

Maryland Trails Strategic Implementation Plan
Transportation Trail Planning Addendum

final
report

prepared for

Maryland Department of Transportation

prepared by

Cambridge Systematics, Inc.

with

Toole Design Group

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About the Addendum

About the Addendum

This addendum to Maryland Trails Strategic Implementation Plan (TSIP) is intended to provide supporting documentation that will help inform the Maryland Department of Transportation's (MDOT) policy direction regarding trails for transportation usage in the State. The Maryland TSIP provides an effective way to communicate a vision for trail development in Maryland and serves as a coordinated and strategic approach for developing a connected system of trails throughout the State. Its objectives include improving existing trails and ensuring smart planning for future trail development. This document is organized into four sections, with a brief description of each section's contents listed below:

- **Section 1.0: State of the Planning Process: Trail Planning in Maryland** - This section provides a general overview of trail planning and development in Maryland.
- **Section 2.0: Opportunities and Barriers: Effects of Key Policies on Future Trail Development** - This section describes issues and initiatives likely to impact future statewide trail development and the opportunities and challenges they present.
- **Section 3.0: Trail Funding Program Case Studies** - This section provides a discussion of six national case studies focused on the administration of their respective Transportation Enhancement Program.
- **Section 4.0: Trail Program Financial Analysis** - This section reviews trail funding options and processes in Maryland, including a brief analysis of funding levels.

1.0 State of the Planning Process: Trail Planning in Maryland

1.0 State of the Planning Process: Trail Planning in Maryland

Marylander's want safe, well maintained trails that provide bicycle and pedestrian connectivity to places of interest. Given Maryland's history in pursuing "Smart Growth," MDOT sees an opportunity for shared use¹ trails to be utilized more effectively as a practical travel option and wants to encourage and enable trail planners to look beyond traditional recreation purposes. The TSIP strategic planning effort advocates for an integrated statewide trail system that supports access, mobility, and critical linkages from place to place. Because Maryland's trail network is expanding, there also is a need to view trails in a geographic context larger than a single city or county. Maryland is crisscrossed by no less than six existing and emerging trails of regional and national significance creating the opportunity for Maryland to market itself as the trails crossroads of the nation.

This section discusses the trail planning and development process in Maryland based on a information gathered from interviews of key staff at a variety of state agencies, trail planners at the municipal and county level, and members of the trails advocacy community in Maryland as well as from information received from the *Inventory Request Form*, which was part of an effort to develop a statewide geographic information system (GIS) trails dataset. For a complete summary of all outreach activities conducted as part of the TSIP, see the TSIP Outreach Addendum, and for a complete summary of the trail inventory analysis, see the TSIP Transportation Trail Inventory Addendum.

■ Overview: Maryland Trail Planning and Development

In Maryland, there are five primary stakeholder groups that are involved in trail development:

1. Local governments (counties and municipalities);
2. Citizen advocates;
3. Maryland Department of Transportation;

¹ Shared use trails are designed to be used by bicyclists and pedestrians, including runners and people with disabilities.

4. Other state and Federal agencies; and
5. Private developers.

Many of these stakeholder groups exercise leadership in the trail planning and development process. The following discussion is organized around the types of trail stakeholders to help illustrate common trail planning processes in the State. It should be noted that, while there appear to be patterns and trends in trail planning and development, many trails have been created through unique or anomalous methods and conditions. A key finding of this review reveals that the trail planning process in Maryland is not uniform among jurisdictions or agencies and, in many communities, is not well-defined or consistent over time. Moreover, where the trail planning process is rigorous and governed by discernible policies and practices, it is typically not a static process.

Local Governments

In Maryland, the trail planning and development process is largely driven by local government, primarily counties, but also by municipal governments in Maryland's larger cities. As part of the trail inventory analysis, (see the TSIP Transportation Trail Inventory Addendum), an *Inventory Request Form* was distributed to 38 jurisdictions² to gather current information from local governments about trail planning and development. The form asked for 1) process information about trail planning and development and management, as well as 2) geographic trail data (GIS).

As shown in Table 1.1, 29 jurisdictions responded with some information; however, few provided both the *Inventory Request Form* and the requested GIS data. In addition to the 29 jurisdictions that provided one or both pieces of information, four responded that they currently are not engaged in any trail planning or development activities and five jurisdictions did not respond at all. It should be noted that the jurisdictions that did not respond to this request for information primarily represent the rural and least populated portions of the State, where transportation trails are not as viable, local government capacity is limited, and/or shared use path development opportunities are minimal.

² This includes all of Maryland's 23 counties; 14 of its largest municipalities, and Columbia, Maryland, which is governed by a Homeowner Association. Municipalities included: Annapolis, Baltimore City, Bel Air, Bowie, Cumberland, Easton, Frederick, Gaithersburg, Hagerstown, Havre de Grace, Ocean City, Rockville, Salisbury, Westminster.

Table 1.1 Response of Local Governments to Data Requests

	GIS Data Received	Survey Received
County		
Allegany	Yes	No Response
Anne Arundel	Yes	Yes
Baltimore	No GIS Data	Yes
Calvert	No Response	Yes
Caroline	No Response	No Response
Carroll	No Response	Yes
Cecil	No GIS Data	No Response
Charles	No Response	Yes
Dorchester	Yes	No Response
Frederick	Yes	Yes
Garrett	No Response	No Response
Harford	Yes	Yes
Howard	Yes	Yes
Kent	No GIS Data	Nothing to Report
Montgomery	Yes	Yes
Prince George's	Yes	Yes
Queen Anne's	No Response	No Response
St. Mary's	No GIS Data	Yes
Somerset	No Response	No Response
Talbot	No GIS Data	Yes
Washington	Yes	Yes
Wicomico	No Response	Yes
Worcester	Yes	No Response
Baltimore City	Yes	Yes
City		
Annapolis	Yes	No Response
Frederick	Yes	No Response
Bowie	Yes	Yes
Gaithersburg	Yes	Yes
Rockville	Yes	Yes
Hagerstown	No Response	Yes
Bel Air	No Response	No Response
Cumberland	No Response	Yes
Easton	Yes	No Response
Havre de Grace	No Response	No Response
Ocean City	No GIS Data	Nothing to Report
Salisbury	No Response	No Response
Westminster	No Response	No Response
Columbia	Yes	Yes

In addition to describing the overall response rates, it is useful to have a general assessment of the quality of the information received. Table 1.2 provides a summary of what was reported by the 21 jurisdictions for which *Inventory Request Forms* were completed. The amounts in Table 1.2 represent the number of jurisdictions providing information for each section of the inventory form and the general quality of the information provided.

Table 1.2 Information Received From Inventory Forms

Aspect of Trail Development	Information Provided		Quality of Information ^a		
	Yes	No	High	Medium	Low
1. Status of Trail System	16	5	11	5	-
2. Trail Development Responsibilities	21	-	16	5	-
3. Adopted Trail Planning Documents	21	-	16	5	-
4. Trail Policy Framework	17	4	7	10	-
5. Trail Maintenance/Management Responsibilities	17	3	6	11	-
6. Trail Maintenance Routine	12	9	5	7	
7. Trail Funding	15	6	12	2	1
8. Partnerships	15	6	11	4	-
9. Challenges (Optional)	12	9	9	3	-
10. Successes (Optional)	11	10	10	-	1

^a *Quality of Information* is evaluated based on an assessment of thoroughness, accuracy, and pertinence to the question as asked on the inventory form.

The following narrative summarized what was learned from the information provided on the Inventory Request Form, from the stakeholder and agency interviews and from the general knowledge of the consultant team staff.

Planning

Many jurisdictions in Maryland include shared use paths as a part of their county comprehensive plans. These are often included in the transportation element of a County Comprehensive Plan, as a component of accommodations planned for bicycle and pedestrian circulation, or in the Parks and Recreation section as a component of recreational facility and greenway development plans. Some jurisdictions have developed stand-alone Bikeway or Bicycle and Pedestrian plans that address trails as one type of accommodation. Others have included trails as a part of stand-alone transportation plans that provide a deeper level of detail than comprehensive plans. Table 1.3 illustrates the different ways that trails are addressed in local planning processes.

A small number of jurisdictions address trails in their subarea, sector, and community level plans. This is a beneficial approach because, for trail systems to function well for transportation purposes, trails need to be well integrated into the landscape of both commercial and residential development at the neighborhood level. Jurisdiction-wide trail and greenway master plans have been developed by some jurisdictions, though very few jurisdictions in Maryland develop facility master plans for individual trails. Because trails typically move from conceptual lines on a jurisdiction-wide master plan map directly into the engineering process, many trails in Maryland do not address key design and management issues, including: connectivity to neighborhood and commercial centers, access controls, road crossing design, wayfinding signage, trail identity and branding elements, waysides, bicycle parking, benches, landscaping, green design elements, interpretive information, lighting, maintenance and management plans, and plans for maintaining public safety and security.

Table 1.3 How Trails are Addressed in the Local Planning Process

Jurisdictions Reporting	Plan Type
12	Comprehensive Plans
11	Jurisdiction-Wide Bicycle/Pedestrian or Transportation Plans
7	Jurisdiction-Wide Trail/Greenway Master Plans
6	Subarea Plans
3	Individual Trail Master Plans

Lead Agencies Involved in Trail Development

Trail development at the state level is often related to the mission of many agencies, with no one agency having sole responsibility for trail development. This decentralized pattern of trail development in Maryland has created a central challenge to implementing a coordinated and strategic approach to statewide trail development. A similar situation appears at the local level as well, and as a result, there is often confusion regarding both the purpose of trails and the lead agency.

Responses revealed that, while parks and recreation departments generally act as lead agencies responsible for trails, the planning agencies involved with trails often work from the perspective of the trails’ transportation benefits foremost in mind. Only a few jurisdictions that responded appear to successfully integrate recreation and transportation throughout the trail planning, design, development, and management process.

Local planning departments typically act as the lead agency when trails are addressed in the planning stages. Planning staff assigned to trails generally tend to have a planning or

transportation background. Sometimes either a jurisdiction’s Transportation Department or Public Works Department becomes involved when a trail project moves into the design and development stage, but often it is the Parks and Recreation Department that manages this process. In many jurisdictions, parks and recreation departments inherit the responsibility of ongoing management, maintenance, and policing trail projects. Table 1.4 outlines the types of agencies or departments leading trail development.

In some jurisdictions, planning departments continue their involvement in trails beyond planning, into the design and development process, despite the fact that they are not responsible for the construction, maintenance, or ongoing management of the trail. Furthermore, many jurisdictions provide trail policing directly through their parks and recreation departments; a much smaller number rely on the jurisdiction’s general law enforcement agency. Outside of advocacy for trails, formal citizen involvement in the trail planning, development, and maintenance process does not appear to be formalized. National experience suggests that most states give citizens a significant role in trail development at both the state and local levels. This is most frequently done through formal trail advisory committees, volunteer trail maintenance and policing teams, and “friends of the trail” groups.

Table 1.4 Local Agency Involvement in Trail Development and Management

Agency/Department	Trail Development Activity				
	Planning	Design	Construction	Maintenance	Policing
Planning	14	7	1	-	-
Parks and Recreation	13	11	12	15	13
Transportation and Public Works	5	9	7	4	-
Tourism	1	1	-	-	-
Citizens/CAC	3	4	-	-	1
Community Services or Other Departments	2	-	-	2	-
Office of Facilities and Grounds, or Building and Construction	-	2	2	1	-
Sheriff/Police	-	-	-	-	7

Funding

In Maryland, the three most utilized funding sources for trails are the Transportation Enhancements Program (TEP), a state administered Federal program; Program Open Space (POS), a state program funded by state real estate transfer taxes; and local revenues

used to fund county and municipal capital improvement programs. Funding from private sources, such as foundations or corporations, Recreational Trails Program funding, and other state funding programs also are used in some communities, as shown in Table 1.5 below.

Table 1.5 Non-Federal Funding Sources Reported by Local Jurisdictions

State Funds	
9	Program Open Space
4	State Funds (Unspecified)
Local Funds	
8	Local CIP
1	Construction Bonds
1	General Funds
4	Private Donations

Funding data obtained from the National Transportation Enhancements Clearinghouse on the TEP and from the State Highway Administration (SHA) on the Recreational Trails Program are shown in Tables 1.6 and 1.7 below. These tables offer a snapshot of how the major trail funding programs have been used to support trails over the past 16 years in Maryland. A comprehensive financial analysis of Maryland’s trail program is found in Section 4.0.

While Maryland has focused much of its TEP spending on trails, local jurisdictions find it challenging to pull together funding packages for trail projects. A number of factors must be coordinated in advance, such as determining the scope of the project as well as determining the funding needs relative to the funding source(s). Furthermore, project schedule and budget cycle issues also are a factor. Some jurisdictions perceive that Federal and state funding can sometimes come with “strings” attached (i.e., match requirements, environmental review triggers, design standards, or review requirements) that may or may not benefit the project outcome but are likely to increase the projects’ overall cost.

This review also revealed that access to funding is not necessarily a critical barrier to timely trail development. Though securing funding is no easy task, difficulties have been encountered in the complexities of the technical design, review, and regulatory process that comes prior to advertising for construction. Many local trail agencies report experiencing a maze of Federal, state, and local agencies that must sign off on their plans. They also report difficulty with administrative practices and information requirements associated with a number of Federal and state environmental laws. Additionally,

contracting and technical requirements can be burdensome due to the application of design standards and processes that were developed for highway and bridge construction, as opposed to the often more straightforward trail project. Given the staffing capacity that is typically available at the local level, these issues are taxing and add significant time and cost (especially in local staff time) to project development activities. These added costs are so significant that many jurisdictions report that they are more inclined to use only local funds as a way to bypass the Federally mandated processes in order to build needed trails despite the fact that it may extend the time to complete their projects.

Table 1.6 Cumulative Trail Funding from Federal Transportation Programs

Jurisdiction	Number of Projects	Total Funds	Number of TE Projects	TE Funds 1992-2007	Number of Recreation Projects	Recreation Funds
Baltimore City	22	\$46,495,320	14	\$46,257,320	8	\$238,000
Montgomery County	15	\$28,409,374	9	\$28,283,177	6	\$126,197
Frederick City	3	\$12,486,909	1	\$12,341,909	2	\$145,000
Rockville	9	\$11,902,737	4	\$11,768,737	5	\$134,000
Allegany County	12	\$11,841,722	5	\$11,682,722	7	\$159,000
Anne Arundel County	5	\$11,167,018	5	\$11,167,018	0	\$0
Prince George's County	28	\$9,910,151	8	\$9,490,801	20	\$419,350
Washington County	9	\$9,257,012	5	\$9,199,312	4	\$57,700
Cumberland	4	\$6,997,050	4	\$6,997,050	0	\$0
Calvert County	6	\$6,926,553	5	\$6,876,553	1	\$50,000
Queen Anne's County	18	\$6,722,207	7	\$6,471,262	11	\$250,945
Howard County	8	\$5,459,865	4	\$5,338,665	4	\$121,200
Wicomico County	4	\$4,557,425	3	\$4,552,625	1	\$4,800
Caroline County	19	\$4,448,101	4	\$4,154,571	15	\$293,530
Worcester County	6	\$3,874,818	3	\$3,819,818	3	\$55,000
Dorchester County	2	\$3,188,670	1	\$3,172,750	1	\$15,920
Charles County	2	\$3,033,200	1	\$3,008,200	1	\$25,000
Harford County	6	\$2,935,485	2	\$2,859,559	4	\$75,926
Annapolis	3	\$2,004,850	2	\$1,989,500	1	\$15,350
Easton	2	\$1,269,043	2	\$1,269,043	0	\$0
Carroll County	10	\$1,234,895	2	\$1,064,915	8	\$169,980
Talbot County	5	\$1,171,460	1	\$1,099,460	4	\$72,000
Baltimore County	7	\$574,666	2	\$370,795	5	\$203,871
St. Mary's County	8	\$219,900	0	\$0	8	\$219,900
Hagerstown	4	\$207,500	0	\$0	4	\$207,500
Garrett County	7	\$155,105	0	\$0	7	\$155,105
Frederick County	7	\$119,229	0	\$0	7	\$119,229
Gaithersburg	2	\$91,750	0	\$0	2	\$91,750
Bowie	2	\$80,000	0	\$0	2	\$80,000

Table 1.6 Cumulative Trail Funding from Federal Transportation Programs (continued)

Jurisdiction	Number of Projects	Total Funds	Number of TE Projects	TE Funds 1992-2007	Number of Recreation Projects	Recreation Funds
Westminster	1	\$56,475	0	\$0	1	\$56,475
Havre de Grace	3	\$23,000	0	\$0	3	\$23,000
Cecil County	4	\$0	0	\$0	4	\$124,554
Bel Air	0	\$0	0	\$0	0	\$0
Kent County	0	\$0	0	\$0	0	\$0
Salisbury	0	\$0	0	\$0	0	\$0
Somerset County	0	\$0	0	\$0	0	\$0
Westminster	0	\$0	0	\$0	0	\$0
Maryland	243	\$196,821,490	94	\$193,235,762	149	\$3,710,282

Table 1.6 data includes:

- **TEP Funds Awarded** - 2002-2008; only the following TEP projects: Trail and Trail-Related Projects (Railroad Stations as Trailheads).
- **Recreational Trails Program Spending** - 1996-2008; only the following Recreational Trails project awards: Awards to local governments or nonprofit organizations for what appear to be transportation trails. Does not include any Department of Natural Resources sponsored projects, water trails, hiking trails, equestrian, or mountain biking trails.

Table 1.7 Trail Systems Receiving the Most Funds
Combined TEP and Recreational Trails

Trail System	Jurisdiction	Total Funding
Baltimore Inner Harbor Promenade	Baltimore City	\$23,578,502
Allegheny Highlands Trail	Allegheny County	\$14,561,653
Gwynns Falls Trail	Baltimore City	\$13,687,000
Carroll Creek Park Trail	City of Frederick	\$12,341,909
Millennium Trail	City of Rockville	\$11,768,737
Western Maryland Rail Trail	Washington County	\$8,475,768
BWI Hiker/Biker Trail	Anne Arundel County	\$8,244,586
C&O Canal Towpath	Allegheny County, Montgomery County, Washington County	\$8,105,708
Capital Crescent Trail	Montgomery County	\$8,045,000
Anacostia Tributaries Trail System	Prince George's County	\$7,254,837
Jones Falls Trail	Baltimore City	\$7,200,000
Cross Island Trail	Queen Anne's County	\$6,364,727
Baltimore and Annapolis Trail	City of Annapolis, Anne Arundel County	\$6,223,656
WB&A Trail	Anne Arundel County, City of Bowie	\$4,992,865
Spinal Pathway	Howard County	\$4,813,665

Trail Design and Construction

A variety of agencies are involved in the trail design and construction process. Many major trails are designed using engineering and design consultants, though some agencies have the capacity to do in-house design and engineering for small-scale trail projects. Constructing paved, shared use paths is frequently bid out to contractors; however, some local parks and recreation and public works departments have sufficient capacity to do their own trail construction. There exists the potential, in some cases, for volunteer organizations to manage and conduct trail construction activities (i.e., Lions Club in Thurmont, Maryland).

Maintenance

A number of jurisdictions have a clear framework for the maintenance of trails systems, with the county Parks and Recreation Department responsible for maintaining county trails, Department of Natural Resources (DNR) responsible for maintaining state park trails, SHA responsible for maintaining sidepaths along State highways, and Homeowner

Associations (HOA) responsible for maintaining subdivision trail networks. Approaches to maintenance varied from regular mowing and vegetation trimming maintenance to maintenance occurring only in response to reported problems. One jurisdiction reported snow removal as a routine maintenance activity during winter months. A few jurisdictions reported maintenance activities conducted by “adopt a trail” programs that organize citizen volunteers to provide maintenance support.

Responses from local jurisdictions suggests that many trails suffer from a lack of maintenance attention. While a few local jurisdictions reported that they have a strong and well-organized maintenance effort, many do not. A number of statewide trail advocates interviewed noted that if trails do not appear cared for, then it is difficult to market trails to new users as a practical transportation option.

Providing trail maintenance is costly and is typically funded through local agency operating budgets. By contrast, capital improvements can draw from Federal, state, and/or local funding sources. Moreover, when budget cuts occur, frequently operating budgets suffer disproportionately to capital budgets because capital budgets generally have dedicated funding sources or are an agglomeration of sources that support each other.

Citizen Advocates

Citizen advocates are another key stakeholder group involved in trail development. Trail development can result from a grassroots effort. In fact, some trails in Maryland were conceived and initiated as a consequence of a citizen or an engaged public servant who recognized an opportunity and a need for a trail. For example, the WB&A trail in Prince George’s County, built on an abandoned rail line, was the brainchild of a local citizen and reclaiming the Chesapeake and Ohio Canal Towpath (C&O Canal Towpath) was the vision of a retired Chief Justice of the Supreme Court who loved nature, history, and hiking.

Citizen advocates are often critical to energizing support for a proposed trail concept, first by sharing the trail concept with those who have common interests, then by addressing community leaders and elected officials, and finally by effectively utilizing media attention. Sometimes grassroots citizen advocacy is the constant that keeps support strong even as political conditions change.

