experience improved connectivity to good-paying jobs, affordable housing, and educational opportunities without the burden of car ownership. While increasing density near transit can increase access to affordable transportation options, density must be accompanied by inclusive land use policies. While MDOT is not a land use agency, many of its local partners are committed to inclusionary housing, including the City of Baltimore, Prince George's County, and Anne Arundel County. MDOT incorporates community engagement into all major projects: if awarded funding, MDOT will host four community events to present study findings to transit riders and local communities, as discussed in the Public Engagement and Partnership Activities section.

Workforce Development, Job Quality, and Wealth Creation

The project supports TOD and promotes community wealth building by investing in communities while connecting residents to job and education opportunities through transit. In addition, MDOT supports economic development, good-paying jobs, and improving economic opportunities through initiatives such as project labor agreements, DBE and MBE requirements, and providing workforce development opportunities. In November 2023, Governor Moore announced an Executive Order to authorize state agencies to consider the utilization of Project Labor Agreements on all State projects, and it must be considered for projects greater than \$20 million. In support of the Baltimore Workforce Hub, MDOT has designated \$3.2 million in annual funding to advance workforce development and apprenticeships in its FY 24-29 Consolidated Transportation Program. Future projects made possible by the IFACG may be subject to these wealth creation requirements.

C. Work Plan

The program of activities will be executed over 24 months and includes 6 discrete tasks. The grant resources will be used to cover the consultant costs to execute tasks 2 through 6.

Project Oversight & Coordination (MDOT Staff): Manage the consulting team and ensure that the project runs according to scope, schedule and budget; Facilitate working group meetings to review findings and discuss next steps at the completion of each task; Provide reports to MDOT leadership to ensure ideas and issues are visible to key MDOT decision makers; and, Coordinate with internal public and government affairs staff to ensure that community and public officials are impactfully engaged.

<u>Procurement Options and Risk Workshop</u> – MDOT will facilitate a workshop to introduce stakeholders to the business case (Task 4) so they can weigh-in and better understand which delivery models offer the best chance of success. Goals include: identifying and describing the preferred innovative project delivery and financing / P3 delivery model; providing a rationale for why other delivery options were not selected as the preferred method; and identifying projects and quantifying risks.



<u>Market Outreach</u> MDOT will conduct market outreach during Task 4 to assess the potential for innovative financing structures, ensuring these are commercially viable, attractive, and deliverable.

Task 1 - Project Initiation (MDOT Staff): Upon grant award, MDOT will lead project initiation by: Complete a grant agreement reflecting the management of the grant with the Build America Bureau; Draft a Request for Proposals or Task Order as appropriate reflecting the scope of work described in the grant application; as needed, issue the RFP to potential bidders, followed by a full evaluation of proposals leading to a notice of award; Organize an internal working group consisting of key stakeholders from MDOT ORED, the Office of Public Private Partnerships, the Office of Project Development and Delivery, MTA and State Highway Administration (SHA); and, Finalize consulting contract and Issue a Notice to Proceed.

Task 2 Assess Project Pipeline - Asset Scan (Consultant): Assess existing facilities at the 13 sites for existing conditions, current revenue generation, and operational performance. The consultant will assess project readiness and any required long-term capital and operational development needs including the need for structured parking based on existing benchmarks around other successful station area developments.

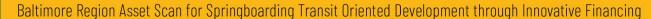
Task 3 Assess Project Pipeline - Development Potential (Consultant): Review all current MDOT ORED TOD station planning documents and studies to understand, at a high level, the development potential at each site and the parking needs and revenue potential for each. In cases where no planning exists, the consultant will work with MDOT ORED staff to develop conceptual development assumptions based on existing work. A preliminary assessment of delivery model options from DB to DBFOM will be reviewed for each site.