Planning

While many trails have been the vision of local governments who are involved with the trail project from conception to completion, often existing civic group or citizen-based organizations are central to the future of a proposed trail. Typically, the focus of these individuals or groups is to advocate for a proposed trail to be inserted into a formally adopted local plan. This is important because it lends legitimacy to the proposed trail and helps pave the way for accessing local or state funding sources. As has been discussed above, many types of plans can serve as a vehicle for moving a trail proposal forward – a local transportation plan, a community or sector plan, or a jurisdiction’s comprehensive master plan. Sometimes the new trail proposal spawns a larger effort undertaken by local

government to plan trails and greenways for an entire area, within which the initial trail idea is only one component.

Project Development and Funding

Once the legitimacy of a proposed trail is secured and its scope, purpose, and benefits are understood and supported by both citizens and the surrounding jurisdiction, the trails typically move into a formal development process. Citizen advocates often continue their involvement in the process. A critical question that typically comes to the forefront at this stage is: Who owns the right-of-way? If the right-of-way needed is publicly owned, it is essential to establish a partnership with the owning agency. If the proposed right-of-way is not publicly owned, then land acquisition may be necessary. If land acquisition is not feasible, negotiations with private developers as well as local zoning and development regulations tend to be key factors in determining the trail's potential. Citizens often play a key role in establishing the partnerships needed and overall strategies for securing all of the right-of-way necessary for trail development.

Maryland Department of Transportation

Perhaps the most central stakeholder to the trail development process is the Maryland Department of Transportation (MDOT). MDOT has developed a statewide *Bicycle and Pedestrian Transportation Access Master Plan* and also is active as an advocate for trail development. MDOT also provides technical assistance, albeit limited, and assists with coordination of funding and regulatory processes. MDOT's Modal Administration, State Highway Administration (SHA) produces a state bicycle map and administers the two largest trail funding programs in the State. MDOT's Office of Planning and Capital Programming (OPCP) staff are well versed in bicycle and pedestrian issues as well as community enhancements. SHA staff also are skilled in these issues as well as trail design and engineering, specifically for those that are located as sidepaths along State highways.

There are a number of other state agencies involved in trail development at the state level; however, a formal lead agency for shared use trails has yet to be established. Currently, trail development tends to filter along functional lines: DNR is responsible for trails in the context of greenways and recreation; MDOT and SHA are responsible for trails in the context of transportation trails or in the context of capital funding; and Department of Business and Economic Development (DBED) is responsible for trails in the context of a Heritage Area or for stimulating local tourism. Because the purpose of the trail typically determines the level of involvement of the state agency, the formal role of the State can sometimes be limited or divided.

SHA Sidepaths

SHA builds a significant portion of Maryland's trail network in conjunction with improvement projects along state roadways. These trails function as sidepaths and are typically built as 8- or 10-foot-wide asphalt paths on one side of a roadway. These shared

use paths serve both as an off-road bikeway in the corridor and as a pedestrian sidewalk. A recent example of a sidepath built this way is that along MD 198 between the Baltimore/Washington Parkway and Fort Meade. In this case, a wide outside lane was included to accommodate on-road cyclists. SHA typically develops a Memorandum of Understanding (MOU) for sidepaths between SHA and a local jurisdiction, with maintenance of the facility being the responsibility of the local jurisdiction. If full maintenance is not assumed by the local jurisdiction, the MOU will outline shared maintenance responsibilities. If existing right-of-way is not sufficient to accommodate the sidepath, SHA typically will not acquire the additional right-of-way, but will instead require the local governments to acquire the additional right-of-way, including funding of the acquisition cost. It would be helpful for local governments who do not have a local bikeway plan if there were criteria that would help determine if a sidepath should be provided along a state highway in addition to on-road bicycle facilities and sidewalks, or in place of them.

Some future considerations for these sidepaths with regard to their relationship to the statewide trail system are: 1) Who maintains these facilities? 2) What conditions result from the inclusion of a sidepath to a state road improvement project? 3) What are the design standards for these facilities? 4) Who maps these components to the statewide trail network? and 5) Who manages the short- and long-term connectivity of these facilities? These questions also apply to the sidepaths built by county governments along county-owned roads as a part of local roadway improvement projects.

Other State and Federal Agencies

There exists a role for other state agencies, or partner agencies, to assume leadership with regard to trail planning, development, or management. For example, DNR is typically involved where a trail is being developed on DNR-controlled lands. In these cases, shared use trails are developed as part of state parks (i.e., Torrey C. Brown/Northern Central rail-trail and Western Maryland rail-trails). The Maryland Department of Planning (MDP) is tangentially involved in local government land use and transportation planning through its oversight of comprehensive plans. State law³ requires that bicycle and pedestrian transportation be addressed in comprehensive plans. Because trails are frequently components of these plans, MDP has the potential to advocate for trail development at the planning level. As previously noted, DBED can support trail development as they relate to promoting Maryland trails as tourism destinations. DBED can advocate for trails through its annual statewide tourism magazine in addition to supporting local communities seeking to develop informational brochures and marketing plans for their local trails.

³ Article 66B, Section 3.5 of the Annotated Code of Maryland mandates that (most) local governments develop a comprehensive plan that includes a transportation element. Subsection 3.5(a)(4)(iii)2 further specifies that the transportation element shall “*provide for bicycle and pedestrian access and travelways...*”

Some Federal agencies can assume a leading role as well. For example, the C&O Canal Towpath trail is owned and managed by the National Park Service. While trails on state or Federal lands may be the result of local initiative, more often they are promulgated as by a state or Federal agency. As land owners, these agencies can pursue trail development and improvements independently of local governments. Partnerships with local governments, while not necessary, can be an advantageous way to garner buy-in, expand funding sources, and leverage marketing efforts. For example, Maryland has provided resources to restore sections of the C&O Canal Towpath damaged by major storms or from the age of the facility because the trail is important to the economy of its local communities. Because Maryland's population centers tend to be concentrated in small portions of the State, trails on state and Federal lands can, and do, play a significant role in both providing connectivity between local trail networks and the statewide trail system. Moreover, these trails are important both for their economic impacts as well as the transportation linkages that they provide.

Private Developers

Private developers also are a key stakeholder in the trail development process. In many communities, planned trail segments are constructed by private developers as part of their land development or redevelopment process. This means that planned trail segments that are located on private land are built in conjunction with subdivision or construction of the land. These segments then are integrated into the larger trail system through land acquisition, dedication, or public access easements. Following are several reasons why this approach is used:

- Local governments lack adequate resources to plan and construct the trail;
- Other infrastructure investments in the area require attention by the local government;
- Planned trail segments are on private land, requiring cooperation from the landowner, a dedicated trail easement, or land acquisition; and
- Existing development patterns makes it impractical to retrofit a trail segment, so the community waits until the land is redeveloped.

Planning

A number of factors are necessary to ensure that a given trail segment will be constructed by a private developer in concert with land improvements. First, there should be an adopted plan showing the general alignment and characteristics of the trail. This plan may be a stand-alone document for a specific trail (or segment of trail), a jurisdiction-wide trails plan that illustrates the entire planned trail network, or an element in a comprehensive transportation master plan that covers the entire transportation network. This trails plan then is implemented through a variety of mechanisms. With respect to trail construction in conjunction with land development, a local government in Maryland has several options that are made available through statutory authority. Although trails

are not explicitly specified in the Annotated Code, Article 66B, Section 4.03 does authorize a local government to “...*facilitate the adequate provision of transportation, water, sewerage, schools, recreation, parks, and other public requirements.*” This has been interpreted to allow municipalities to include language in land development regulations that either requires or encourages the construction of trails.

Some jurisdictions employ a mandatory approach to trail development by private developers whereby a planned trail segment must be provided as a condition of a development plan approval, unless the approving authority waives the requirement. Since there are typically several different approvals that may be required for a proposed development, there are multiple points where the trails component might occur. Three major junctures in the development approval process are concept plan, subdivision, and site plan. For example, Prince George’s County requires dedication of trail right-of-way at the time of subdivision. Overall, this strategy has resulted in improvements to the county’s trail network. However, the ability to waive the trail requirement has resulted in notable examples of critical linkages that were not made perhaps due to the feasibility of construction or to political sensitivities.

Some jurisdictions encourage private landowners or developers with incentives to construct a trail or donate a portion of their land to a jurisdiction for trail development. Incentives may include increased density, reductions in off-street parking requirements, expedited development review and approval, or other “carrots.” Another option is to pursue a public-private partnership, where a developer or landowner (or other private entity such as a nonprofit organization) shares responsibility for trail development with a local government. For example, the developer agrees to dedicate the land and the local government pays to construct the trail. Public use and access to the trail is secured through access easements or title transfer to a governmental entity. In the case of a title transfer, ownership may be transferred through donation or acquisition. Rarely does a locality use eminent domain or condemnation for trails development.

Jurisdictions must be aware of several considerations when using a strategy where trails are built in conjunction with land development. Maryland’s *20-Year Bicycle and Pedestrian Access Master Plan* contains several examples of model regulations and best practices that are intended to help communities anticipate these issues and improve the trail planning and development process. The following discussion pulls from these model regulations and lessons learned from communities who currently are using this approach.

Chief among the considerations that are outlined below is the length of time it takes to develop a trail. Fluctuations in the land development market over time may significantly impact the trail development timeline from concept to completion. Because of this, some jurisdiction have elected to obtain easements or purchase right-of-way for a trail before the any land development occurs. Next, the transportation plan or trail plan should include a schematic of the general trail alignment. Without sufficient guidance, it may be difficult to determine the trail location or where important connections are. Some plans actually identify specific parcels that will be crossed by the proposed trail in order to clarify this issue. This also promotes coordination between the jurisdiction and landowners and can help to prevent future surprises at the time of development.

Furthermore, trail standards and guidelines help to ensure appropriate trail width and design. Without clear requirements, the resulting trail may vary from property to property, making it unsuitable for its intended purpose. In addition to guidance on the main stem of the trail, connections into adjoining developments may need to be addressed during the planning process. This might include criteria for locating access points in relation to trip generators (i.e., schools, employment, and commercial centers).

Retrofitting a trail after construction of an adjoining development may be met with resistance from occupants in the newly developed area, especially in the case of residential properties. For example, after several instances where homeowners opposed the installation of a trail after homes were built, Prince George's County modified their approach to require construction of trails prior to issuing the certificate of occupancy for the adjoining development. This may not be a significant issue on larger projects where trails are separated from new structures, but it is important when development is in close proximity to a trail. When trails are built on private property, it also is important to consider maintenance responsibilities and public access. Generally, these considerations are addressed through maintenance agreements and public use easements. Having a clear understanding in the early stages of trail development prevents confusion and potential conflict later in the life of the trail. In light of these considerations, many jurisdictions approach trail development through a combination of proactive right-of-way acquisition and construction, and the more incremental process of building a trail network as land develops. The actual balance is typically determined by local priorities, the development environment and capacity, and available funding.

■ Considerations for Maryland Trail Planning Process

Maryland's existing trail planning and development processes provides for considerable local control of trails with financial support largely administered through state and Federal sources. This approach has been successful to a point, but it has a shortcoming with regard to statewide perspective and connectivity across jurisdictional lines. Interestingly, the extent of trail development in Maryland tends to vary widely throughout the State. For example, though significantly populated, Baltimore, Carroll, Frederick, Harford, and Washington counties have relatively few trails. Outside of Columbia, Maryland, Howard County also has few trails. It is difficult to ascertain why these areas have less developed trail networks. It may be the result of loose support for transportation trails by the elected governing bodies in these jurisdictions, or it may be the result of a combination of factors, including fiscal constraints, staff limitations, physical barriers, or other.

In summary, this review revealed a number of areas where trail planning process improvements may be considered, including:

- Formal establishment of a lead agency to advocate for and coordinate statewide trail development;
- Provision of a mechanism to eliminate gaps in the coordination of partner agencies and local governments and to promote the ability to view trails in a context larger than a single city or county;
- Garnering support from elected governing bodies for transportation trails;
- Promoting a better understanding of the dual recreational and transportation purpose of trails;
- Reframing the perception of trails in terms of bicycle and pedestrian transportation, as multi-use recreational facilities, as economic development generators, as educational venues, as components of green infrastructure, and support facilities for achieving public health and fitness goals; and
- Streamlining or simplifying trail planning processes, such as technical review.

2.0 Opportunities and Barriers: Effects of Key Policies on Future Trail Development

2.0 Opportunities and Barriers: Effects of Key Policies on Future Trail Development

This section addresses a number of major issues and initiatives likely to impact future statewide trail development based on a review of trail planning and development over the past 20 years. Depending on the shape of future trail policies taken, new opportunities and barriers may arise that would impact the creation of a connected statewide trail system. Section 2.0 provides a discussion of these potential opportunities and barriers, which are organized as follows:

- Development/redevelopment projects;
- Transit-oriented development (TOD);
- Capital transportation projects;
- Management of rail and utility corridors; and
- Trail Town Program.

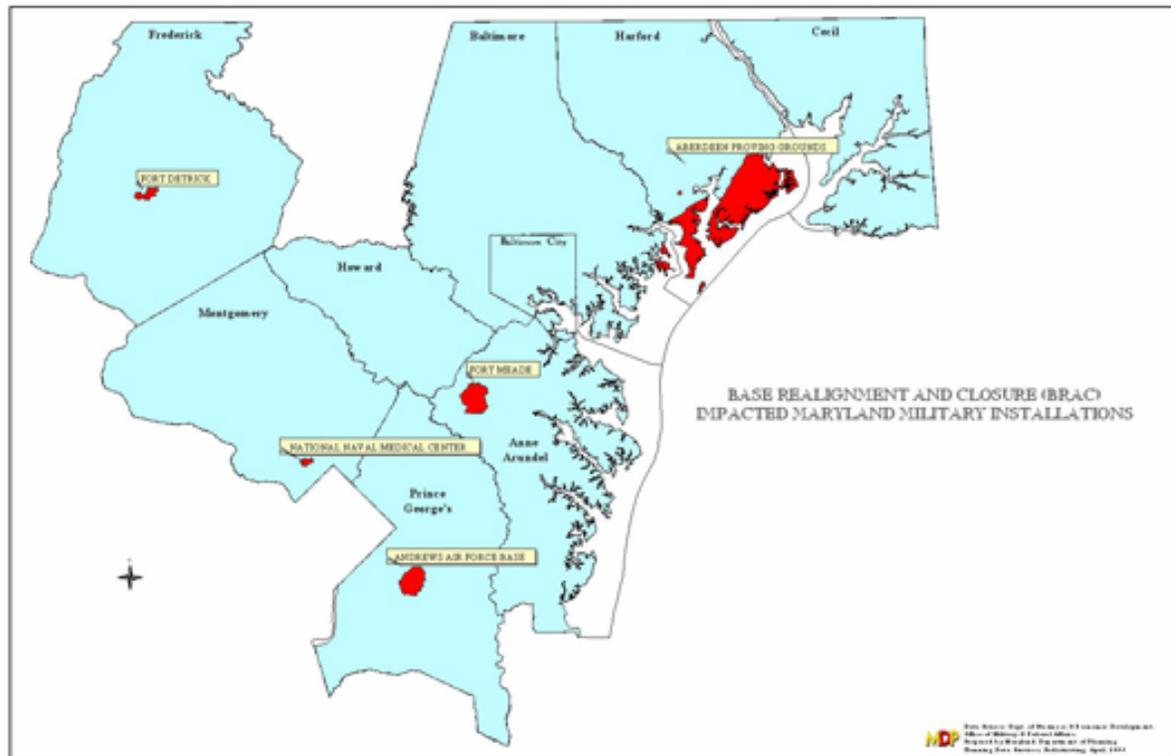
■ Major Development/Redevelopment Projects

Issue

Major development or redevelopment projects, such as large Federal facility relocations or large private developments, generally result in significant shifts or increases in population, employment, and commercial activities, commuting patterns that may require new or improved infrastructure. For example, military installations are significant employers in Maryland. Through the 2005 Base Realignment and Closure (BRAC) Act, Maryland is expected to gain between 45,000 and 60,000 new jobs at and around five installations by 2011 (see Figure 2.1). Because this influx of workers will greatly impact nearby jurisdictions, Maryland is engaged in a coordinated and comprehensive effort to support and improve the State's infrastructure, workforce, and engines of economic development. MDOT is in the process of implementing the BRAC Action Plan in time to meet the influx of new jobs by 2011. It is anticipated that BRAC will have major implications for development and travel patterns. Given the current planning efforts to accommodate BRAC growth, it is important that trails be addressed early in planning

processes as well as on an ongoing basis as BRAC growth is accommodated and plans are updated and modified. This shift in development trends represents a keen opportunity for trails development in Maryland.

Figure 2.1 BRAC Impacted Military Installations



Similar issues arise with major private developments like Konterra, located south of Laurel, Maryland; Westphalia near Andrews Air Force Base; and the East Baltimore Revitalization Project near Hopkins Hospital. While these developments are not in response to Federal government action, they present similar issues and opportunities with regard to shared use transportation trail development.

Recommendations

Given the scale and diverse impacts of potential major development or redevelopment projects in Maryland, some suggestions for future policies related to integrating trails in BRAC-related planning activities include:

- Foster trail integration into BRAC-related projects early in the planning process as opposed to retrofitting them in later;
- Complete trail missing links, or gaps, in Maryland's trail network in BRAC impact areas, and areas encompassed by other large developments by identifying them ahead

of development and coordinating with major developers and agencies involved in BRAC;

- Consider transportation trail systems in BRAC impact areas and new developments in order to maximize opportunities for nonpolluting transportation options;
- Conduct case studies to extrapolate lessons learned from the master-planned community model (i.e., Columbia, Maryland) and TOD processes;
- Designate a lead state agency to be responsible for infusing trails in the community planning process (i.e., assist eligible jurisdictions in improving public infrastructure such as streets, utilities, and recreation venues) and work closely with umbrella organizations to advise local governments on effective trail planning methods and key trail issues;
- Ensure that approaches to trail planning in these areas includes trail networks for internal and local transportation, as well as trails that connect regionally and to all communities and activity centers adjacent to these bases and impact areas; and
- Develop guidance or resource materials about transportation trail planning and design that are geared toward effective integration of trail networks into private developments.

■ Transit-Oriented Development

Issue

A new Maryland law codifies existing practices for TOD as a process for accommodating multimodal transportation connections to public transportation. This law, which takes effect October 1, 2008, places a responsibility on local governments: “... *in order for areas with planned transit stations to be considered for designation as a transit-oriented development, local governments shall coordinate with the Maryland Transit Administration on land use planning elements such as right-of-way preservation; density; pedestrian, bicycle, bus, and automobile access; project financing mechanisms; and other critical design elements.*”⁴

Furthermore, according to the Federal Transit Administration (FTA), TODs “...*must enhance the effectiveness of a mass transit project, and the nontransit element is physically or functionally related to the mass transit project; or it creates new or enhanced coordination between*

⁴ Chapter 122: Maryland Transit Administration – Transit-Oriented Development; Article Transportation, 7-102 (Section 2).

public transit and other forms of transportation; or it includes nonvehicular capital improvements that result in increased transit usage, in corridors supporting fixed guide-way systems.”⁵

In Maryland, TOD projects are typically initiated in one of four ways: by state government (Maryland Transit Administration, or MTA), by local government, by the Washington Metropolitan Area Transit Authority’s (WMATA) TOD program, or by the private sector. MDOT is tracking TOD investments in the State, which are shown in Table 2.1 organized as TOD planning studies and TODs being implemented through private real estate development.

Table 2.1 Summary of MDOT Transit-Oriented Development Activities

Activity	Description
Planning Studies	
Aberdeen MARC Station	Station Improvements, Possible Station Relocation, TOD, and Multimodal Center. BRAC-Related.
Martin MARC Station	Transit-Oriented Development connecting rail, airport, bus, and road network and incorporating the redevelopment of WWII era aircraft hangars that are historically significant. Redevelopment of station and MTA maintenance yard are important components. Mixed-use development proposed that folds in to a larger redevelopment vision for the Middle River area.
Howard Street Corridor Study	Assessment of the potential of improvements for the Howard Street corridor, including bus/light rail infrastructure, new development, street capping opportunities, etc. (short and long term).
West Baltimore MARC Station	Transit Centered Community Development Strategy - being developed to highlight potential benefits of transit and TOD - as connected to the existing MARC Station as well as potential Red Line.
Bowie MARC Station	Prince George’s County is initiating a mixed use plan for development around the Bowie MARC Station.