Task 4 - Assess the Business Case (Consultant): Assess the development opportunities for each site through a business case framework to effectively capture the scoping, planning, and implementation options for the sites. This will include a full analysis of possible revenue opportunities from paid parking, advertising, retail, and other commercial revenue. The development will evaluate and align the regional strategic goals for infrastructure that is inclusive, resilient, and contributes to the community. Assess options to pool assets or bundle assets across stations and corridors to help leverage financial resources to maximize benefit and enable market attractiveness. Preliminary Value for Money analysis will be conducted to optimize packaging of related activities to determine a preferred solution that will maximize benefits. This work will look at financing options, both public and private, that can be leveraged with the potential revenue based on preliminary revenue and financing assumptions to assess a range of infrastructure asset delivery models and recommend an optimal model based on demonstrable public benefits.

Task 5 – Procurement Options Framework (Consultant): Develop a transactional framework by which the partner entity can deliver, operate, and maintain a developed facility. This framework will establish how MDOT can implement the strategies developed in this work through its Joint Development agreements or other agreements in a way that successfully leverages public and private partners to enable TOD. This includes direction on delivery as well as ultimate owner, and operator of the facilities and how those relationships are agreed to and codified over the long term. This framework will need to consider applicable state law and interests related to land development solicitations, P3s, and the jurisdiction of the Board of Public Works. Additionally, the framework will need to consider the interests of the Federal government as a financing partner as well as the private sector as a partner.

Task 6 - Organizational Implementation Recommendations (Consultant): Provide organizational recommendations to MDOT on how to efficiently implement the strategies developed including perspectives in terms of how MDOT is organized in overseeing and delivering its parking facilities at transit sites. Additionally, the consultant will identify any legislative changes that may need to be proposed that could enhance delivery, operation and maintenance of these structured parking facilities and the partnerships or new authorities that are required to do so.

After the completion of the Project, MDOT staff will: Begin incorporating the findings and recommendations into MDOT's joint development policies and other strategic documents as



appropriate; Continue stakeholder engagement with local jurisdictions and other groups to continue garnering local support for recommendations; Act as a disseminator of the knowledge created in this scope of work and ensure that the work provides strategic capacity at MDOT to provide the needed facilities at TOD sites. This could entail continuing the working group as an expert knowledge base to work with internal stakeholders in carrying out and overseeing the strategies developed.

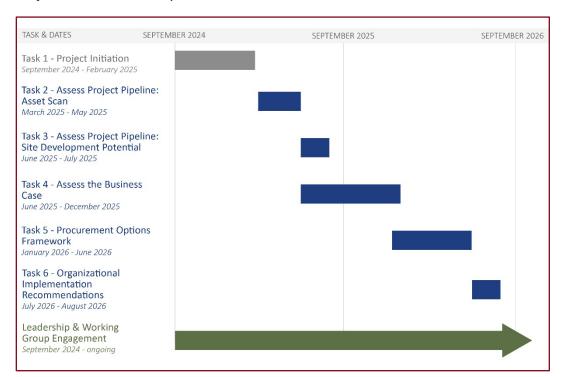
Labor Hours to Complete Proposed Activities and Plans to Hire Staff or Advisors

Table 1 summarizes the labor hours required to conduct the proposed activities. The grant resources would be used to retain professional consulting services, whereas agency operating budgets would cover the costs of agency staff hours. MDOT would retain professional consulting services to execute Tasks 2 through 6, which leverages completed and on-going MDOT TOD work to develop a comprehensive strategy and organizational capacity to execute.

Table 1 Labor Hours per Activity

Task	Consultant Team Hours	Agency Staff Hours		
Task 1 - Project Initiation	0	264		
Task 2– Assess Project Pipeline: Asset Scan	1,128	128 96		
Task 3 – Assess Project Pipeline: Site Development Potential	160			
Task 4 – Assess the Business Case	1,481	232		
Task 5 – Procurement Options Framework	1,880	224		
Task 6 – Organizational Implementation Recommendations	268	96		
TOTAL	4,917	1,040		

Project Timeline and Key Milestones





Feasibility of Workplan

In a multijurisdictional and multimodal agency such as the MDOT, data collection, processing, and workshops are expected to take time, as we work through to validate and ensure consistency across the 13 sites. We have taken the maximum permissible assumptions on the scheduled time for collaborative engagement with the anticipated time to synthesize the available information to address any uncertainty that may arise with schedules and coordination. The tasks would run with regular recurring meetings and check-ins with the consultant, MDOT and the Build America Bureau. Where appropriate MDOT will regularly engage stakeholders to ensure knowledge transfer.