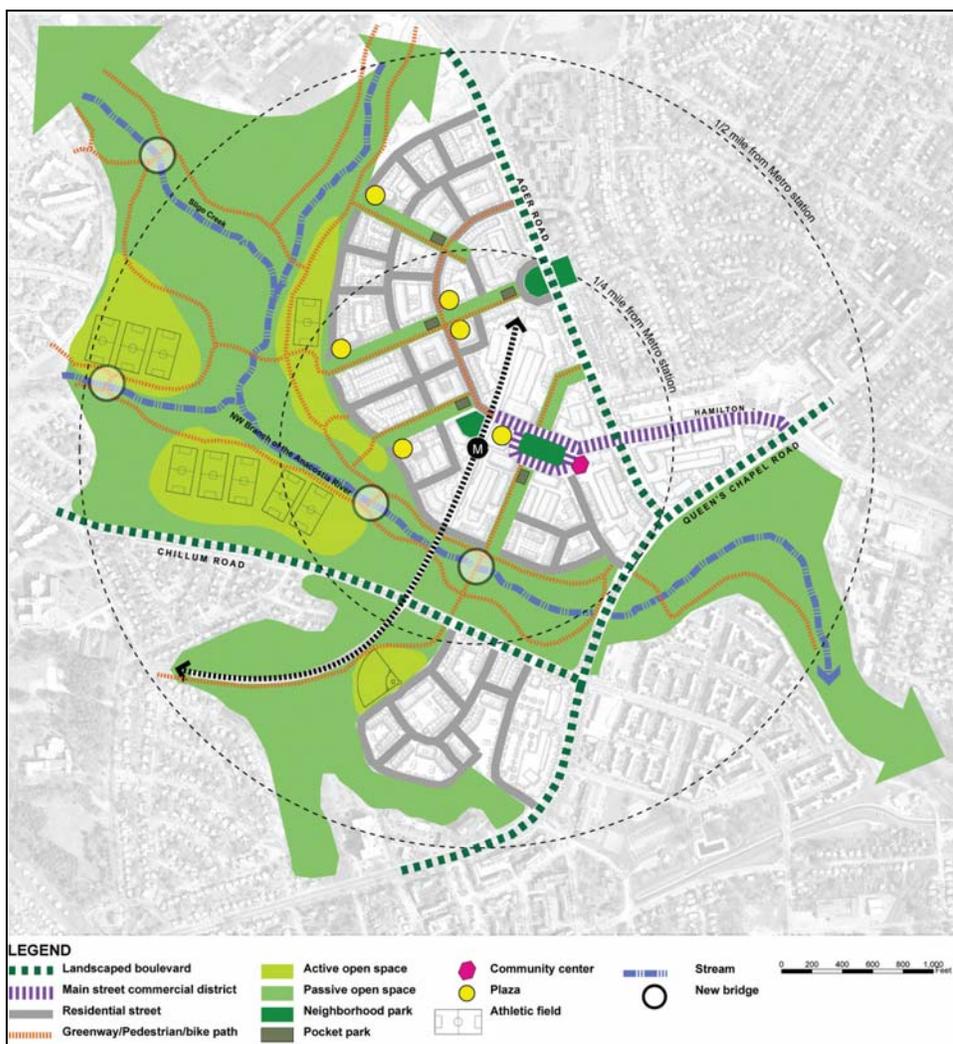
⁵ <http://www.mdot.state.md.us/Planning/TOD/index>.

Table 2.1 Summary of MDOT Transit-Oriented Development Activities (continued)

Activity	Description
Real Estate Implementation Projects	
Savage MARC	Transit-Oriented Development of a 12-acre (+/-) site at the Savage MARC Station, including mixed-use, retail, residential, office, one hotel and one commuter parking structure. Estimated Value: \$175 million.
Odenton MARC	Transit-Oriented Development of a 25-acre (+/-) site on state and county-owned property in the vicinity of the planned Odenton Town Center, including mixed-use, retail, residential, minimal office, a hotel, and potentially two commuter-parking structures. Estimated Value \$150 million.
Rogers Avenue	Development of north and south parking lots for 400 market rate residential units.
State Center	Redevelopment of 25 acres of state-owned property that includes the State Office Complex and the Fifth Regiment Armory. Estimated Value: \$1.4 billion total redevelopment, State property value \$585 million at full build out. (28 acres)
Reisterstown Plaza	Possible Transit-Oriented Development for a 36-acre site near the City/County line.
Laurel MARC	Development of approximately 3.5 acres of MARC/MTA land for residential, retail, and commercial uses. All structures four to six stories in harmonious design with neighborhood character.
Owings Mills	Mixed-use development of 46 acres of MTA-owned land at Owings Mills Metro. Over 1.2 million square feet of office space; 495 residential units; over 225,000 square feet of retail space; restaurants; public library; community college; 250 room hotel; five parking garages providing, 11,130 spaces.
Silver Spring Station	MTA Lead
Muirkirk MARC Station	+/- 7.5-acre parcel located at U.S. 1 and Muirkirk Road between Laurel and Beltsville, Prince George's County along the Camden Line. The 2,200-acre, mixed use Konterra development will be built northwest of the site, and the 65-acre mixed use Brickyard development will be built northeast of the site.
Lexington Market Metro Station	Assess the market opportunities for TOD in the vicinity of the Lexington Market Metro and Light Rail Stops.
Westport Light Rail Station	Mixed-use development on 52-acre site at the waterfront on the Middle Branch of the Patapsco River with a connecting platform to the adjacent MTA Light Rail Station.
Penn Station	Develop an RFP package in concert with Amtrak to develop the north parking lot and other Penn Station space as a mixed-use TOD.

Some past and current projects provide good models for identifying existing and future trail connections, such as the infill development plan for the West Hyattsville Metrorail station in Prince George’s County (see Figure 2.2). However, in general, TOD processes currently do not have a formal mechanism to consider trails as a component of a TOD’s multimodal transportation network. Moreover, TOD projects often are designed to emphasize and serve pedestrian transportation within the development, but, frequently, they do not thoroughly incorporate the role of the bicycle transportation. Bicycle accommodations have the potential to expand the non-motorized circumference of a transit station from 0.25 mile to 1.5 miles.

Figure 2.2 Transit District Development Plan for West Hyattsville, Maryland;
Maryland-National Capital Park and Planning Commission
 1998



Recommendations

TOD legislation in Maryland offer an unparalleled opportunity for integration of shared use trails in transit-oriented areas. Capitalizing on the greater acceptance and promotion of TODs offers a means to foster better trail connectivity. In addition, TOD presents an opportunity for the trail network to overcome physical barriers, such as the actual rail line around which the TOD is located, a major arterial, or a large undeveloped tract of land adjacent to the project because TOD development often includes improvements to, or reconfiguration of, an existing transit station. Some suggestions for future policies related to integrating trails in TOD-related planning activities include:

- Incorporate trails and greenways in the early planning stages of TOD project development so that they blend seamlessly with the street and alley grids and the circulation system that links all planned land uses in new communities;
- Consider trail linkages to and from existing trail systems into the TOD area;
- Consider TOD station improvements to, or replacement of, existing crossing facilities (i.e., tunnels, bicycle/pedestrian bridges, accommodations on roadway bridges, or at-grade bicycle/pedestrian crossings), since rail transit stations typically provide a location where the rail line itself can be legally crossed;
- Translate SB 204 into policy and practice by educating MDOT and MDP employees about integrating trails into the planning processes;
- Develop a statewide strategy for including trails that accommodate bicycle and pedestrian travel in TODs;
- Continue a partnership between MDOT and MDP to incorporate the TSIP goals and objectives in the Statewide Development Plan;⁶
- Support local governments involved in the TOD process by:
 - Reflecting neighborhood plans created by local agencies in state-sponsored TOD plans;
 - Using local organizations to identify and advocate for trail connections; and

⁶ See the legislation that created the Task Force for the Future at <http://www.msa.md.gov/msa/mdmanual/26excom/html/18grow.html>.

- Refining and articulating non-motorized elements of TOD plans (i.e., illustrating trail connections on development plan renderings, for example see Figure 2.2), especially in TODs involving MDOT or MTA properties and in the program implementation guidelines of the Transportation Public-Private Partnership Program (TP3).⁷

■ Capital Transportation Projects

Issue

While major highways, arterials, and transitways are essential to mobility in the State, they also can act as a physical breakpoint, creating an obstacle for trails that run perpendicular to them. Maryland currently is engaged in the planning and design of a number of large capital transportation projects, including the Intercounty Connector, the Purple Line in Montgomery, and Prince Georges counties, the Red Line in Baltimore, and the Corridor Cities Transitway in Montgomery County. Each of these capital projects presents an opportunity for the trail system that intersects the project.

MDOT and its Modal Administrations continue to conduct long-range planning activities for other major capital transportation projects throughout the State, such as bridge rehabilitations and replacements and roadway expansions, which also provide an opportunity for new shared use trail facilities in future capital projects. Depending on the strategy taken, these capital transportation projects have the potential to create new barriers to trail connectivity, or, with strategic focus. They can eliminate longstanding blockages and open up new corridors for trail travel. As a result, coordination between MDOT and its Modal Administrations is important in order to address potential impacts of these major capital projects to the statewide trail network early on in the planning, funding, and design period, long before construction occurs.

For example, construction of the new Wilson Bridge across the Potomac River, which was led by SHA, provided for first class trail accommodations on the structure. As a result, the project provided for a key linkage between Alexandria, Virginia with the National Harbor in Maryland. However, no trail connections were made to the District of Columbia.

⁷ TP3 is administered by the Maryland Transportation Authority – <http://www.mdt.state.md.us/mdta/servlet/dispatchServlet?url=/About/tp3summary.jsp>.

Recommendations

The initial capital project scoping process is the first place for trail issues and opportunities to be considered. Some suggestions for future policies related to integrating trails in major capital transportation projects planning activities include:

- Develop a project scoping protocol that includes an assessment of the projects' impact on existing, planned, and potential trails by asking such questions as:
 - Does the project create new barriers for a shared-use trail network?
 - Does the project create an opportunity to eliminate longstanding blockages?
 - Does the project open up new corridors for shared-use trail transportation?
- Ensure plan coordination occurs early in the capital project process, and evaluate trails that have previously been included in county and local plans in the project area so that they do not fall out of the larger scope of the capital project;
- Establish both design and alignment standards for trail connectivity to surrounding communities and land uses;
- Consider trail safety in the design phase of the capital project, especially at corridor crossings, at roadway interchanges, at station transitways, and at at-grade roadway crossings; and
- Document lessons learned from major capital projects (i.e., Intercounty Connector, Purple Line) in order to develop a set of planning and design guidelines for trails in conjunction with major transportation projects.

■ Management of Rail and Utility Corridors

Issue

Reuse of inactive railroad corridors, or co-use of operating corridors (freight, passenger, and transit) offer a tremendous opportunity for the development of a statewide network of trails: the railroad network has key rights-of-way for trail facilities. For example, rail corridors can be an asset for closing gaps in the transportation trail network, extending its reach to underserved communities, and supporting key transportation and economic development strategies, namely transit-oriented development and revitalization of older communities. Co-location of trails alongside transit and railroad lines, as well as converting unused rail corridors to trails (Rails-to-Trails) is a trail development strategy that has been successfully used throughout the United States and within Maryland.

While fully utilizing existing rail corridors is an important way to increase bicycle and pedestrian access to transit stations and provide key linkages across the statewide trail network, negotiating access with railroad companies for use of these privately owned rights-of-way often is cited as a key challenge or barrier to reusing these corridors. Sometimes resolutions are made on an ad hoc basis and, other times, coordination with railroad companies is more formalized.

MDOT has an extensive relationship with railway lines in the State, such as Amtrak and CSX. However, setback requirements can often constrain co-uses of railroad rights-of-way, which MDOT has limited power to leverage or to change. Instead, co-use of private freight railroad spurs and feeder lines may be more appropriate for trail use, due to slower train speeds and less overall rail traffic in these corridors. Currently, MTA considers trail development within the railroad rights-of-way it owns, using ad hoc standards. Furthermore, MTA has purchased railroad lines from private owners when offered, creating more state-controlled opportunities non-motorized transportation options, thus positioning MTA as MDOT's key modal agency for rail corridor right-of-way.

The Maryland network can be expanded by incorporating strategic pieces of utility rights-of-way that exist within utility corridors such as those for high span electric power transmission.

For example, electric utility companies serving Maryland, such as BG&E, Connectiv, Alleghany Power, PEPCO, and Constellation Energy, generally own the majority of land on which their high span transmission lines run, making them an attractive partner in the effort to connect Maryland's trail network.

Another opportunity to utilize existing corridors is to incorporate portions of utility rights-of-way (overhead power, sanitary sewer, or fuel pipelines) into the trail network, particularly in more densely developed residential and commercial areas. Given their location, these rights-of-way often provide a direct and unimpeded route between destinations. Moreover, utility rights-of-way are sometimes a barrier that arises when determining trail alignments, as they are a feature that often needs to be crossed. Another consideration is that high span electric utility transmission corridors cross varied terrain; only portions of the corridor are typically suitable for trails.

In Maryland, there are a variety of examples of formal, paved, shared use paths built along and across utility rights-of-way, especially in the Columbia, Maryland area. Another example, in the Washington, D.C. area, the Washington Suburban Sanitary Commission installed trails in sewer line corridors as a part of line rehabilitation projects. However, one challenge is that utility companies are frequently reluctant to allow access along their utility rights-of-way. For example, one challenge to parallel usage of power line corridors includes a utility's concern over its ability to increase future transmission capacity should it relinquish portions of its right-of-way. Trail projects that involved utility rights-of-way frequently require political involvement in order to obtain an agreement for usage of utility corridors for trail purposes. Some utility companies consider their involvement of facilitating trails development as a good public relations practice; others require significant levels of pressure to ensure cooperation.

Recommendations

Innovative reuse of railroad and utility right-of-way purposes presents an important opportunity to use existing facilities for transportation purposes. Given that these facilities often intersect with existing trail alignments, it makes practical sense to capitalize on reusing these facilities to expand or connect the statewide transportation trail network. Some suggestions for future policies related to integrating trails into rail and utility land use planning activities include:

- Develop a systematic approach and/or policy framework for use by MDOT and its Modal Administrations that guides working with railroad and utility companies in support of transportation trail development. This type of programmatic agreement would be more expeditious than addressing issues on a case-by-case basis;
- Address issues, such as railroad right-of-way design guidelines, trail/railroad at-grade crossing design, station access design, within state-owned railroad corridors in support of multimodal transportation;
- Engage railroad and utility stakeholders (i.e., Retail Energy Supply Association) to help determine which access policies and actions best serve the public interest;
- Conduct an inventory of strategic railroad and utility rights-of-way with potential for trail usage; and
- Establish a comprehensive GIS database to assist in the incorporation of railroad and utility rights-of-way for trails.

■ Trail Town Program

Issue

Trail Towns (TT) are an economic development initiative targeted at communities along the Great Allegheny Passage trail in southwestern Pennsylvania. The program is modeled after the nationwide “Main Street” program. The goal of TTs is to revitalize trailside communities along the Great Allegheny Passage through trail-based tourism and recreation as part of a larger, coordinated approach to regional economic development. A recent study found that the Great Allegheny Passage trail generated over \$12 million in direct spending in 2007 for local economies along the trail.⁸ The majority of businesses (62.4 percent) in the participating communities indicated that the presence of the trail

⁸*Trail Town Economic Impact Study*, available online at: http://www.towncenter.info/downtown/trail_towns/2008_GAP_Impact_Study_Business.pdf.

influenced their decisions on where to locate, and over 80 percent of restaurant owners and 76 percent of outdoor/recreation shop owners credited the trail as a factor contributing to their choice of location. Although the Trail Towns program is not yet two years old, it already has demonstrated measurable success. Since January 2007, 22 Trail Town businesses have opened, creating almost 100 new jobs.⁹

The TT program's mission is to promote sustainable economic viability of communities "...through concentrated business development efforts that capitalize on the trail user market."¹⁰ There are four main goals to Trail Towns:

1. Retain existing businesses along the Great Allegheny Passage;
2. Expand and increase revenues of existing businesses;
3. Recruit sustainable new businesses; and
4. Adopt the Trail Town vision of revitalized and visitor-friendly trailside communities along the Great Allegheny Passage.

These goals are largely accomplished by educating local officials and business owners about successful marketing efforts, coordinating technical assistance with local governments and other agencies, and providing low cost loans and grants to small businesses.

Origins

The Allegheny Trail Alliance (ATA) developed the Trail Town program in January 2007. It is funded by the Pennsylvania Department of Community and Economic Development (DECD), the Pennsylvania Department of Conservation and Natural Resources (DCNR), and grants from several foundations,¹¹ ATA worked closely with The Progress Fund, a nonprofit lender to travel and tourism businesses, during the program's conception and development stages. The Progress Fund and the DECD are now responsible for day-to-day operation of the TT Program.

Program Approach

The TT program uses a variety of approaches to help local businesses and communities in marketing themselves and also provides services to trail users. For example, the TT Program helps to ensure that a Trail Town can be marketed individually as well as

⁹ 20-Month Progress Report: January 2007–August 2008, received via e-mail from Cathy McCollom.

¹⁰ <http://www.trailtowns.org/>.

¹¹ Foundations include: the Claude Worthington Benedum Foundation, the Richard King Mellon Foundation, anonymous donors, the Katherine Mabis McKenna Foundation, Inc., and the Community Foundation of Fayette County.

co-marketed with other TTs as a way to leverage and enhance the complementary mix of services, amenities, and experiences. Key features of the TT Program are that it:

- Provides technical assistance and community facilitation;
- Coordinates marketing and advertising initiatives;
- Advocates for select private development projects and community planning efforts focused on improving town services and trail access;
- Helps to fill vacant properties and attract sustainable businesses to distressed communities; and
- Provides loans for business openings and expansions.

The Trail Town web site is targeted primarily at potential investors and business owners who may be interested in doing business in a Trail Town. The web site displays the Great Allegheny Passage's route, presents economic success stories of Trail Town business owners, and provides contact information for the TT Program regional director and program manager.

Trail Towns Criteria

Even though the TT Program history is relatively brief, Trail Town administrators have established the following informal criteria for consideration as a Trail Town:¹²

- TTs must be located along the Great Allegheny Passage;
- Trail lengths must be suitable for day- and multi-day trips;
- Town officials must demonstrate a willingness to meet with program representatives, and make changes recommended for becoming a successful Trail Town; and
- Trail planning must be included in the jurisdiction's strategic plan.

Once a qualified jurisdiction expresses interest in the TT Program, Program staff will help the jurisdiction's officials and business leaders develop a Trail Town strategy. This strategy includes assessing the planning and physical design elements of the TT (i.e., parking, streetscape and sidewalk amenities, signage, attractive storefronts, cleanliness, and lighting). Program staff also help the jurisdiction assess its mix of businesses in order to ensure that there exists appropriate retail services, such as bicycle rental, repair, and accessories as well as a general store, pharmacy, bookstore, and laundromat, food options (i.e., restaurants and grocery stores), and overnight accommodations. Once a TT is

¹²Provided by Progress Fund's Regional Director, Cathy McCollom in a TSIP interview (October 2008).

created, its progress is monitored on an ongoing basis and ongoing efforts are made to market the TT to trail users.

Trail Town Program Accomplishments

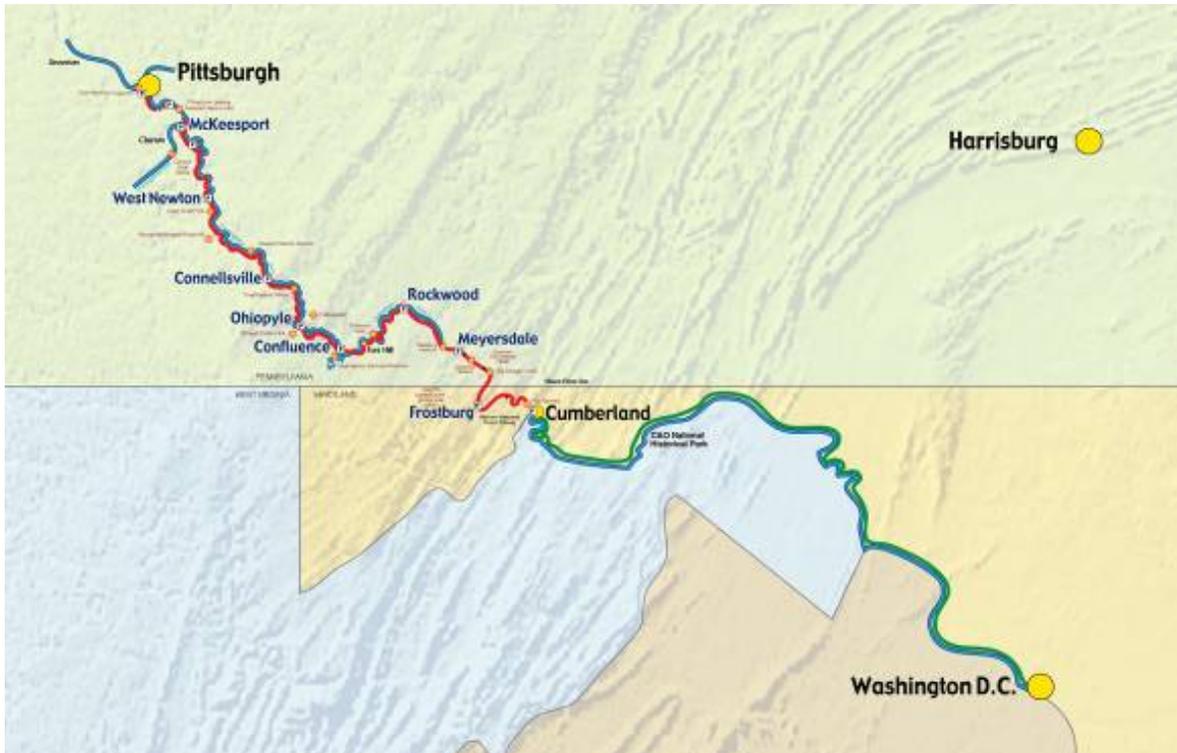
The success of the Trail Town Program in Pennsylvania suggests that Maryland communities with major tourism-oriented trails could benefit from a similar type of program. The following activities are significant accomplishments that have occurred since the TT Program's inception:

- Assumed project management of Pennsylvania's DCNR supported "Gateway to Gateway" planning in Connellsville, Pennsylvania;
- Led TT community assessments in six Pennsylvania TTs and in Cumberland and Frostburg, Maryland;
- Led trailwide regional marketing efforts, including "Trail Town Brochure Series," trail photography project, and hosting a Great Allegheny Passage branding workshop;
- Completion of preliminary site plans for a redesigned and safer trail access in Rockwood, Pennsylvania (DCNR funding pending), in partnership with the Allegheny Trail Alliance and Somerset County;
- Convened TT visitor centers to encourage new business and social enterprise;
- Develop two of three phases of an economic impact study of Pennsylvania's TT Program (ongoing);
- Manage Great Allegheny Passage merchandising program (ongoing);
- Draft a "Volunteer Façade Design Guidelines" to be presented to the Rockwood Borough in anticipation Pennsylvania's funding for facade restoration (ongoing); and
- Develop trail counts and demographic studies to help businesses better serve TT trail users (ongoing).

Existing Trail Towns

There are currently seven Pennsylvania communities participating in the Trail Town program, shown in Figure 2.3.

Figure 2.3 Trail Town Communities
Great Allegheny Passage in Red



Meyersdale is located along the Casselman River near Mt. Davis (Pennsylvania’s highest point). Positioned at Mile 32 along the Great Allegheny Passage, Meyersdale is the closest of the Trail Towns to the Maryland state border and to the trail’s southern terminus in Cumberland. There are a full range of businesses for visitors to the “Maple City,” which is surrounded by scenic vistas and a selection of impressive rail structures along the Great Allegheny Passage.

Rockwood is located at Mile 43 between Meyersdale and Confluence. The town’s history is rooted in the lumber and feed industries and railroading. Annual events like the Rockwood River and Rails Festival in June and neighboring New Centerville’s Farmers’ and Threshermen’s Jubilee pay homage to both the area’s heritage and contemporary way of life. There are bicycle shops, bed-and-breakfasts, camping, and ski facilities.

Confluence, a valley town, is located at the junction of the Casselman and Youghiogheny Rivers and Laurel Hill Creek. Confluence is surrounded by some of the highest mountains in Pennsylvania. Confluence is bordered to the south by Youghiogheny River Lake and to the north by Ohiopyle State Park.

Ohiopyle attracts tourists looking for outdoor adventure. The town is surrounded by the nearly 20,000-acre Ohiopyle State Park, named among the top 10 state parks in the country by *Camping Life* magazine. Biking has long been a popular activity in Ohiopyle. The

Ohiopyle to Ramcat section of the Great Allegheny Passage was the first to be opened in 1986.

Connellsville is located on the banks of the Youghiogheny River and the city's coke factories once fueled the regional economy. The industry was so lucrative that Connellsville is believed to have once boasted more millionaires per capita than any U.S. city of its size. The result is a city with great river access and elaborate buildings, homes, and churches.

West Newton is located in a sheltered location in a scenic river valley. The town has numerous trailside businesses, including a bed and breakfast, bicycle shop, canoe outfitter, and several eateries, as well as a new visitor center that is a replica of the former train station.

Prospects for Trail Towns Program in Maryland

The Progress Fund recently received a grant from the Appalachian Regional Commission (ARC) to bring the program to Maryland.¹³ As a part of this effort, presentations were made to potential Trail Town communities along the C&O Canal Towpath in the western part of the State. Three pilot communities have been identified and included in Trail Town program: Cumberland, Frostburg, and Oldtown.

The Progress Fund currently is seeking a new staff person to help manage the Maryland program. The Trail Town program may open satellite offices in Maryland and in other areas along the Great Allegheny Passage that are too remote to be served by the central office.

Lessons Learned

In an interview conducted with the TT Program Regional Director as part of the TSIP, the following observations were provided regarding the TT Program:

- The Progress Fund has been very successful in Pennsylvania and currently is expanding into Maryland and West Virginia;
- The TT Program has been more successful in towns where the local community invited TTs as opposed to the TT Program staff conducting unsolicited presentations. As a result, the program is developing marketing materials that local advocates can use to introduce the TT Program to leaders in prospective communities;

¹³ ARC grants fund asset-based economic development programs that focus on enhancing the cultural, natural, and structural assets of the region, as well as building capacity for leadership and community. Press release: "ARC Grants Competition for Asset-Based Economic Development Opens." <http://www.arc.gov/index.do?nodeId=2648>. Accessed October 31, 2008.

- Successful communities have focused on attracting trail-oriented businesses that serve the needs of trail users;
- The TT model could be replicated for other areas where trails have a potential to serve tourists; and
- If the TT Program expands from western Maryland into central and eastern Maryland, funding sources will need to be identified, since ARC only serves the western tip of the State.

Recommendations

Though the TT Program has now expanded to Maryland, it is being operated out of Pennsylvania and has not formalized relationships with Maryland state agencies. Some suggestions for future policies related to integrating the Trail Town Program in Maryland include:

- Develop a strategic partnership between the TT Program leaders from Maryland's first Trail Towns (Cumberland, Frostburg, or Oldtown) and key state agencies in Maryland. These might include: DBED, DNR, MDP, and MDOT, as well as regional planning agencies (i.e., Cumberland Metropolitan Planning Organization (MPO) in Allegheny County or the Hagerstown/Eastern Panhandle MPO in western Maryland);
- Engage private or nonprofit foundations or companies involved in supporting Maryland tourism as a way to address TT Program funding needs; and
- Educate state and local officials TTs, including their economic benefit using Pennsylvania as a case study.

Other Considerations

Restricted access to Maryland's toll facilities (bridges and tunnels) was removed from consideration as a barrier to trail development because the issue was recently resolved in the 2008 state legislative session. Existing state law has been changed to allow the Secretary of Transportation to approve bicycle and/or pedestrian access to toll facilities on a case-by-case basis. Two toll facilities with potential to provide trail linkages include the Hatem and Nice bridges, both of which are undergoing major rehabilitation efforts. The Hatem Bridge presents an opportunity at providing access for the East Coast Greenway to cross the Susquehanna River.

3.0 Trail Funding Program Case Studies

3.0 Trail Funding Program Case Studies

As Maryland seeks to improve and expand its trail program, it can look to how similar programs are administered in other states. To that end, this section provides case studies of six states: Kansas, Virginia, Nebraska, Rhode Island, Delaware, and Pennsylvania.

Trail development in Maryland is funded primarily through the Federal Transportation Enhancements (TE) program. Accordingly, the case studies focus on TE program administration, particularly on strategies to improve demand for funds; project streamlining; and outreach to local agencies. The case study states were chosen based on their use of innovative strategies in those areas. Some, particularly Nebraska and Pennsylvania, also have had innovative statewide trail planning efforts. Those efforts are described, but are not the focus of these case studies.

Each trail program case study includes the following information:

- Primary sources of trail funding and innovative statewide trail planning efforts;
- Trail planning/TE program coordination efforts;
- TE program outreach strategies;
- TE program application, project selection, and project development processes; and
- TE program challenges.

This information is intended to highlight strategies Maryland might consider as a way to improve demand for TE program funds, such as enhancing outreach efforts and reducing the administrative burden for potential TE project sponsors, as well as to better coordinate the TE program with other state agencies and initiatives.

Case study information was drawn from information on state TE program web sites, from the National Transportation Enhancements Clearinghouse, and from telephonic interviews with state TE program coordinators.

■ Key Findings

The case studies conducted for this task revealed a number of strategies states are pursuing to improve their Transportation Enhancements programs and, in some cases, their overall trail planning programs.

Trail Planning and Funding Strategies

Increase Statewide Funding for Trails/TE Projects – Most states rely on Federal transportation programs to fund trails, but some have assembled additional sources of funds beyond Federal programs. For example, the Pennsylvania Department of Conservation and National Resources manages the Community Conservation and Partnerships Grant Program, which provides nearly \$50 million annually for recreation-related projects, including trail development. The program is funded through a combination of state and Federal sources. Some states, such as Rhode Island, indirectly provide additional funds for trails (and all other TE project types) by furnishing the required 20 percent Federal match amount for TE projects with state funds. Delaware sets aside more than the required 10 percent of its Surface Transportation Program (STP) funds to support its program. In general, it was found that exceeding the required match amount does not improve project competitiveness.

Engage Local Communities in Trail Planning – The Pennsylvania Department of Conservation and National Resources has used small grants to get local communities engaged in trail planning. Communities receive funds and technical assistance to develop local area Greenway plans.

Engage State Agencies in Trail Planning/TE Program Project Selection – States have taken different approaches to connecting their TE program or trail planning programs with other statewide agencies and initiatives. Pennsylvania created a special multi-agency Greenways Coordinating Committee to provide input into its Greenways Program. Other states involve a number of agencies and organizations in their TE program project selection committees. In Nebraska, for example, the TE project selection committee is composed of representatives from Nebraska’s Game and Parks Commission, the National Forest Service, the Eastern Nebraska Trails Network, the Department of Environmental Quality, the Clean Environment Commission, the State Historic Preservation Office, the Rural Development Commission, the Department of Economic Development, the Nebraska Preservation Council, and the Nebraska Council on Health Promotion.

Outreach Strategies

Conduct Educational Outreach Workshops – Many states, including Virginia, Nebraska, Kansas, Rhode Island, and Pennsylvania hold workshops for potential TE project sponsors. TE program coordinators interviewed for this report indicated the workshops

are essential for the success of the program. In general, participation at workshops is often the determining factor in successful and unsuccessful TE applications.

Develop Mailing Lists - Some states, such as Nebraska and Kansas, maintain a mailing list of trail-related city and county staff throughout the State. Prior to the project selection cycle, notifications are sent to these distribution lists inviting local governments to participate in the annual TE cycle. For these states, managing their contacts has been an effective mechanism for soliciting applications.

Strategies to Reduce Barriers to Application

For the states reviewed, one of the greatest challenges to the TE program is the match requirement, since matching funds from potential project sponsors is limited. Another issue is a cumbersome application process. To address these issues, some states have taken several steps to reduce the financial burden of the match requirement and the administrative burden of the application process.

Allow Flexible Match Requirements - Many states have developed flexible match requirements as a way leverage available funds needed to meet the 20 percent Federally required match. For example, Virginia and Pennsylvania permit noncash allowances, such as donations and in-kind materials and services, to count towards the match requirement. Nebraska reduces the match amount in distressed communities. Rhode Island does not require a local match, as the match amount is furnished with state funds. Finally, Delaware uses a sliding scale match system (2 percent of every \$100,000).

Make Projects More Manageable - Some states allow project sponsors to break projects apart into smaller, multi-phased projects. This way each project phase can be individually submitted for competition, making the overall financial commitment from the project sponsor more manageable. This has the advantage of reducing the amount of resources, both capital and staffing, a project sponsor has to commit to the project at a given time. It has the disadvantage of creating an additional administrative burden for both the sponsor and the State because each phase must go through the application process and demonstrate compliance with Federal standards.

Simplify the Application/Provide Application Assistance - Nebraska uses a simplified one-page application as its starting point for the TE application process. A more detailed draft and final application are prepared with the help of consultants funded by the State. This approach reduces the initial administrative burden on project sponsors and ensures sponsors do not expend resources on preparing applications for ineligible projects. In Delaware, TE projects do not require an application, but rather a letter of interest from potential project sponsors and the State takes care of the technical component of most projects.

Sponsor Assistance Strategies

A major challenge for the case study states is inadequate experience or expertise among local communities in managing transportation projects, especially with regard to complying with Federal requirements. In response, a number of states are pursuing strategies to provide more sponsor assistance, with strategies ranging from building technical capacity among sponsors, to providing more assistance to sponsors, to taking over control of projects.

Supplement Local Staff Resources with State Staff Resources – Many local governments have limited staff resources to dedicate toward trails. In response, a number of states support project sponsors through additional staff assistance. For project sponsors, this assistance not only provides relief to already strapped local governments, but more importantly, it leverages staff resources to ensure that projects are successfully completed. For example, Rhode Island, a small State with only \$4 million per year in TE funds, provides more than 4 staff to assist project sponsors. Virginia receives about \$20 million per year and uses more than 13 staff to run its program.

Use Consultant or District Help – States are using several strategies to provide a high level of trail-related staffing, including use of consultants and delegating project oversight to district offices. For example, Nebraska funds consultants using a portion of its TE funds and Virginia and Pennsylvania have instituted a fee on individual TE projects to help pay for design and engineering review.

Provide Technical Training – Even though many states are hard pressed to dedicate resources to trail development, some states are looking to expand their technical capacity in order to support their trail programs. For example, Rhode Island is working to build its technical expertise among potential project sponsors and currently is working with the Federal Highway Administration (FHWA) to develop an intensive technical training workshop program about the Federal requirements.

Encourage an Organized Project Management Approach – This is often achieved using the following strategies:

- **Conduct Regular Meetings** – Regular, face-to-face meetings between state staff and project sponsors are a helpful project management tool because they ensure that regular communication occurs and help project sponsors troubleshoot problems. States with high TE program obligation rates generally maintain a strong degree of involvement with project sponsors throughout the project development process. Many of the same states assign a single project manager to work with a given project sponsor from project inception to completion.
- **Simplify Manuals/Forms and Make Them Readily Available** – Many states provide detailed manuals on navigating through the TE process. Standardized forms are another way to assist project sponsors in meeting Federal and state requirements.

- **Assume State Control of TE Projects** – Some states have decided to centralize the TE process at the state level depending on the circumstances of the project sponsor. For example, the Delaware Department of Transportation decides whether to design or administer a TE project on behalf of a project sponsor case-by-case basis.

Individual case studies are detailed below.

■ Kansas

Trail Funds and Planning Efforts

Kansas does not have a centralized trail development program. Trail development is funded primarily through Federal programs, including the Transportation Enhancements program, the Recreational Trails Program, and the Safe Routes to Schools Program.

Two full-time staff at the Kansas Department of Transportation (KSDOT) administer the TE program.

Program Highlights

- High demand for TE funds (10-20 percent of requests are funded).
- Aggressive mailings to every city and county to advertise the TE program call for projects.
- Day-long intensive workshop for potential sponsors greatly improves quality of applications.
- KSDOT staff meet one-on-one multiple times with project sponsors.
- KSDOT TE staff promote TE program as an option to increase health and community walkability.

Coordination Efforts

KSDOT administers the TE program on its own, but the state Historic Preservation Society sits on the panel that helps select TE projects related to historic preservation. In addition, TE program staff participate in annual conferences held by the Kansas Department of Health and Environment, and have prepared a TE toolbox for presentation and distribution at these meetings. The toolbox is aimed at helping local communities understand how they can use TE funds to support walkability and health-related initiatives.

TE Program Financial Snapshot

- Kansas receives about \$10 million per year in Federal TE program apportionments. As of 2006, about 86 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).¹⁴ This percentage, referred to as the “obligation rate,” is one indicator of the success of the state’s TE program.

¹⁴Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report.

- Historically, a little less than half these funds have been spent on pedestrian and bicycle facilities (including rail-trails).

The Meaning of Obligation Rates

Every year, the National Transportation Enhancements Clearinghouse reports a TE program obligation rate for each state. Basically, the obligation rate is the percentage of Federal program apportionments that have been spent by a state. There are many factors that influence the obligation rate, some of which are beyond a state's control. Nevertheless, the rate is often used as one indicator of the success of a state's TE program. If the rate is high, it may mean that the state has been able to move projects to completion more quickly than a state with a low obligation rate. A low obligation rate may also mean that the state has assigned a low priority to the TE program relative to other Federal programs. A full listing of state obligation rates is available at www.enhancements.org.

TTE Program Outreach

The KSDOT enhancements team engages in aggressive outreach to ensure local communities are both aware of and invited to participate in the TE program. Before each project selection cycle, KSDOT sends an announcement to staff at every city and county in the State (city clerk, city engineer, city mayor, etc.). Their mailing list has more than 3,000 names.

In addition, KSDOT holds an annual day-long workshop for potential project sponsors in advance of the project selection cycle. At the workshop, TE staff walk through the program requirements and application process. The TE Project Selection Committee attends the workshop and fields questions from potential sponsors via a panel format. The workshop also includes a session entitled "Been there, done that," in which a former project sponsors present information to other project sponsors, including lessons learned and pitfalls to avoid. This not only provides potential sponsors with concrete examples of how the project development process works, but it also fosters good morale and excitement about the kinds of projects the TE program can make possible.

The KSDOT Enhancement team has held these workshops since the inception of its TE program and KSDOT has found them to be extremely helpful in improving the quality of applications received. One of the TE program coordinators reports that she finds it easy to distinguish between the applications of project sponsors who attended the workshop and those who did not.

TE Program Application Process and Requirements

- **Eligibility** - All 12 Federal activities are eligible, but are grouped into three categories (Historic, Pedestrian/Bicycle, and Scenic/Environmental) for evaluation purposes.

Project design and right-of-way acquisition are not eligible for funding. KSDOT encourages, but does not require, sponsors to complete design and acquisition before receiving their TE funding award, since completing them in advance helps the project move forward more quickly.

- **Match Requirement** – KSDOT only accepts cash match. This policy was adopted due to the difficulty of tracking in-kind match amounts. Many sponsors “overmatch” (provide more than the 20 percent Federally required match) because it improves their competitiveness in the project selection process.

TE Program Project Selection Process

The project applications are reviewed by KDOT staff committees, organized around project categories. The bicycle and pedestrian selection committee, for example, is staffed by the state bicycle pedestrian coordinator and other individuals from within the DOT.

Committee recommendations are forwarded to an executive advisory committee, which is made up of KDOT executive staff, including the Assistant Secretary, State Transportation Engineer, Director of Engineering and Design, Director of Operations, and Director of Planning and Development. The Secretary of KDOT has final funding approval.

Typically only about 10 to 20 percent of requests are funded. In the most recent round of applications, KSDOT received requests for \$45 million and could fund only \$5 million.

TE Program Project Development Process

If a project is selected for funding, KSDOT sends a letter to the sponsor notifying them of the award and of tasks they need to complete to begin the project development process. The state TE coordinator then meets individually with each project sponsor and walks them through the project development process, emphasizing the points at which KSDOT approval must be obtained for the project to move forward. Each project sponsor also is given a guidebook to help them along in the process.

TE Program Challenges

- KSDOT finds that small cities and towns are not familiar with the project development process. These sponsors require a lot of additional attention and education to ensure they successfully complete their project.
- Inaccurate cost estimates are a major challenge, because they lead to unexpected cost overruns. KSDOT has not yet found an effective method for reducing the incidence of inaccurate cost estimates.

■ Virginia

Trail Funds and Planning Efforts

Virginia does not have a centralized trail development program. Trail development is funded primarily through Federal programs, including the Transportation Enhancements program, the Recreational Trails Program, and the Safe Routes to Schools Program.

There also is a small state-funded Recreational Access Program that provides for access improvements, including trails, in recreational areas.

The TE program is administered by four full-time staff at VDOT headquarters and by one or more local program coordinators at each of VDOTs nine districts. (Note some staff have shared responsibilities.)

Coordination Efforts

VDOT does not regularly coordinate with other state agencies on program implementation or trail development. However, staff from the Department of Conservation and Recreation (DCR) and the Department of Rail and Public Transportation (DRPT) sit on the TE project selection committee.

TE Program Financial Snapshot

- Virginia receives approximately \$20 million per year in Federal TE program apportionments. As of 2006, about 98 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).¹⁵
- Historically, slightly less than half these funds have been spent on pedestrian and bicycle facilities (including rail-trails).

Program Highlights

- High demand for TE funds (less than half of requests are funded).
- Four annual workshops help VDOT connect with potential project sponsors.
- Face-to-face meetings between project sponsors and VDOT staff.
- Liberal eligibility policy for all project phases and activities.
- Liberal matching requirement allows in-kind matches.
- Project administration responsibilities shifted to districts.
- Large number of staff involved in program administration.
- Project sponsors must set aside funds to pay for VDOT review.

¹⁵Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report.

TE Program Outreach

VDOT conducts outreach to potential project sponsors through four annual workshops held at different locations throughout the State. Workshops last two hours and include overviews of the application process, TE program eligibility criteria, and scoring criteria. Several specialists (e.g., in right-of-way acquisition) attend the workshops and review the technical aspects of the project development process. These workshops also include presentations by successful project sponsors.

VDOT enhancements staff have found the workshops to be very helpful in improving the quality of applications. They noted that attendance at these workshops usually explains the difference between successful and unsuccessful applications. In addition, VDOT maintains a 1-800 number to allow project sponsors to contact the VDOT enhancements office free of charge.

TE Program Application Process and Requirements

- **Eligibility** - VDOT funds all 12 Federally eligible TE activities and all project phases, including design, preliminary engineering, right-of-way acquisition, and construction. This has helped VDOT engage with project sponsors early in the project development process, allowing VDOT to identify design and Federal compliance issues early on. If this troubleshooting mechanism were not in place, VDOT anticipates it would lead to redundant spending on redesigns.
- **Match Requirement** - VDOT requires a 20 percent match; however, in-kind donations (property, volunteer labor, etc.) are eligible towards the match. VDOT reports that with some rare exceptions, project applicants generally provide the match in cash.
- **Review Requirement** - Project sponsors must cover the cost of VDOT review of TE project documentation. VDOT recommends that project sponsors budget between three and five percent of the total project cost for this purpose.