Preparing business case Task 4 requires the gathering of information in a structured manner from preliminary screenings from Task 2 and 3 and lends itself to holding dual-purpose workshops for education on the organizational transition of MDOT and its stakeholder partner to the culmination of Task 5 upon selection of viable projects for procurement and implementation. These 4 tasks will be the core to successful delivery and constitutes over 12 months to provide sufficient time to enable the collaborative nature of discussions to place importance on the process of selecting projects that would be bankable and of interest to private sector investors.

Private Sector Investment Viability

MDOT has taken due consideration of the varying levels of complexity to deliver TOD development on all 13 sites. Through the procurement options and risk workshops, MDOT will aim to align internal stakeholders to the preferred option for each site and reduce the perceived risk of a multi-jurisdictional environment. While the goal is to use the business case approach to clearly define key activities, MDOT recognizes the need to offer flexibility to allow for the long-term development and evolution of the concept of inclusive infrastructure based on the market. MDOT will coordinate with consultants to conduct market outreach activities, using potential methods such as organizing virtual education and communication in-person events such as an industry forum. This approach will gather valuable insight and feedback from the market to determine risk acceptance appetite and ensure the organizational transition administration of the potential P3 project is attractive to private sector participation.

Public Engagement and Partnership Activities

Both MTA and ORED are experienced in conducting comprehensive public outreach activities that ensure community engagement throughout the project development process. MDOT, in partnership with Baltimore City and the private sector, hosted a public Open House (Jan 2024) for the Reisterstown Plaza Metro Station TOD Vision Plan and



Figure 2 Reisterstown Plaza Metro Station Public Meeting

has also engaged the private site developer in multijurisdictional design charrettes. If awarded funding, MDOT will host four community events to present study findings to MARC and Baltimore transit riders and local communities; two of which would be held along the MARC Penn Line and two along the Baltimore Metro network.



D. Budget

The \$1 million grant funding would enable MDOT to retain professional consulting services and leverage completed and on-going MDOT TOD work. The Project would build organizational capacity to strategize and implement third party agreements to finance, plan, design, deliver, operate and maintain infrastructure – a necessary catalyst to springboard TOD development at state-owned sites in Maryland.

Budget Plan

Table 2 summarizes the Project budget. Please refer to the attached Budget Spreadsheet (Appendix II), which provides a detailed budget including detailed cost breakouts by task.

Table 2 Budget Breakout by Expense Category

	Consultant Staff							
Expense Category	Principal	Project Manager	Associate (Eng)	Associate (Eng)	Associate (Finance)	Associate (Finance)	Associate (Leg/ Trans)	Total
	\$350	\$250	\$150	\$125	\$200	\$200	\$400	
Total Labor Hours	132	608	252	504	1,263	2,074	84	4,917
Total Labor Cost (Contractual)	\$46,200	\$152,000	\$37,800	\$63,000	\$252,600	\$414,800	\$36,600	\$1,000,000

Sources and Uses of Funds

The \$1 million grant funding would be used to cover professional consulting services. The commitment of agency staff time would be covered by agency operating budgets and is not included in the funding requests. No additional federal or non-federal (state or local) funds will be used for the project.