TE Program Project Selection Process

Project selections are made by the Commonwealth Transportation Board (CTB). The CTB is VDOT's governing body and is made up of individuals appointed by the Governor. Pedestrian/bicycle-related projects receive a slight priority in the scoring process (they may be given up to 10 additional points out of a 100-point scoring system).

Historically, VDOT provides funds to approximately 50 percent of applications, and meets between 30 and 40 percent of the total funding request. However, the volume of applications has recently fallen. About 150 applications were received in the last funding round, as compared to a typical average of about 200. VDOT enhancement staff believe the decline is due to several factors. Tighter budgets in cities and towns across the State

make it difficult for sponsors to furnish the required match. Also, a greater understanding of program eligibility requirements also has led to a decline in the number of applications not eligible for the program.

TE Program Project Development Process

Once a project is selected, a VDOT representative from the appropriate district office is assigned. The representative meets with the project sponsor to go over a checklist of actions needed to get the project underway, such as consultant procurement, auditing consultant contracts, site plan review, environmental review, and project advertisement and award. VDOT also provides a detailed project development manual to each project sponsor to guide them through the process. The manual¹⁶ includes sample letters and forms (i.e., letter requesting right-of-way certification; a sample reimbursement request; and environmental documents). The manual also includes step-by-step instructions for every phase of the project development process.



The one-mile Elizabeth River Trail in Norfolk, Virginia was funded with almost half a million dollars in TE funds.

The project sponsor is expected to update the department twice yearly on the status of all active projects, even if no work has begun so that by the time a project is completed, the sponsor will have met with VDOT staff multiple times.

TE Program Challenges

TE projects tend to take a long time to complete, which leads to a backlog of TE project that require VDOT support. This problem is exacerbated by the fact that VDOT often funds projects in small phases to help project sponsors meet the match requirements. As a consequence, the amount of VDOT oversight needed to manage the growing number of projects over the years has increased. For example, a single project in Gloucester County has received nine separate TE awards over a 10-year period. Each phase went through the same project selection process and had to meet Federal requirements.

Consequently, VDOT restructured its program by delegating management of all new TE projects to the VDOT districts. The central office continues to oversee management of existing projects, but gradually will focus more on training, outreach, and project selection duties.

¹⁶The manual can be found online at: http://www.virginiadot.org/projects/resources/2005_EnhancementManual_3_.pdf.

Another challenge that has faced VDOT since program inception is a lack of transportation project management knowledge and skills among local project sponsors. This problem is especially acute in Virginia because the State maintains all roadways and local governments, and as a result, local governments have little experience implementing transportation projects. To compensate, VDOT provides a high level of assistance to local sponsors in the form of technical review and oversight, individual meetings and coaching, and training sessions. VDOT dedicates a large number of staff (four in the central office and one or more in each of its nine districts) to program administration of and sponsor assistance.

■ Nebraska

Trail Funds and Planning Efforts

Nebraska does not have a centralized trail development program. Trail development is funded primarily through Federal programs, including the Transportation Enhancements program, the Recreational Trails Program, and the Safe Routes to Schools Program. There also is a state-level Trail Development Assistance Fund (TDA) administered by the Nebraska Game and Parks Commission, but funds are very limited (approximately \$50,000 annually).

The State published its first statewide trail plan, entitled: “A Network of Discovery” in 1994, at which time Nebraska’s communities had a total of about 180 miles of trails. Since then, trail mileage in the State has nearly tripled.

Program Highlights

- High demand for TE funds (about a third of requests are funded).
- State trail plan engaged multiple agencies and stakeholders.
- Mass mailings advertise the TE program to local communities.
- Four annual workshops help NDOR connect with potential project sponsors.
- Three-step application process reduces ineligible project applications.
- Consultant support provide assistance to project sponsors.

Coordination Efforts

Although there is no single state office responsible for trail development, many state agencies and community groups came together to develop the state trail plan. Nebraska’s Game and Parks Commission led the most recent trail plan update in 2004. The planning process took approximately two and a half years and included a technical advisory committee consisting of 27 Federal, state, and local professionals. Members included elected officials, representatives of the Game and Parks Commission, the Department of Economic Development, the Department of Health and Human Services, the Department of Roads, the Federal Highway Administration the National Park Service, and the Nebraska Trails Council.

The trail planning process was focused on policies related to trails. The plan did not designate funding for a specific program of projects or provide linkages between the state TE program and trail planning. Instead, the plan describes several funding sources that organizations may draw on to develop trails. Several agencies and institutions are involved in the selection of TE projects (see “Project Selection Process” below).

TE Program Financial Snapshot

- The Nebraska Department of Roads (NDOR) annually receives slightly more than \$5 million in Federal TE program apportionments. As of 2006, about 90 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).¹⁷
- Historically, almost 75 percent of the total, or about \$3.5 million per year on average, has been spent on pedestrian and bicycle improvement projects (including rail-trails).

TE Program Outreach

In advance of the TE project selection cycle, NDOR sends notices to key staff (e.g., city clerk, highway superintendent) at every city and county in the State, totaling approximately several thousand. The notice includes a flyer indicating the times and dates of TE project workshops.

About four two-hour workshops are held every year. Attendees have the opportunity to ask questions about the program and hear about successful projects. NDOR has held these workshops since the inception of its program, and has found them to be very helpful in improving the quality of project applications.

TE Program Application Process and Requirements

NDOR has a unique three-step application process (pre-application, draft application, and final application). In the pre-application process, all applicants must submit a one-page “Intent to Apply” form that allows the proposed project to be screened for basic eligibility. Using this prescreening process has proven helpful in identifying eligibility and project development issues early on.

Should the “Intent to Apply” application be accepted, NDOR alerts the project sponsor and assigns a project manager. Projects are managed on NDOR’s behalf by consultants who have administered NDOR’s TE program since its inception. The two full-time and

¹⁷Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report. During the same period, 23 percent of Nebraska’s TE apportionment was rescinded.

three part-time consultant staff who manage the program are supported in part from TE program funds.

The consultants contact each project sponsor individually to guide them through the second stage of the application process, which is the creation of a draft application. The consultants review the draft project design and budget and work with the sponsor to ensure that all Federal requirements are addressed. The final application is then submitted for formal review by the project selection team.

- **Eligibility** - NDOR funds all but 4 of the 12 Federally eligible TE program activities. These include historic highway programs, control of outdoor advertising, archaeological research, and environmental mitigation. Project design and engineering are eligible.
- **Match Requirement** - Project sponsors must provide a 20 percent cash match. Typically, approximately half the applicants voluntarily provide more than the required match to improve their chances of success. In-kind contributions do not count toward the match but are considered a favorable sign of community support. A 10 percent match is allowed in economically distressed communities; however, the community must meet several criteria (e.g., percent of residents within a certain tax bracket, first-time applicant) to qualify for the reduced match requirement. These “undermatched” projects are balanced with projects that provide more than a 20 percent match and ensures the Federal 20 percent match requirement is met overall.



Nebraska's 150-mile long Cowboy Trail, funded in part through the TE program.

TE Program Project Selection Process

The final project application is reviewed and scored by the Transportation Enhancement Selection Committee (TESC). The TESC is comprised of representatives from the Nebraska Game and Parks Commission, the National Forest Service, the Eastern Nebraska Trails Network, the Department of Environmental Quality, the Clean Environment Commission, the State Historic Preservation Office, the Rural Development Commission, the Department of Economic Development, the Nebraska Preservation Council, and the Nebraska Council on Health Promotion.

The department has traditionally received about three times as many project applications than it ultimately accepts, though the number of applications has fallen off slightly in recent years (see Challenges below).

TE Program Project Development Process

The consultant project manager that is assigned to a project during the application process continues to work with the project sponsor until project competition. This includes meeting individually with the project sponsor as necessary and conducting site visits. In addition, NDOR provides a detailed project development guide to each sponsor.

TE Program Challenges

Federal review of the TE program is an ongoing challenge for NDOR. TE projects are subject to the same Federal requirements (e.g., environmental documentation, right-of-way acquisition, and letting requirements) as major highway projects, which creates a significant burden for potential project sponsors. NDOR has tried to assuage this burden by using standard forms and offering sample letters for sponsors to use when addressing Federal requirements. However, Federal requirements remain a significant deterrent to potential applicants.

Federal review of TE project compliance with Federal regulations has intensified in recent years. NDOR staff believe this has contributed to a decline in the number of applications.

■ Rhode Island

Trail Funds and Planning Efforts

Rhode Island does not have a centralized trail development program. Trail development is funded primarily through the Federal programs, including the Transportation Enhancements Program, the Recreational Trails Program, and the Safe Routes to Schools Program. The State Environmental Management Office also provides small grants for open space, recreation, and preservation.

Coordination Efforts

RIDOT coordinates with the State Environmental Management Office and the State Historic Preservation in the selection of TE projects. RIDOT also provides a staff bicycle and pedestrian expert to sit on the selection committee for the Recreational Trails Program, which is administered through the State Environmental Management Office.

Program Highlights

- Dramatic improvement in the statewide obligation rate attributed to focused efforts to get projects completed.
- RIDOT is building technical capacity among potential sponsors through technical workshops.
- No matching requirement - the state provides the match if none can be furnished.
- Additional staff added - RIDOT has added additional staff to the program over the years to manage the project load.
- RIDOT is reviewing strategies to focus the program in response to budget cuts.

TE Program Financial Snapshot

- Rhode Island receives about \$4 million per year in Federal TE program apportionments. As of 2006, about 99 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).¹⁸
- Historically, about a third of the funds have been spent on pedestrian and bicycle facilities (including rail-trails).

TE Program Outreach

Four outreach workshops are held in advance of the biennial Call for Projects. The workshops are typically one or two hours in length and focus on preparing potential

¹⁸Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report.

sponsors for the TE application process. RIDOT and FHWA are currently in the process of developing a series of longer technical workshops to educate current and potential sponsors about Federal requirements, such as competitive bidding procedures, environmental requirements, and so forth. FHWA will run the workshops with assistance from RIDOT. RIDOT staff anticipate that these workshops will be helpful in building capacity among staff at local governments in order to meet Federal requirements.

TE Program Application Process and Requirements

- **Eligibility** - All project categories and phases are eligible.
- **Match Requirement** - The local match is optional. Competitiveness is improved with greater match amounts, but the State will furnish the entire local match if a project sponsor is unable to supply the match.

TE Program Project Selection Process

The Transportation Enhancement Advisory Committee (TEAC) is responsible for reviewing all project applications following an open and competitive Call for Projects. The TEAC includes members from the Environmental Management Office, RIDOT, and the Governor's Office, as well as citizens. The State Historic Preservation Office (SHPO) is chair.

The TEAC then recommends to the Director of Transportation which projects to fund. Once approved, the Program of Projects then is forwarded to the metropolitan planning organization (MPO) - there is one MPO for the State of Rhode Island - for approval and onto the Governor for approval. The selected projects for each round are subsequently submitted to and approved by the State Planning Council and the Statewide Metropolitan Planning Organization. Typically about half of all applications are funded.

TE Program Project Development Process

If a project is selected for funding, RIDOT and project sponsor attend a "kickoff" meeting to discuss the scope of work and review the program requirements. One staff person at the RIDOT is assigned to each TE project who provides support from inception to completion.

TE Program Challenges

Inaccurate Cost Estimates - Initial TE applications at RIDOT suffered from inaccurate cost estimates, causing many projects to fall behind schedule or, in some cases, not be completed. As a result, the State was consistently ranked in the bottom 20 percent of all

states nationwide in terms of its obligation rate, which was 51 percent overall between 1992-2000. RIDOT has since dealt with this issue by allowing project sponsors who are short on funds to apply for additional funding to cover costs in the next Call for Projects. This particular problem has been mitigated over time as Rhode Island's 39 cities and towns gain experience and make adjustments using the lessons they have learned in order to develop more accurate cost estimates. RIDOT also has worked to strengthen the ability of project sponsors to meet and manage Federal requirements. For example, the technical training workshops mentioned above have been helpful in expanding the capacity of project sponsors.

Need for Additional Staff - RIDOT's TE program has grown over time, requiring additional attention from DOT staff. In 2003, RIDOT added three staff in the Intermodal Planning Division to manage the TE program, and in 2001, completed a consultant selection process for a TE Liaison to assist in a variety of enhancement activities, including design reviews. Currently, four full-time and one part-time staff at RIDOT administer the program.

As a result of the streamlining the implementation process coupled with dedicated TE staff, the Enhancement Program has seen a noticeable increase in activity. Currently, RIDOT has the second highest obligation rate in the nation, with a cumulative rate of 99 percent.

Budget Reductions - In the last several years, RIDOT's TE program has been adversely affected by budget cuts at the Federal, state, and local level. The Federal government has reduced its yearly apportionments to the program; the State has suffered from a budget deficit that has made it difficult to provide matching funds; and local governments lack the resources to support the program as well. RIDOT is examining several possible strategies to balance the program, which include:

- Decreasing the number of eligible categories;
- Moving projects that have unrealistic cost estimates into a study and development categories;
- Transferring projects that are related enough to earmarked projects into that earmarked project's budget; and
- Canceling any dormant or insurmountably challenged projects.¹⁹

¹⁹Source: Rhode Island DOT Transportation Enhancements Annual Report: <http://www.dot.ri.gov/projects/intermodal/reports/Enhancements.pdf>.

■ Delaware

Trail Funds and Planning Efforts

Delaware does not have a centralized trail development program. Trail development is funded primarily through the Federal programs, including the Transportation Enhancements program, the Recreational Trails Program, and the Safe Routes to Schools Program.

DelDOT uses greater than 10 percent of its STP funds and adds a significant amount of state funds to support its Transportation Enhancements program.

Program Highlights

- Flexible matching policy – DelDOT uses a sliding scale match.
- DelDOT uses more than 10 percent of its STP funds and some state funds to support the program.
- Open call for Letters of Interest throughout the year.
- Through a combination of Federal and state funds, all applications are funded.

Coordination Efforts

DelDOT organizes working groups in local communities during the application process to ensure that the needs and demands of the residents directly affected by the proposed project are being addressed. This process encourages public participation in the communities where projects are proposed and helps to identify any community issues early on.

Delaware has many miles of unused railroad and has begun emphasizing rail to trail conversions. DelDOT's Rail-Trails program is coordinating with the railroads to pursue several of these projects; however, TE funds remain problematic.

TE Program Financial Snapshot

- DelDOT annually receives about \$4 million in Federal TE program apportionments. As of 2006, about 97 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).²⁰
- Historically, about 75 percent of the funds have been spent on pedestrian and bicycle facilities (including rail-trails).

²⁰Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report.

TE Program Outreach

DelDOT does not hold project sponsor workshops or conduct outreach to solicit applications. DelDOT has considered various outreach strategies, but has not pursued any formal outreach because demand remains high. Application guidelines and contact information for the State's TE coordinator are available on DelDOT's web site.

TE Program Application Process and Requirements

- **Project Application Requirements** - DelDOT policy is to continuously provide an open call for TE applications. Application guidelines and contact information for the State's TE coordinator are available on DelDOT's web site. At any time in the year, sponsors may submit a letter of interest for consideration. The letter of interest must describe the proposed project; however, potential project sponsors are not required to provide a concept plan or design plan.
- **Eligibility** - All 12 Federal categories are eligible, but DelDOT focuses on projects that support local economic development efforts and increase quality of life.
- **Match Requirement** - The match requirement is on a sliding scale, with a two percent match due for every \$100,000. DelDOT meets the 20/80 TE match on a yearly program-wide basis, rather than on a project-by-project basis. Cash and in-kind contributions of services, materials, and property are counted toward the match. Project sponsors that provide more than the match requirement generally increase their chance of selection.



Trap Pond Pedestrian and Bicycle Trail in Delaware, funded with \$1 million in TE funds.

TE Program Project Selection Process

DelDOT continuously accepts TE project applications. Projects are reviewed and selected in-house. DelDOT does not use a formal prioritization process for applications. This is due to the fact that with its combination of TE and STP funds, DelDOT has been able to fund the majority of eligible projects that apply. If a funding shortage were to occur, DelDOT would consider developing a prioritization process involving a statewide review committee.

In order to ensure equal distribution of funds, DelDOT formerly ranked applications and only provided a limited amount of funding to each region in a given year. This is no longer their practice, but DelDOT continues to strive to balance geography and funding levels between the best applications. Because Delaware is a small State, DelDOT is able to

dispersed TE funds relatively equally. Furthermore, an advantage of the sliding scale approach is that it allows smaller civic associations to apply for funding.

TE Program Project Development Process

Most projects are administered by DelDOT. However, on a case-by-case basis, DelDOT determines whether a project would be best served by having either DelDOT or the project sponsor act as the administrator. DelDOT works closely with the sponsor to undertake every aspect of design, advertisement, construction, and inspection. All DelDOT-administered projects, both within and outside of DelDOT's right-of-way, proceed in accordance with the required plan format and standards. Sponsor-administered projects require the sponsoring agency to carry out these activities on their own behalf, with oversight and assistance from DelDOT.

TE Program Challenges

DelDOT made several changes to its program between 2002 and 2003 to improve demand for its TE program. For example, the 20 percent municipal match for each project was replaced with a sliding scale. The two-year project submission and review cycle was eliminated, which means municipalities can submit projects any time and will immediately receive a review, assistance, and potential authorization. Finally, the maximum reimbursement for a project was raised from \$500,000 to \$1 million.

DelDOT also has taken greater control of the project development process. DelDOT, sometimes with the support of consultant services, prepares the concept design for eligible projects and conducts community outreach at no additional cost to project sponsors. This is paid for with state resources, and is not included in the cost estimate.²¹

²¹Source: Transportation Professionals Seminar Proceedings, July 2005.

■ Pennsylvania

Trail Funds and Planning Efforts

Trail development in the State of Pennsylvania is funded primarily through the Transportation Enhancements Program, the Recreational Trails Program, the Safe Routes to Schools Program, and the Pennsylvania Department of Natural Resources Community Conservation and the Partnerships Grant Program, which provides nearly \$50 million annually for recreation-related projects throughout the State.

Program Highlights

- Greenways Program provides support to local communities to develop Greenways Plans.
- Strong interagency coordination around greenways planning and TE program project selection.
- Suballocation of 80 percent of TE funds to MPOs.
- TE project development supervised by District Coordinators.

Planning for trail development occurs primarily through the Pennsylvania Greenways Program. The program, which is led by the Department of Conservation and Natural Resources (DCNR) was launched in 2001 following an executive order. The order approved a statewide greenways plan that laid out 12 strategies for trail development, all of which are intended to provide assistance and support to local and regional partners involved with establishing and managing greenways. Through the Greenways Program and Clearinghouse, local partners receive technical assistance and funding to support development of local area (primarily county or multicounty level) Greenway Plans. As of December 2007, 22 local area Greenways Plans had been completed, 30 were ongoing, and 6 had pending applications.

Coordination Efforts

There are many examples of interagency coordination around trail development in Pennsylvania. A few include:

- An Interagency Coordination Team ensures communication and coordination among state agencies when implementing the Greenways Program. Each state agency has appointed a representative to serve on this coordination team. Agencies represented on the Team include: Aging, Agriculture, Community and Economic Development, Conservation and Natural Resources, Education, Environmental Protection, Health, and Transportation.
- A Greenway Program Advisory Committee advises the Secretary of DCNR in the promotion of greenways development throughout Pennsylvania. It consists primarily of members from nonprofit environmental, trails, and/or health-related organizations.

- The Department of Health, DCNR, and the Recreation and Parks Society collaborated to create the Keystone Active Zone Campaign, an outreach effort aimed at fostering collaboration among local recreation, education, and health professionals in order to promote close-to-home parks and trails as physical activity places.
- Both DCNR and the Department of Community and Economic Development (DCED) are involved in the TE project selection process. DCNR frequently funds the preconstruction phase of a TE project and PennDOT funds the construction phase.

TE Program Financial Snapshot

- PennDOT receives close to \$30 million per year in Federal TE program apportionments. As of 2006, about 81 percent of its cumulative apportionments since 1992 had been obligated (compared to national average of 79 percent).²²
- Historically, about half of the funds have been spent on pedestrian and bicycle facilities (including rail-trails).

TE Program Outreach

The Transportation Enhancements Program is kicked off via an e-mail sent to the program distribution list. PennDOT also enables on-line submission of TE applications.

Local MPOs and Rural Planning Organizations (RPO) conduct a pre-application workshop. Some MPOs even award bonus points to applicants that attend a workshop.²³ In the last TE funding round, 32 workshops were conducted. The PennDOT central office developed and distributed the workshop guidance to both the district offices and planning partners (MPOs/RPOs). All three (Central Office, the district offices, and the Planning Partners) play a role in conducting the workshops.

During the development of an application, PennDOT staff are available to assist project sponsors, but applicants are responsible for moving the project forward to completion.

TE Program Application Process and Requirements

Pennsylvania's TE program is different from those in the other case study states in that PennDOT suballocates 80 percent of its TE funds to MPOs/RPOs on a formula basis. The

²²Source: National Transportation Enhancement Clearinghouse May 2007 TE Spending Report.

²³Source: Transportation Enhancements General Information and Program Guidance, <ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTSpercent20-percent20SRTS-TE-2005-06.pdf>.

remaining 20 percent are placed in the agency Secretary's reserve fund for projects of statewide significance or for additional local projects.

- **Eligibility** - PennDOT only funds the construction phase of the project, unless it does not involve any construction (e.g., is an acquisition of scenic easement).
- **Match Requirement** - Construction-only projects receive 100 percent Federal funding. However, in general project costs are split, with the project sponsor required fund all preconstruction costs and PennDOT to fund the construction phase costs. If the project is not a construction project, costs are split 80/20 percent. Credit for donations of funds, materials, land, or services is allowed.

TE Program Project Selection Process

Applications are reviewed and projects ranked in priority order by the appropriate MPO/RPO, with each MPO/RPO allowed to develop its own ranking system. These rankings are supplied to PennDOT, who then considers funding recommendations from several other commonwealth agencies. Final approval is given by the State Transportation Commission.

Each MPO/RPO is guaranteed at least one project in their jurisdiction. Projects that are multiregional or of statewide or special interest are forwarded to the Statewide TE Advisory Committee for funding recommendation.

The demand for TE funds has been significant in the State. For example, in the last funding round, only about half the applications were accepted, and less than half of the total funding request was met.

TE Program Project Development Process

If a project is selected for funding, it is referred to the appropriate PennDOT District Office. A district-level coordinator supervises project development and provides technical assistance to project sponsors. The district offices are able to charge their services to the project, an expense that is expected to be accounted for in the project budget.

TE Program Challenges

Insufficient Local Match Amount - PennDOT staff have found that local project sponsors have difficulty furnishing the required match amount. One solution to this problem has been to coordinate with other state agencies, DCNR in particular, to supplement the local match. PennDOT also allows noncash sources (donations, labor, etc.) to count towards the required match.

Prioritizing the TE Program - The TE program must compete for attention given the traditional highway and bridge focus of the department.

■ Federal Streamlining Provisions

As Maryland seeks opportunities to enhance trail development in the State through its TE program, it may be helpful to revisit streamlining provisions currently allowed by the Federal Highway Administration.

Streamlining provisions are listed in the FHWA Guidance on Transportation Enhancements.²⁴ Relevant provisions include:

- **Categorical Exclusions** - Except in unusual circumstances, a TE project may be processed as a categorical exclusion (CE) under the National Environmental Policy Act. The project then does not have to be processed using an environment impact statement (23 U.S.C. 133(e)(5)(A)). See the CE list at 23 CFR 771.117 [Revised July 2, 2007].
- **Section 4(f)** - Except for unusual circumstances, TE projects are not normally required to undergo a Section 4(f) evaluation (FHWA memorandum of August 22, 1994).
- **Historic Preservation/Section 106** - TE projects are subject to Section 106 of the National Historic Preservation Act. However, the use of a Nationwide Programmatic Agreement can streamline the historic preservation coordination requirements (FHWA memorandum of June 11, 1997).
- **Advance Payment Option** - TE Program funds may be advanced, on a limited basis to a local government through the advanced payment option (23 U.S.C. 133(e)(3)(B)).
- **Federal Share Up to 100 Percent** - States have the option to fund individual projects up to 100 percent of the cost of the TE activity provided that on an annual basis, TE projects, as a group, comply with the Federal Share requirement (23 U.S.C. 133(e)(5)(C)).
- **Donations and Credits** - States may allow consideration of the value of services as part of the non-Federal share (23 U.S.C. 323(c)).
- **Federal Bidding Procedures** - TE projects not located within the highway right-of-way may make necessary procurements using state procedures and do not need to follow Federal bidding procedures (FHWA memorandum of November 12, 1996).

²⁴Complete Federal guidance is accessible at: <http://www.fhwa.dot.gov/environment/te/guidance.htm>.

- **Davis-Bacon/Prevailing Rate of Wage** - The Davis-Bacon prevailing wage applies to TE projects greater than \$2,000. However, Davis-Bacon requirements do not apply to TE projects located outside the highway right-of-way (FHWA memorandum of July 28, 1994).
- **Funds from Other Federal Agencies** - Funds from other Federal agencies and the value of other contributions may be credited toward the non-Federal share of the costs of a project to carry out a transportation enhancement activity (23 U.S.C. 133(e)(5)(C)(ii)(I)).
- **Non-Federal Share Calculation** - The non-Federal share for a project may be calculated on a project, multiple project, or program basis (23 U.S.C. 133(e)(5)(C)(ii)(II and III)).
- **Project Location** - TE projects do not have to be located within a highway right-of-way (FHWA exception memorandum approved by the Secretary of Transportation on October 25, 1999).
- **States Assume Programmatic Responsibilities** - States shall assume the same programmatic responsibilities for design, plans, specifications, estimates, contract awards, and inspection of projects as they do for non-NHS projects (23 U.S.C. 106(c)(2)).
- **Stewardship and Oversight** - States may assume other stewardship and oversight flexibilities available for the Federal-aid highway program. (See FHWA's Stewardship/Oversight Task Force.)

4.0 Trail Program Financial Analysis

4.0 Trail Program Financial Analysis

Shared use trails play a variety of roles in Maryland. These trails are designed to be used by bicyclists and pedestrians, including runners and people with disabilities. They serve as an amenity, recreational opportunity, and an important non-motorized transportation option.

Trail development in Maryland is funded through a variety of programs on the Federal, state, and local levels. Although the Federal Transportation Enhancements Program, often referred to as TEP, provides the largest amount of funds for trails throughout the State, local jurisdictions use a wide variety of funding sources to design, construct, and maintain trail facilities. At the state level, funding made available through the Department of Natural Resources' Program Open Space (POS) is the primary contributor for trail land acquisition. On the local level, counties utilize a variety of funding sources ranging from county bonds to developer impact fees to supplement and leverage state and Federal funds.

This section presents a review of the key programs currently used to fund trail development in Maryland. The first half of this section profiles individual programs used to fund trails throughout the State. Each funding program profile contains the following information:

- Background and history;
- Types of trail projects funded (e.g., planning, acquisition, construction);
- Application process, including sponsorship/match requirements and screening criteria;
- Budget or amount awarded to trails in each of the past five fiscal years; and
- Successes and challenges of the program

Program information was drawn from program web sites and from telephone interviews with funding program coordinators.

The second half of this section presents profiles of three local governments' approaches to funding trail development. Case study information was drawn from county and municipal web sites, telephone interviews with county employees, and from county budget documents (e.g., capital improvement programs, bicycle and pedestrian master plans). Each county funding profile includes:

- Background on the jurisdiction's trail program;
- Agencies/documents responsible for trail planning/funding; and
- Key funding sources used for trail development.

Detailed descriptions of trail projects funded by each locality over the last five years are included as an Attachment.

This information is provided to help identify new strategies the State and counties might adopt to enhance trail funding. The profiles presented in this section also serve to highlight areas where current funding programs could be streamlined, improved, or expanded.

■ Key Findings

The financial analysis conducted for this task provides insight into how trails are funded in Maryland. It revealed a number of strategies counties are pursuing to fund trail planning, construction, and maintenance. In some cases, it uncovered steps that could be taken to enhance or streamline existing trail funding programs.

Major Trail Funding Programs

Transportation Enhancements - TEP is the main source for trail construction in Maryland. Since FY 2004, the program has provided \$25.8 million for trail construction projects. Due to the program's \$50,000 minimum request amount and other funding requirements, these monies have been used primarily for large budget - over \$1 million - trail projects such as rail-trail conversions, long-distance commuter/recreational trails, and bicycle/pedestrian bridges. These projects have relatively long timelines from when funding is awarded to when construction is completed - sometimes up to 10 years - relative to projects funded through other programs. This is a result both of the relative size of TEP-funded projects and more stringent administrative, environmental, and design requirements.

Program Open Space - POS is the main funding source for trail land acquisition in Maryland. Unfortunately, it is not possible to determine the exact amount of POS funding that is allocated to trail projects because trails are frequently wrapped into larger recreational land acquisition and park improvement proposals. Since FY 2004, POS has awarded a total of \$308.6 million for recreational projects, including trails, through its Localside grant program.

Counties report fewer difficulties applying for and utilizing POS funds than Federal TEP funds because:

- The application process is related to their Local Land Preservation and Recreation Plan;
- Matching requirements are lower; and
- POS funds are more flexible (there is no minimum request amount and funds can be used for more than construction).

The main difficulty that counties reported related to using POS funds for trail development is that funding levels are inconsistent from year to year.

Local Funding Sources - Counties rely on a variety of local funding sources to meet match requirements for state and Federal funding programs, to construct smaller trail projects, and to fund aspects of trail development that are ineligible for funding from other sources (e.g., planning, maintenance). The amount and type of local funding dedicated to trails depends largely on the local context.

Montgomery County is a predominantly urbanized county with a large trail system that serves transportation and recreational needs. Over the last five years, the county has maintained a high bond rating and has been able to maintain and expand trails using County General Obligation Bonds and General Funds.

St. Mary's County has harnessed the rapid growth it has experienced over the past five years to create a new funding source for trail development. The County has worked with businesses and developers to assess Impact Fees to fund trail construction through new developments. In some cases, private developers have constructed key trail segments.

Baltimore City, on the other hand, has experienced little growth over the past five years. The City hopes to build a trail system that connects existing neighborhoods and serves as a transportation option for residents. The City has been able to use local Motor Vehicle Revenue as a key funding source for trail construction, planning, and maintenance.

Trail Funding Challenges

Funding Sources for Ongoing Trail Maintenance - Maryland counties lack a dedicated funding source for trail maintenance. The two main trail funding programs in the State - TEP and POS - do not allow maintenance as a reimbursable expense. As a result, trail maintenance must be included as an operational expense for local parks and recreation departments or other agencies. This creates additional stress for departments that often already work under constrained budgets, may deteriorate support for new trail construction, and may cause trails to receive substandard maintenance. Lack of reliable funding sources for trail maintenance also can be detrimental to obtaining funding for trail planning and construction due to the fact that some funding programs require matching and maintenance funds to be documented before a project can begin.

Federal Funding Requirements, Applications, and Schedules - Counties' experiences acquiring and utilizing TEP and Recreational Trails Program (RTP) funds for trail

development have been varied. Counties with little experience completing Federal funding applications often have difficulty navigating the process, securing matching funds, and working with the TEP “schedule” after receiving funding. Counties with larger staffs, experience with other Federal funding programs, and adequate local bond or general funds to match TEP funds reported fewer difficulties with the program.

Providing outreach and assistance to project sponsors is a key element to reduce obstacles to trail funding and develop successful trail projects. The Recreational Trails Program currently assists project sponsors to refine funding proposals and prepares the Federal-aid package for each sponsor once funding is awarded. This outreach makes the funding process less intimidating for communities with less experienced staff and has made the funding program very successful – in terms of number of applications received relative to funds available.

Fragmentation of Trail Funding Staff and Knowledge – Maryland currently does not have a centralized trail development program. This makes identifying potential funding sources for various types of trail projects time-consuming and labor intensive.

Counties with established trail systems use very different strategies to fund trails and each have their own established or preferred funding sources. Many counties would benefit from learning about the trail funding strategies adopted by similar counties across the State, but venues to share this information and individual points of contact for trails do not exist. At the local level, trail development and funding is divided between multiple departments, including: parks, planning, community development, and transportation. Each of these departments may develop trails, but focus on different types of projects (e.g., recreational, transportation), rely on different funding sources, and may not be familiar with other departments’ funding streams.

Strategies to Reduce Barriers to Trail Funding

Adopt a Broad Definition of Trails to Take Advantage of Wider Array of Funding Opportunities – One of the challenges to developing a cohesive statewide trail system is that trail planning and construction is distributed throughout multiple departments on the local level. Each department relies on a handful of funding sources that support a particular type of trail. For example:

- **Trails for Transportation** – TEP, Motor Vehicle Revenue, Parking Revenue, Bicycle/Sidewalk Retrofit, Primary/Secondary Program;
- **Trails as Amenity** – Impact Fees, General Obligation Bonds;
- **Trails for Recreation** – POS, RTP, Parks and Planning Bonds, General funds; and
- **Trails for Safety and Healthy Living** – Safe Routes to School, Community Enhancement and Safety funds.

Adopting a definition of trails that incorporates these multiple roles of trails and the benefits associated with them can help localities to effectively use all trail funding sources.

Increase Local Involvement and Trail Planning – Lack of adequate trail planning and design is an obstacle to successful trail funding and development in Maryland. In order to encourage communities to do more extensive planning and create more public buy-in for trail projects, TEP requires 30 percent of design be completed before projects receive funding.

Over the past five years, trail projects that have been the most successful at securing funding are those that have been supported and refined in multiple local plans. Larger trails whose development has been broken into multiple phases in county plans and funding documents also appear to be more successful at meeting completion goals and securing funding. For example, Baltimore City’s Bicycle Master Plan and subsequent planning has helped the City to prioritize trail funding by creating a vision for the trail network, breaking large trails into phases, and establishing a performance goal of developing one segment of trail each year.

In some cases, support from volunteer and “friends of the trail” groups has been used to leverage funding and support activities that are not eligible for funding from other sources (maintenance and trail promotion).

Encourage Public/Private Partnerships – In areas experiencing rapid growth and where public funding is lacking, public/private partnerships may be a successful means for funding trail development. St. Mary’s County has successfully used Impact fees to construct trails through new developments. Several sections of trail in the County also have been constructed by private developers.

■ Major Funding Programs

Maryland currently does not have a centralized trail development program. Trail development is funded primarily through a variety of Federal programs, including the Transportation Enhancements Program (TEP) and the Recreational Trails Program (RTP). Another major source of funding for trails in Maryland is the DNR’s Program Open Space (POS). Figure 4.1 and Table 4.1 show the total amount of trail funding the State of Maryland received from each of these programs over the previous five fiscal years.

Figure 4.1 State and Federal Trail Program Funding History

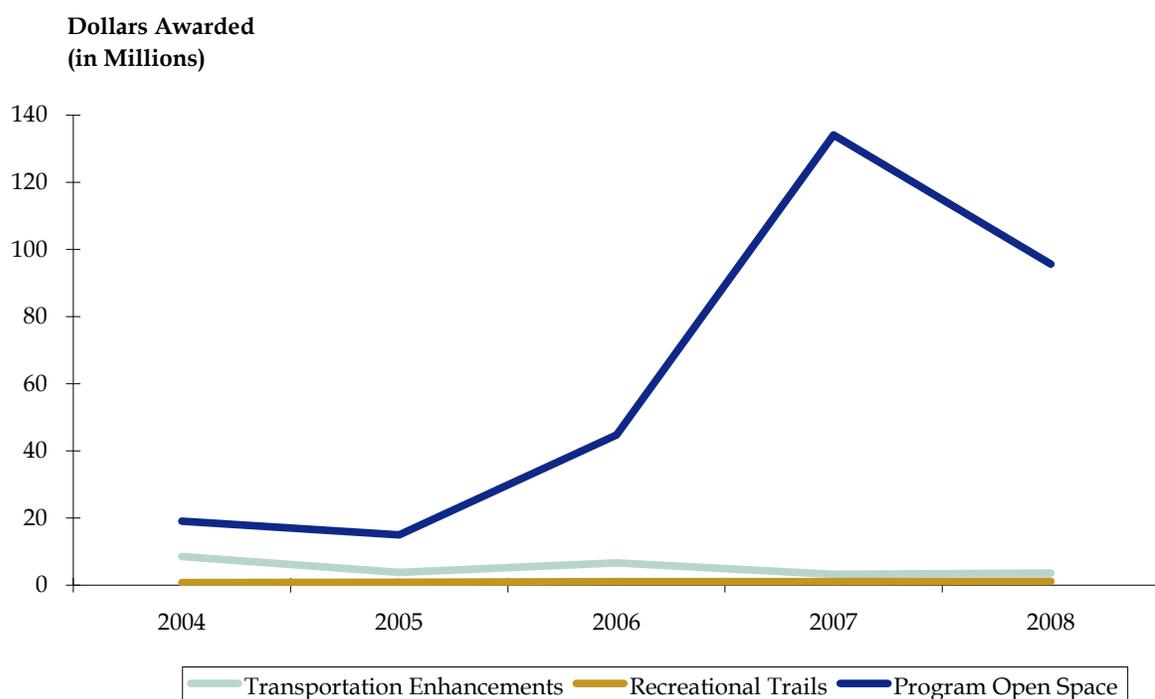


Table 4.1 State and Federal Trail Program Funding History

Program	Total	2004	2005	2006	2007	2008
Transportation Enhancements	\$25,776,806	\$8,491,723	\$3,803,891	\$6,672,890	\$3,200,000	\$3,608,302
Recreational Trails	\$4,899,069	\$780,291	\$860,935	\$1,079,670	\$1,041,268	\$1,136,904
Program Open Space ^a	\$308,600,277	\$19,093,891	\$15,000,000	\$44,753,115	\$134,149,289	\$95,603,982

Source: TEP, POS, RTP.

^a Data for all Localside POS projects, not available for only trail projects.

TEP has consistently provided the largest amount of funding for trails, averaging approximately \$5 million per year since FY 2004. RTP also has been a major funding source for trails over the past five years. This program primarily funds smaller projects, however, and has awarded around \$1 million each year since FY 2004. Although POS also provides a significant amount of funding for trails, it is unfortunately not possible to differentiate trail-specific funding from the larger park funding proposals trails are typically incorporated into.

Table 4.2 summarizes the local match requirement and types of trail projects eligible for funding under the major Federal and state programs used to fund trail development in Maryland.

Table 4.2 Summary of Major Trail Funding Programs

Program	Local Match Required	Funding for...				Trailside Facilities
		Acquisition	Planning	Construction	Maintenance	
Retrofit Sidewalk and Bicycle	0-50%	-	-	●	-	-
Transportation Enhancements	50%	-	-	-	-	●
Program Open Space	0-25%	●	●	-	-	●
Recreational Trails	20%	●	-	●	●	●

The remainder of this section summarizes the major funding programs used to develop Maryland’s trail network and additional trail funding sources identified in the State’s Consolidated Transportation Program. The following information is provided for each program (as available):

- Background and history;
- Types of trail projects funded (e.g., planning, acquisition, construction);
- Application process, including sponsorship/match requirements and screening criteria;
- Budget or amount awarded to trails over the past five years; and
- Successes and challenges of the program.

Transportation Enhancements Program (TEP)

TEP is the largest funding source for trail construction in the State of Maryland. Since 2004, TEP awarded a total of \$25,776,806 for the construction of nearly 30 miles of new shared use trails. These funds are used primarily for large budget trail construction projects and rail-trail conversions.

Background

TEP is a reimbursable Federal-aid funding program for transportation-related community projects that strengthen the intermodal transportation system. The program was

established as a dedicated funding source by the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and has been continued through subsequent surface transportation acts, including SAFTEA-LU. In accordance with these acts, 10 percent of the Surface Transportation Program (STP) is set aside for TEP. Project eligibility requirements are determined by the Federal Highway Administration (FHWA), but the program is administered by the SHA. All TEP bicycle and pedestrian improvement projects are listed in the Maryland's annual Consolidated Transportation Program (CTP).

Types of Projects Funded

According to FHWA, funding from TEP may be used to assist projects that fall into 1 of twelve categories. Trails are included in 2 of these categories; pedestrian and bicycle facilities, and preservation of abandoned railway corridors. The pedestrian and bicycle facilities category includes projects such as:

- New or reconstructed sidewalks, walkways, or curb ramps;
- Bicycle lane striping;
- Paved shoulders;
- Bicycle parking and bus racks;
- Off-road trails; and
- Bicycle and pedestrian bridges and underpasses.

The preservation of abandoned railway corridors category includes:

- Acquiring railroad rights-of-way;
- Planning, designing, and constructing multi-use trails;
- Developing rail-with-trail projects; and
- Purchasing unused railroad property for reuse as trails.

TEP funds also may be used to construct trailheads and amenities related to an eligible project, including safety lighting and fencing, bicycle lockers, small parking lots, and restrooms.

Trails funded by TEP cannot be exclusively for recreational use. Instead, they must create a supporting link in the regional transportation system or connect significant land uses. Trails must be located on publicly owned right-of-way or on right-of-way with a permanent easement held by a government agency. Facilities must also adhere to the American Association of State and Highway Transportation Officials (AASHTO) *Guide for Development of New Bicycle Facilities* and comply with ADA, NEPA, and all other applicable state and Federal regulations.

In order to leverage its limited TEP funds, the State of Maryland has implemented stricter limitations on the types of trail projects TEP funds can be used for than those outlined by FHWA. Within Maryland, TEP funds may only be used for construction of off-road trails.

TEP *cannot* be used to cover trail marketing, staffing, maintenance, planning, acquisition, operating costs, or construction of on-road facilities (even as linkages in trail systems).

Application/Funding Process

In order to receive TEP funding, organizations must submit an application, which is reviewed by SHA staff and a Technical Advisory Committee composed of representatives from various state agencies. The Secretary of Transportation makes final project decisions with the approval of the Governor. Once a project is awarded funding, SHA holds a “kickoff” meeting with the sponsor to further refine the schedule and cost estimate.

In the review process, preference is given to projects that:

- Have completed a minimum of 30 percent of the design process (required);
- Have all right-of-way secured;
- Have well-documented, budgeted matching funds;
- Are well-developed and can be completed within the planned timeframe; and
- Have a well-defined scope (sponsors have considered where the trail goes to and from, what if any structures are needed, streams and wetlands that may be impacted, how they will acquire necessary land, etc.).