E. Oversight and Staffing

Proposed Leadership, Staff Expertise Required, and Expected Levels of Effort

David Zaidain, Chief, Real Estate & TOD, will serve as the Project Manager for the Project. Mr. Zaidain has extensive experience in team leadership, transportation planning, and project delivery. Mr. Zaidain leads the ORED Team, including responsibility for developing financing and implementation strategies for MDOT land development. As the Project will be a cross-functional, multidisciplinary effort across the MDOT organization, Mr. Zaidain will be supported by Jaclyn Hartman, Assistant Secretary for Transportation Investment; Neela Babu, director of the MDOT Office of Project Development and Delivery; Matthew A. Lattin, MDOT MTA Director of the Office of Real Estate; and Fred S. Lippert, Director, Office of Baltimore Regional Planning with MDOT MTA. In addition to Mr. Zaidain, Ms. Hartman, Ms. Babu, Mr. Lattin, and Mr. Lippert, ORED professional staff including Darron Cooper and Sunny Cooper will implement many components of the project and ensure smooth delivery as well as continual outreach and engagement with the private sector and the community. Both are Project Managers at ORED and have extensive experience in real estate development and economic development in the Baltimore region. Please see attached resumes of MDOT staff (Appendix I).

As outlined in the Budget Plan table above, it is assumed that:

- MDOT staff will serve in the project manager role and as project support for 20% FTE for the duration of the Project.
- MDOT staff will provide procurement support during project initiation.



MDOT staff will serve on a working group including leadership, stakeholder and public engagement.

Institutional Controls and Policies

MDOT joint development policies are under development; the Project will help MDOT build capacity by continuing to refine the policies. MDOT has a representative on the Board of MEDCO, which is a partner with MDOT in current Penn Line work and has assisted in the completion of a project at Owings Mills.

Technical Capacity & Ability to Carry Out the Proposed Scope of Work

MDOT annually administers over \$3 billion in federal and state capital funding to make multimodal transportation investments to enhance safety, state of good repair, connectivity, commerce, and mobility. Since the passage of the historic Infrastructure Investment and Jobs Act (IIJA), MDOT estimates it now administers over \$1.5 billion in federally funding, annually, through formula funding allocations and competitive discretionary grant awards. MDOT is a committed public steward of taxpayer funding and maintains numerous controls and best practices to ensure compliance with state and federal regulations, effective and transparent management of public resources, and best practices to watchfully oversee major public procurements, including P3 arrangements.

MTA provides consolidated, multi-modal transit services for residents across the State of Maryland. MTA is the designated Federal Transit Administration (FTA) direct recipient for the State and <u>receives over</u> \$250,000,000 in federal funding annually. Baltimore's rail transit services and MARC commuter rail services are supported by the FTA's 5307 Urbanized Area Formula Grants, 5337 State of Good Repair Grants, which includes funding directly for station improvements, and numerous U.S. Department of Transportation grants. These include an FY 2022-2023 Federal State Partnership for Intercity Passenger Rail (Baltimore Penn Station Master Plan - \$108,000,000); a FY 2023 RAISE (Mondawmin Transit Hub Project - \$20,000,000); and a FY 2023 Pilot Program for Transit Oriented Development (West Baltimore MARC TOD Implementation Plan - \$550,000).

As discussed in Section B, the program funds will be used to potentially enable partnerships with parking management companies, the potential creation of a public parking authority that could leverage revenue to create financing vehicles, and other private partners and coordinate with neighboring private developers for parking agreements, depending on the results of the asset scan; MDOT will provide oversight of these arrangements.

Capability to Oversee and Manage Procurement of Technical Services

The MDOT procures approximately \$2 billion in goods, services, building construction, maintenance, and renovations annually. Procurements are conducted through the eMaryland Marketplace Advantage (eMMA), a statewide, online procurement system that provides seamless access to consolidated and comprehensive procurement information. MDOT closely adheres to the State Procurement Office's mission of ensuring Maryland's government procures the highest quality materials, equipment, supplies, and services of every description essential to needs, enabled through the state's centralized eProcurement program.

MDOT utilizes public-private partnerships (P3s) to leverage private sector expertise and mitigate risk for the state on large and complex infrastructure projects. P3s provide MDOT an opportunity to utilize innovative financing sources and mechanisms and innovative procurement opportunities by partnering, directly, with private entities to perform a wide variety of functions related to delivery or operation of the project. The Office of Public-Private Partnerships manages MDOT's P3 program and opportunities. An IFAC grant award would allow MDOT to grow its expertise in P3 and innovative finance opportunities specifically in support of its ambitious TOD program.