In Maryland, the minimum TEP amount a sponsor can request is \$50,000. Typical TEP trail funding requests range from \$100,000 to \$3 million. TEP projects are generally larger and more expensive than those funded through the Recreational Trails Program or other sources. Most regional trails, rail-trails, and trails involving large pedestrian/bicycle bridges utilize TEP funding; whereas smaller county and local trails rely more heavily on funding from other sources.

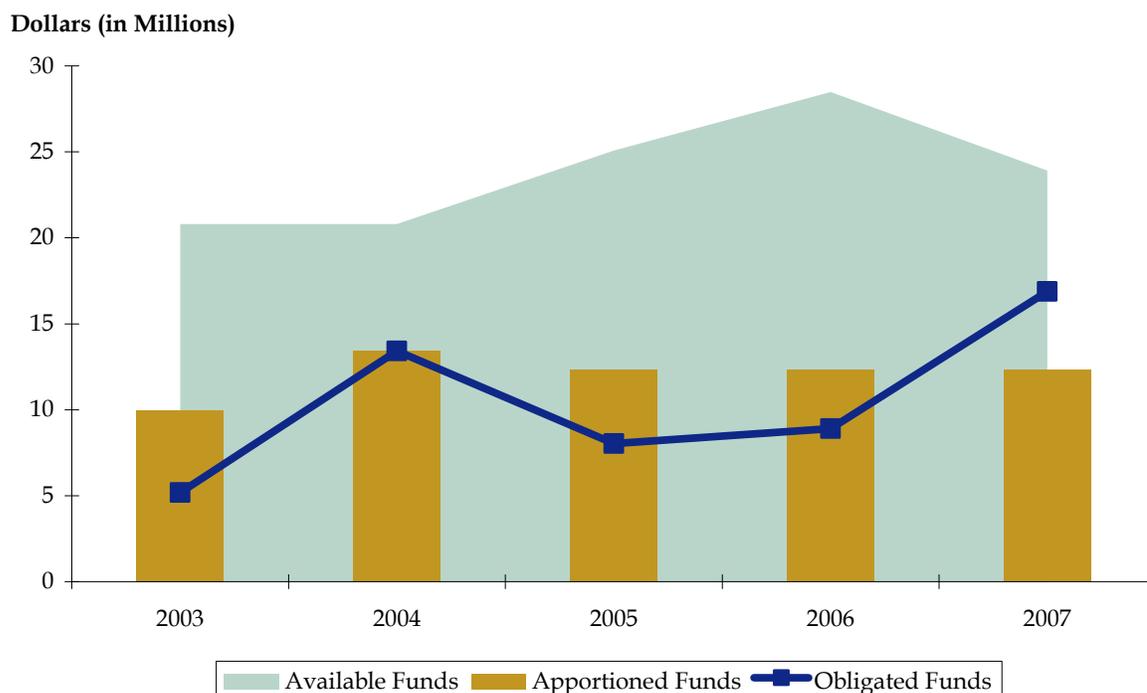
FHWA guidelines state that TEP funding recipients must provide at least 20 percent of total project costs in matching funds. Within Maryland, TEP project sponsors are responsible for funding at least half of all project costs. This practice, as well as limiting TEP to construction projects, has been a contentious issue in the State. According to TEP staff, a major problem the program has experienced with submittals in the past is that they were not well-developed and have taken longer to complete than planned, causing a backlog in funding. The 30 percent design requirement, construction only criteria, and 50 percent match requirement were created to address these issues by encouraging sponsors to do more planning and create more buy-in at the local level before pursuing Federal funding.

Budget

Figure 4.2 shows the total funds available, apportioned, and obligated through Maryland’s TEP program over the previous five fiscal years for which data is available.

The amount of TEP funds apportioned to Maryland rose from approximately \$10 to \$11 million annually to over \$13 million in FY 2004. Since then, Maryland’s annual TEP apportionment has remained stable at \$12.3 million over the past three fiscal years. The State obligated fewer funds than it was apportioned in FY 2005 and 2006, but made up this by obligating 137 percent of its apportioned funds in FY 2007.

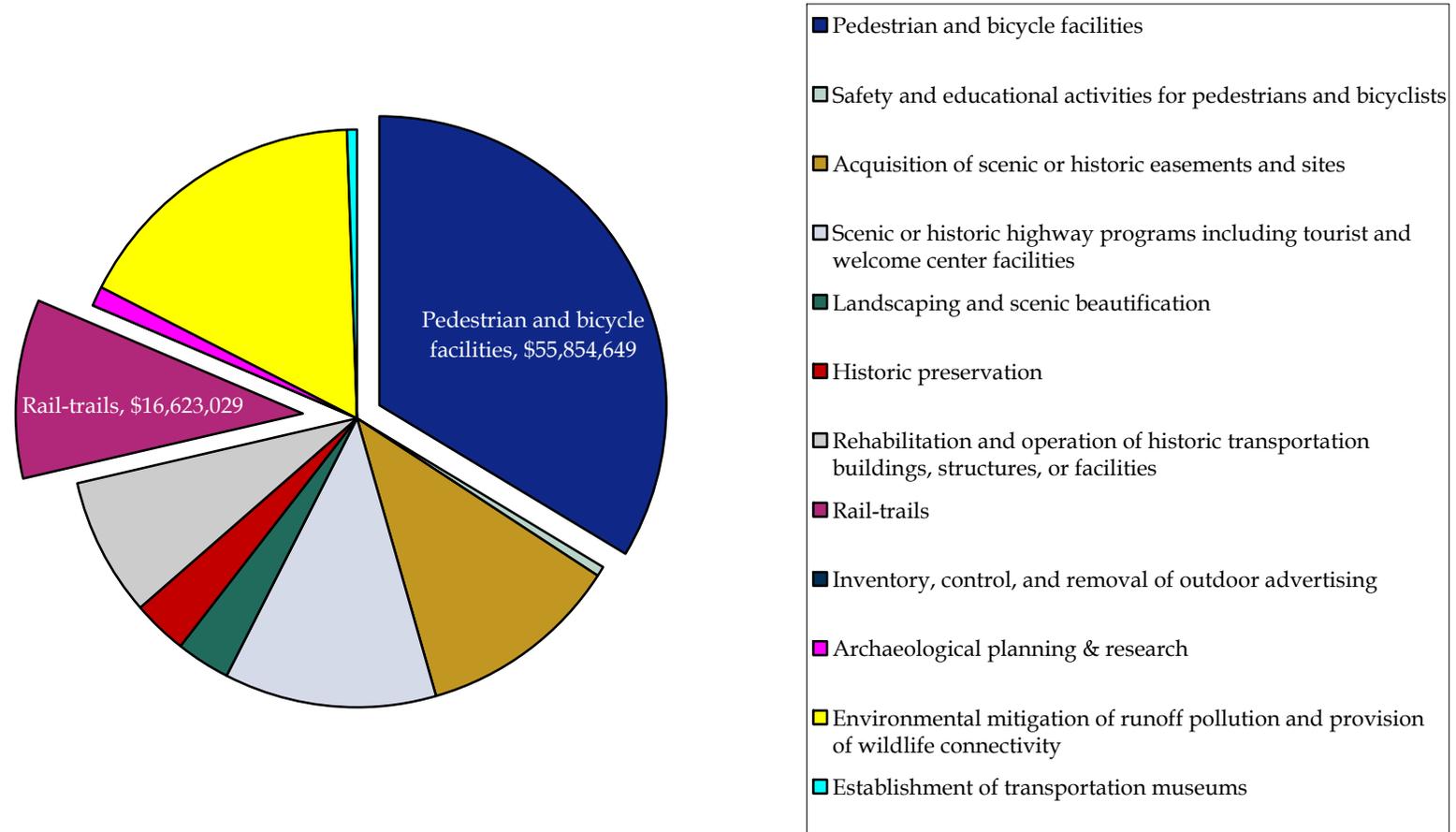
Figure 4.2 Maryland’s Available, Apportioned, and Obligated TEP Funds
FY 2003-2007



Source: Transportation Enhancements Clearinghouse.

Nationally, 55.1 percent of TEP funds have been allocated to pedestrian/bicycle facilities and rail-trails over the life of the program (FY 1992-2007). Of these funds, 45.7 percent went to off-road trail projects, 14.1 percent to on-road facilities, and 11.8 percent to rail trails. In comparison, Maryland has awarded \$147,936,598 for 228 TEP projects since FY 1992. Of these funds, approximately 34 percent (\$55.9 million) were awarded for the construction of pedestrian and bicycle facilities and 10 percent (\$16.6 million) for construction of rail-trails. Figure 4.3 shows the distribution of Maryland TEP funds by project category.

Figure 4.3 Maryland's Distribution of TEP Funds by Category
 FY 1992-2007



Source: Transportation Enhancements Clearinghouse.

Over the past five years (FY 2004-2008), Maryland TEP awarded a total of \$25,776,806 for 22 trail construction projects that, when completed, will account for nearly 30 miles of new shared use trails. A detailed list showing the name, award amount, location, length, and status of each project is located in Attachment 1.

Trail projects funded by TEP are distributed throughout the State, although there are multiple counties that have never received and/or applied for TEP funding for trail development. As Table 4.3 shows, however, more populous and urban counties receive the largest funding amounts. Since FY 2004, Baltimore City has received the largest amount of TEP funds for trails, followed by Montgomery, Frederick, Washington, Calvert, Charles, and Prince George’s counties.

Table 4.3 TEP Trail Funding by County

County	2004	2005	2006	2007	2008	Grand Total	Percent of 2004-2008 TEP Funds
Baltimore City	\$1,600,000	\$2,000,000	\$553,634		\$1,980,000	\$6,133,634	23.80%
Calvert	\$1,629,900					\$1,629,900	6.32%
Carroll	\$384,706					\$384,706	1.49%
Charles			\$1,504,100			\$1,504,100	5.84%
Frederick				\$3,000,000	\$857,302	\$3,857,302	14.96%
Harford		\$891,942				\$891,942	3.46%
Howard			\$385,800			\$385,800	1.50%
Montgomery	\$3,956,907	\$686,949	\$1,255,526			\$5,899,382	22.89%
Prince Georges	\$920,210		\$53,000	\$200,000		\$1,173,210	4.55%
St. Mary’s					\$771,000	\$771,000	2.99%
Talbot			\$470,830			\$470,830	1.83%
Washington			\$2,450,000			\$2,450,000	9.50%
Wicomico		\$225,000				\$225,000	0.87%
Grand Total	\$8,491,723	\$3,803,891	\$6,672,890	\$3,200,000	\$3,608,302	\$25,776,806	100.00%

Source: TEP.

Challenges and Successes

In the State of Maryland, there is some concern that there are currently more TEP funds available than are obligated to fund projects. Also, the number of applications that TEP receives has been decreasing. FHWA established 75 percent as a national goal for obligations in 1996. In 2003, the FHWA held a Program Process Review for Maryland’s

TEP because its obligation rate was lower than the national goal in FY 1992 to 2000. The purpose of the investigation was to determine the reason TEP funds were not being obligated to sponsors and to follow-up on a complaint received from the state DNR that the TEP process was too complicated. Issues identified by this review include:

- Most projects have significant scope changes and schedule slips;
- Cost estimates are inaccurate because they are not based on detailed engineering or in depth project investigations; and
- Some sponsors do not have the knowledge or expertise to successfully complete a TEP project and need clearer guidance from SHA.

The review concluded by making the following recommendations:

- Clarify the 50 percent match of construction cost;
- Look for opportunities to streamline the TEP Program requirements based on project type and scope size;
- Require at least 30 percent design for those projects that are more complex;
- SHA should include a time limit in the MOU for final invoice with the stipulation that funds can be withdrawn if final invoice not received by the set date; and
- SHA should require more substantial public involvement before they approve the project for funding.²⁵

Several of these recommendations (e.g., 30 percent design requirement) have since been implemented. As a result, Maryland's obligation rate has risen to 82 percent, exceeding the national average of 76 percent.

TEP currently is working on developing a methodology for encouraging new projects. Several steps that TEP staff suggested could be taken to improve the funding process – assuming adequate funding and staff were made available – include conducting more outreach with projects and soliciting letters of interest from potential applicants. Many potential projects contact TEP regarding funding each year, but fail to follow through and complete the application process.

Regarding difficulty obtaining matching funds, the National Transportation Enhancements Clearinghouse published a technical brief entitled “Finding Matching Funds for Trail Projects” in 2000. This document presents several case studies of trail projects that used collaborations, innovative fund-raising strategies, or Federal funding from non-DOT-related programs to obtain match funds needed for TEP projects.

²⁵<http://www.fhwa.dot.gov/demddiv/edocs/0903review.htm>.

Distributing this document to potential trail project sponsors could assist in overcoming some funding hurdles.

Recreational Trails Program (RTP)

RTP is the second largest Federal funding source for trails in Maryland. Since 2004, RTP has awarded a total of \$4,899,069 for the acquisition, development, construction, and maintenance of trails throughout the State. The maximum amount a sponsor may request through RTP is \$30,000; however, these funds may be used for a wider variety of trail projects than TEP funds.

Background

The State Highway Administration (SHA) administers two separate trail funding programs in the State of Maryland, TEP, and the National Recreational Trails Program (RTP). Funds for RTP come from the Federal Highway Trust Fund and represent a portion of the motor fuel excise tax collected from off-highway recreational vehicle fuel sales. Projects funded by RTP are selected based on criteria created by the FHWA.

Types of Projects Funded

RTP supports the development of community-based recreational trails designed for pedestrian, bicycle, in-line skating, equestrian, cross-country skiing, and off-road vehicle use. Maintenance of existing trails, construction of new trails, property acquisition for trails, and development of trailside facilities may all be funded through this program. All states must use 30 percent of their funds for motorized trail uses, 30 percent for non-motorized trail uses, and 40 percent for diverse (mixed motorized and non-motorized) trail uses.

Application/Funding Process

Each year, RTP solicits funding applications from local governments, nonprofits, and other potential sponsors. All submitted applications are then reviewed by the Recreational Trails Advisory Committee and the Secretary of the Department of Transportation. The Recreational Trails Advisory Committee is composed of trail users and representatives from SHA, DNR, and other organizations with an interest in the trail system.

The projects funded by RTP are smaller than those funded by TEP and there is no minimum request amount. Since 2002, there have been more applications than RTP funds available each year. As a result, preference is given to projects that:

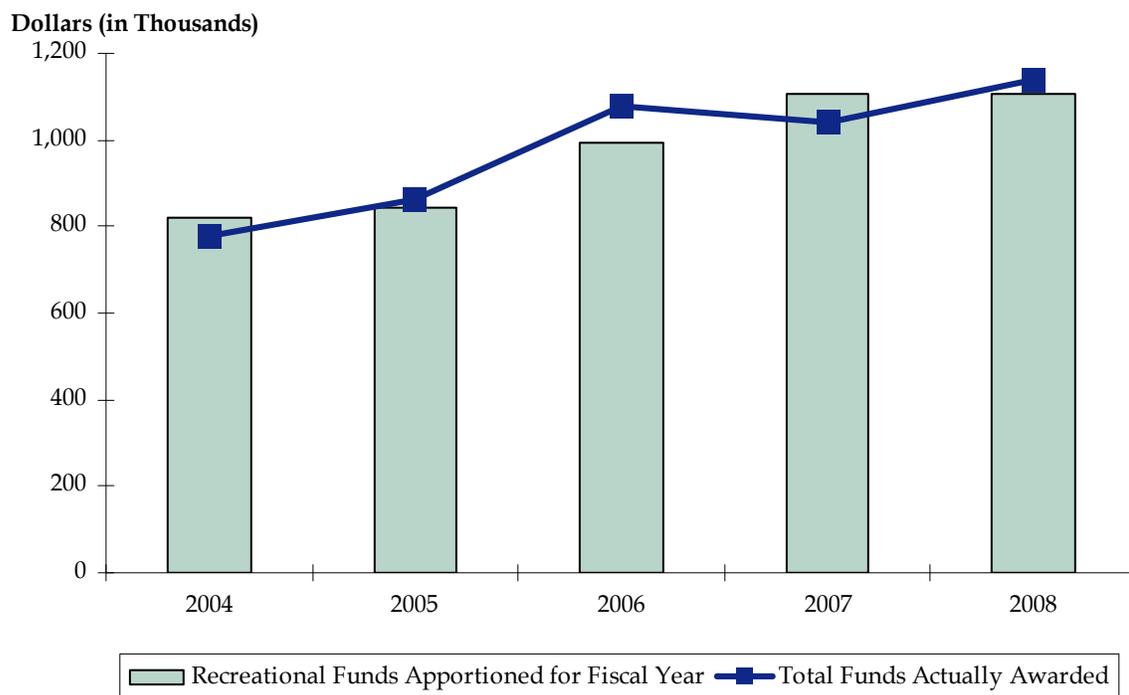
- Create linkages with the regional transportation system;
- Complete existing trails; and
- Complement other tourist areas (i.e., scenic byways, heritage areas).

Through RTP, Federal funds are available to reimburse applicants for up to 80 percent of the cost of a trail project. Project sponsors must provide at least 20 percent of the project cost in matching funds. However, if the trail property was acquired within two years of the funding proposal submission it may be counted as an in-kind contribution. Matching funds must be documented in the local jurisdiction’s budget and a Memorandum of Understanding must be signed before RTP funds are made available.

Budget

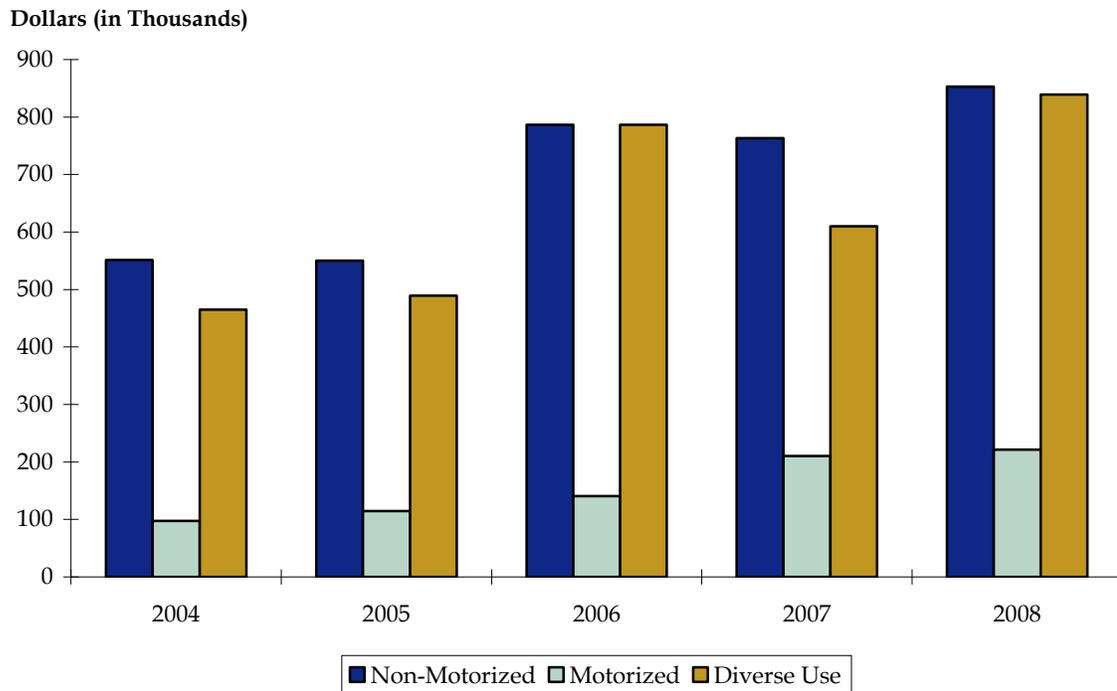
Figure 4.4 shows the total funds apportioned and awarded through Maryland’s RTP program over the last five fiscal years. The amount of RTP funds apportioned to Maryland has increased each year, from \$820,336 in FY 2004 to \$1,104,000 in FY 2008. In each fiscal year except 2004 and 2007, the State awarded more funds than it was apportioned for that year, indicating high demand for these funds. The annual amount of “returned or left over” funds for RTP are low, ranging from \$3,210 in FY 2007 to \$274,836 in FY 2005.

**Figure 4.4 Maryland’s Apportioned and Awarded RTP Funds
FY 2004-2008**



Since FY 2004, RTP has awarded a total of \$4,899,069 for trail projects throughout Maryland. Of these funds, \$3,503,600 went towards non-motorized trails, \$784,032 to motorized trails, and \$3,189,909 towards “diverse use” trails that serve multiple types of users (e.g., hiker/biker trails, hiker/equestrian trails, ATV/mountain bicycle trails).

Figure 4.5 RTP Funding by Trail Type



Source: RTP.

Funding for many trails is included under multiple categories, so these figures add up to more than 100 percent of the total RTP funding amount.

Although they have funded slightly more projects in rural areas, RTP also funds a large number of urban trail projects. According to RTP staff, town governments have been particularly savvy in coming up with matching funds for RTP projects. In rural areas, the State applies for funds and in urban areas the Town Manager applies. RTP has seen only a few applications for county park and recreation facilities.

Best Practices

The RTP program is trying to develop ways to streamline the Federal-aid process in order to improve the funding process. One way that they do this is to put together the Federal-aid package for each sponsor. This approach makes the process less time-consuming and intimidating, especially for rural areas with less staff and experience with Federal aid.

Preparing Federal-aid packages for all sponsors is the main difference between how RTP and the TEP administer their funding – TEP does not do this because of the size of their projects.

Program Open Space (POS)

POS is one of the largest state funding sources for trails in Maryland. Unfortunately, since trail projects are frequently included in larger POS park funding proposals, it is not possible to determine the exact amount of funding from this program that has gone to trail acquisition and construction. POS was cited as a primary source of acquisition and matching funds for trail projects by county budget documents and staff interviewed for this report.

Background

Program Open Space (POS) is managed by the Maryland Department of Natural Resources (DNR). POS administers grant funds made available to local communities through the Outdoor Recreation Land Loan of 1969 and the Land and Water Conservation Fund of the National Park Service. When an individual purchases real estate in Maryland, the 0.5 percent real estate transfer tax is allocated to the State’s conservation fund and POS. (On several occasions, these funds have been redirected by the Governor and/or Legislature and partially replaced with general obligation bond funding.)

Types of Projects Funded

POS provides funds to support outdoor recreation investments through two components. Half of POS’s funds are dedicated to the Localside grant program, which provides financial and technical assistance for planning, acquisition, and/or development of recreation land or open space areas. The second component of Program Open Space funds acquisitions of recreation land and open space by the State. Land for trails can be purchased or developed using funds from either component.

Application/Funding Process

POS funds are apportioned to each county and Baltimore City annually for projects identified and prioritized by the local governing body. The amount of funding allocated to each county annually is based on a formula that evaluates population change and the amount of transfer tax collected in the county over the previous year. As a result, POS funding is sensitive to changes in local real estate markets.

To receive POS funding, each local governing body must prepare a Local Land Preservation and Recreation Plan and submit it to the DNR and Maryland Department of Planning for joint approval. This plan must be revised at least every five years. After obtaining approval for proposed projects, the body must submit an Annual Program to the DNR and MDP by July 1. The Annual Program lists the acquisition and development

projects the county would like funding for and is the basis for their total allocation. Individual applications for projects also may be submitted in addition to the Annual Program, but this is not frequently done.

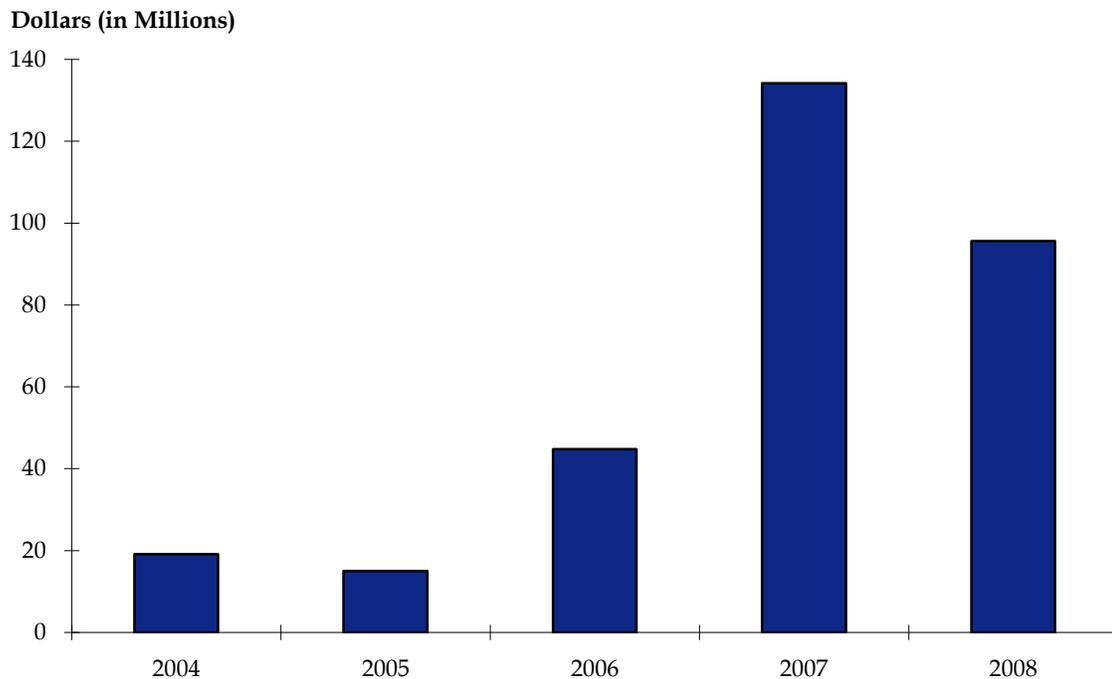
In order to qualify for funding, the projects in the Annual Program must provide recreational opportunities for residents and be in line with the county's Local Land Preservation and Recreation Plan. Local governing bodies may use up to \$25,000 of POS funds annually for planning projects that update their Local Land Preservation and Recreation Plan.

Each applicant's matching share is determined by their progress towards meeting preservation goals and the amount of funds allocated to their jurisdiction. The Local Land Preservation and Recreation Plan establishes a land acquisition goal for each county (i.e., acquire X acres of recreational land and open space per 1,000 residents). Counties that have not met their acquisition goal must provide a 25 percent match for POS projects. Counties that have met their acquisition goal must provide a 10 percent match. In some cases, POS funds may be used to reimburse local governments up to 100 percent of the costs for local acquisitions projects or for development of new recreation improvements, support facilities, or major capital rehabilitation projects. POS law allows a local government to use up to 75 percent of the appraised value of land donated them for recreation or open space use as their matching share on a development project.

Budget

Figure 4.6 shows the total funds awarded through Maryland's POS program over the last five fiscal years. The figures shown are for *all* POS programs, not just trail projects. Unfortunately, since trail projects are frequently included in larger POS park funding proposals, it is not possible to determine the exact amount of funding from this program that has gone to trail acquisition and construction.

Figure 4.6. Awarded POS Funds
FY 2004-2008



Source: POS.

As mentioned previously, the amount of POS funds available each year is dependent upon the real estate market and, as a result, changes from year to year. POS fund availability has varied dramatically over the past five years, from a low of \$15 million in FY 2005 to a high of over \$134 million in FY 2007.

In addition to the funds shown in Figure 4.6, Baltimore City receives \$1.5 million annually from the state portion of POS in the form of a “Direct Grant.” These extra funds are provided because Baltimore City cannot benefit directly from having a State Park area, like most counties, due to the degree of development already present in the City. POS funding distributions by county are available in Attachment 1.

Best Practices

One of the biggest strengths of the POS program is its flexibility and that it allows counties to identify and prioritize their own projects. Over the life of the program, POS has acquired over 278,368 acres of land and provided more than 4,000 grants to local governments. The program also has helped to establish a greenway network and ensure that public park or open space is within 15 minutes of most Maryland residents.

■ Local Government Approaches

Throughout Maryland, there is wide variation in the level of trail development and availability of local knowledge regarding trail funding. Some areas have well-developed trail systems and funding mechanisms, while others have few existing facilities and limited experience with Federal-aid and other potential funding sources. Resources for trail development are limited throughout the State and local governments have developed diverse strategies for funding their trail systems. These strategies vary based on local contexts (e.g., population, growth rate) and views of the role of trails (e.g., alternative transportation, recreation). As a result, it is helpful to examine the budgets of local governments throughout the State in order to highlight innovative funding mechanisms, successful approaches, and obstacles to funding trail development.

This section presents profiles of three local governments' trail funding budgets; Baltimore City, Montgomery County, and St. Mary's County. Each review includes:

- Background on the county's trail program (including major trails located in the area);
- Agencies/documents responsible for trail funding; and
- Key funding sources for trail development.

A detailed five-year trail project funding history for each county is included in Attachment 1.

Table 4.4 shows the number and type of trail projects included in each profiled county's Capital Improvement Program over the past five fiscal years. Montgomery County has the largest trail program, with 13 to 16 trail projects ranging from initial land acquisition to ongoing trail maintenance included in their CIP each year. Baltimore City's CIP concentrates on a smaller number of larger budget trail projects and does not clearly distinguish trail acquisition projects. St. Mary's County's trail program is relatively new. The county's CIP focuses on one major trail project and does not yet contain separate funding for trail maintenance activities.

Table 4.4 Number and Type of Trail Projects by Year

Location	Fiscal Year	Number of Projects	Types of Trail Projects Included in CIP			
			Acquisition	Planning/Design/Engineering	Construction	Maintenance
Baltimore City	2009	1		●	●	
	2008	5		●	●	
	2007	4		●	●	
	2006	6		●	●	●
	2005	3			●	●
Montgomery County	2009	14	●	●	●	●
	2008	14	●	●	●	●
	2007	13	●	●	●	●
	2006	13	●	●	●	●
	2005	16	●	●	●	●
	2004	16	●	●	●	●
St. Mary's County	2009	2	●		●	
	2008	4	●	●	●	
	2007	1		●	●	
	2006	1		●	●	
	2005	2			●	
	2004	3			●	

Source: Baltimore City, Montgomery County, and St. Mary's County CIPs.

Table 4.5 shows the total amount of funding from various Federal, state, and local programs dedicated to projects involving trails in each county's CIP over the previous five fiscal years.

Table 4.5 Five-Year CIP Trail Funding Summary

Location	Fiscal Year	Federal			State			Local						Other		Total	
		TEP	RTP	Other Federal Funds	POS	Community Parks and Playgrounds Grant	Other State Funds	Motor Vehicle Revenue	General Funds/Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Transfer Tax	Impact Fees	Intergovernmental		Contributions
Baltimore City	2009	\$2,100,000						\$2,100,000									\$4,200,000
	2008							\$1,955,000	\$2,000,000								\$3,955,000
	2007	\$2,000,000			\$1,000,000		\$400,000	\$2,900,000		\$850,000							\$7,150,000
	2006	\$3,000,000		\$87,000				\$700,000									\$3,787,000
	2005	\$600,000						\$1,116,000									\$1,716,000
Montgomery County	2009	\$2,431,000			\$6,620,000				\$150,000	\$4,943,000	\$1,602,000	\$463,000			\$280,000		\$16,209,000
	2008	\$800,000			\$1,390,000		\$7,000		\$893,000	\$8,768,000	\$295,000	\$40,000					\$12,193,000
	2007	\$827,000			\$823,000				\$134,000	\$3,713,000	\$449,000	\$511,000			\$93,000		\$5,630,000
	2006	\$264,000			\$60,000				\$497,000	\$3,822,000	\$17,000	\$50,000			\$118,000		\$4,710,000
	2005	\$2,640,000			\$2,312,000				\$141,000	\$3,104,000	\$349,000						\$8,546,000
	2004	\$387,000			\$30,000		\$149,000		\$725,000	\$4,605,000	\$1,065,000	\$175,000		\$337,000	\$24,000		\$7,473,000
St. Mary's County	2009	\$771,000	\$30,000		\$146,200								\$109,475	\$328,425			\$1,385,100
	2008		\$30,000		\$980,000	\$125,000								\$665,425			\$1,800,425
	2007		\$30,000		\$150,000									\$167,000			\$347,000
	2006		\$50,000		\$175,000								\$50,000	\$200,000			\$475,000
	2005				\$100,000					\$200,000			\$50,000				\$350,000
	2004				\$232,470					\$442,530			\$50,000	\$450,000			\$1,175,000

** POS funds shown are total funds for acquisition and construction of parks that include trails.

Baltimore City

The Baltimore metropolitan area is a severe nonattainment area for ground level Ozone Air Pollution, according to the EPA. As a result, the City is trying to encourage citizens to walk and ride bicycles to help them comply with Federal Air Quality standards.

Major Trails and Background

In 2006, Baltimore City contained 13.8 miles of shared use trails. The majority of which is part of Baltimore's two most popular trails, the Gwynns Falls Trail and Jones Falls Trail. When completed, the Gwynns Falls Trail will be 14 miles long and will connect the Gwynn Falls stream valley, the Patapsco River, the park-and-ride lot at I-70, and the Inner Harbor. The trail will provide a link between 30 Baltimore neighborhoods. The Jones Falls Trail is an 8-mile trail, scheduled to be completed by 2010. When completed, the Jones Falls Trail will extend north-south through the center of the city from the Inner Harbor to Lake Roland. Long-term trail plans for the city include constructing greenways between Herring Run Park and Morgan State University, on the east edge of the city.

Agencies/Documents

Baltimore City's Department of Recreation and Parks is responsible for constructing and maintaining the majority of trails in the City. The Department of Transportation has responsibility for the small percentage of trails that are located on public right-of-way and partners with the Department of Planning to design and plan trails citywide. Trail funding sources are identified in the City's annual Capital Improvements Program (CIP) and its Bicycle Master Plan.

The City of Baltimore assumes that low bicycling rates are due to poor infrastructure and a lack of accommodations. To address this issue, the City's new Comprehensive Plan strongly supports the establishment, maintenance, and design of new greenways. In addition, in 2006 the City completed a Bicycle Master Plan that identifies a 450-mile network of on-street bicycle routes and off-street trails and explores funding opportunities to establish this network. The plan includes a detailed list of proposed trails, trail extensions, and "connectors" between existing trails and on-street bicycle facilities. One of the performance measures for the trail system is to keep at least one trail segment in design and construction each year.

Key Funding Sources

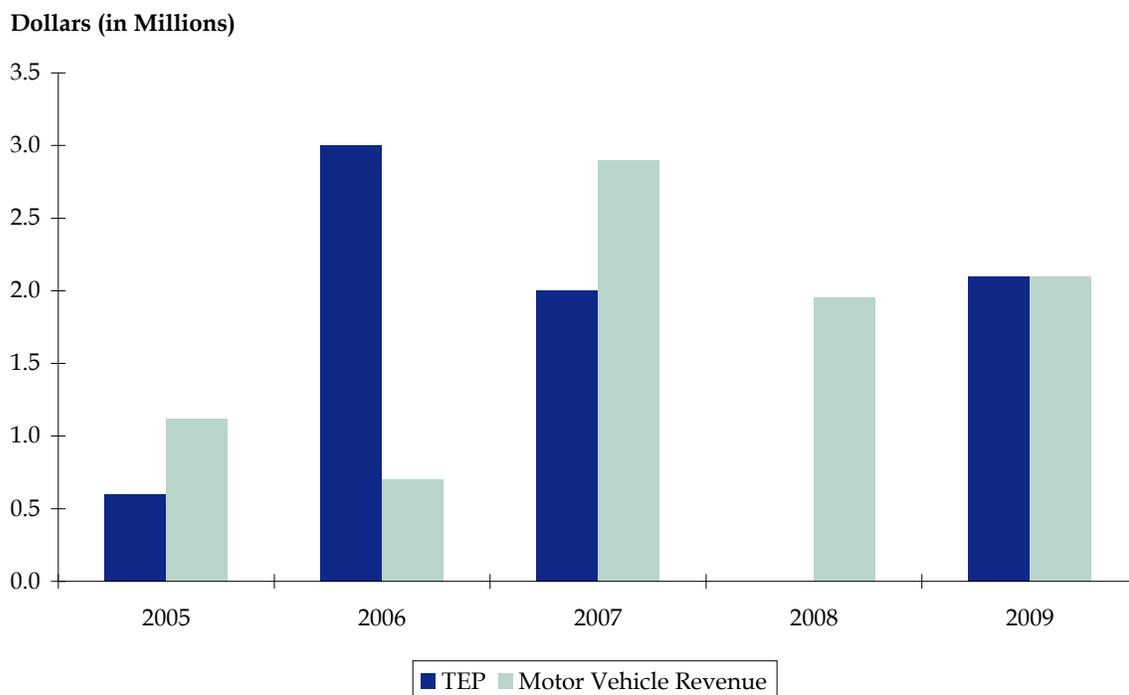
According to staff from the Department of Parks and Recreation, finding adequate funds for trail programs has not been a problem. Baltimore City contains one of the largest populations and potential trail user groups in the State. Funding agencies and the State have recognized this fact and have been very supportive of the City's trail development program.

Program Highlights

- Recipient of largest amount of TEP and POS funds FY 2004-2008.
- Local Motor Vehicle Revenue is primary source of funds for trail planning, maintenance, and construction.
- Baltimore City Bicycle Plan sets goal to keep at least one trail segment in design and construction each year.

Over the last five years, trail work in Baltimore City has concentrated around planning and constructing multiple phases of the Gwynn Falls and John Falls Trails. The City relies primarily on Federal funds such as TEP to introduce new trail programs and uses local motor vehicle revenue funds to achieve their 50 percent match and leverage these Federal dollars. The City also uses state POS funds for trail land acquisition when necessary, but these funds are not included as distinct trail projects in the City’s annual CIP. Table 4.6 shows the amount allocated to trail projects in the City’s CIP from each funding source over the past five fiscal years.

Figure 4.7 Baltimore City Trail Funding by Program
FY 2005-2009



Source: Baltimore City CIP, 2005-2009.

Transportation Enhancements

All potential TEP projects in the City of Baltimore are submitted by the Baltimore City Department of Planning. In FY 2008, Baltimore City received more TEP funds for bicycle and pedestrian projects than any other jurisdiction in the State. Two TEP-funded trail projects in Baltimore City are identified in the 2008–2013 CTP; the Key Highway Bicycle Path – a 10-foot-wide trail from I-95 to Lawrence Street receiving \$474,000 – and the Jones Falls Trail “Phase 3” – a 2.75-mile extension to the existing trail receiving \$1.6 million.

The Department of Parks and Recreation has a long-term and positive relationship with the SHA, which in turn has made the funding process work more smoothly. Current staff in charge of trail funding have completed seven to eight applications for Federal funding, are familiar with the application process, and report few difficulties. Baltimore City staff formerly completed all trail design “in house,” but recently hired a consultant to assist them with this process due to the large number of trail projects they are now working on.

One of the main challenges to obtaining trail funding for the City of Baltimore has been creating a common vision of the role of trails in the City and a common interpretation of how various funding programs can be applied to trails. Current funding programs do not have provisions to accommodate trails in urban environments such as Baltimore City. Historic neighborhoods, narrow streets, and other circumstances create obstacles that limit the City’s ability to construct trails that are in line with the design requirements of various funding programs. When these issues arise various staff – at the City and the funding agency – can interpret requirements differently, making progress difficult.

Motor Vehicle Revenue

A unique approach to trail funding taken by the City of Baltimore is to use local Motor Vehicle Revenues to support the growth of its trail system.

Local Motor Vehicle Revenue is a portion of the State Transportation Trust Fund that is allocated to each jurisdiction based on the number of cars registered in the area and the number of lane miles it contains. These funds may only be used to fund transportation projects. Baltimore City has taken a progressive stance and defines trails as transportation, as opposed to recreation projects, allowing them to receive funding under this program.

Motor Vehicle Revenue has been the main source of funding for trail planning, maintenance, facilities, and construction in Baltimore over the last five years. In each year except 2006, \$1-\$2 million dollars of Motor Vehicle Revenue has been dedicated to trail projects in the CIP. The City uses these funds as its primary source of matching funds for TEP projects and to fund elements of trail projects that are not allowable under other programs (e.g., planning).

Program Open Space

Baltimore City was apportioned nearly one-quarter of all Localside POS funds (\$4,416,703) in FY 2008. In addition, the City receives \$1.5 million from the State Side of the program as a Direct Grant. Unfortunately, the percentage of these funds that was dedicated specifically to trail projects is difficult to determine due to the fact that they are frequently “packaged in” with larger park projects.

In Baltimore City, POS funds are used primarily to acquire land for trail projects. These acquisitions are generally included as part of larger parkland acquisition projects in the CIP, however, and cannot be easily distinguished. Only one Baltimore City trail project in the last five years has specifically included POS as a funding source. This project was the

renovation of existing trails in the Three Sisters area in Druid Hill Park. This project also was one of only two projects in Baltimore City to receive funding from City General Obligation Bonds.

Other Funding Sources

Over the last five years, TEP, POS, Motor Vehicle Revenue, and General Obligation bonds have been the only sources of trail funding identified in Baltimore City's CIP. The City has, however, examined other funding sources that it could use to fund trail projects in the future.

One of the objectives stated in the Bicycle Master Plan is to provide sufficient funding through the Capital Improvement Program (CIP) for implementation of trail projects identified in the plan. Potential new approaches to funding trail development and maintenance mentioned in the plan include:

- Partner with Baltimore public schools to obtain Federal Safe Routes to School funds;
- Partner with health organizations for funding requests;
- Create a Bicycle Coordinator position in the Department of Transportation funded by MD Comprehensive Traffic Safety Program; and
- Utilize Federal CMAQ funds for bicycle facilities.

Montgomery County

Montgomery County has an extensive existing trail network that serves the needs of commuters and recreational cyclists alike. The goal of this network is to provide access to commuter rail, mass transit, employment centers, recreational and educational facilities, and other major attractions.

Major Trails and Background

Over 100 miles of bicycle facilities currently exist in Montgomery County. These facilities include paved and natural surface rail-trails, commuter trails, and recreational pathways. The majority of county facilities is located in road right-of-ways and include shared use paths, designated lanes, and signed shared routes.

The largest trails in the county include:

- Rock Creek Trail;
- Capitol Crescent Trail;

Program Highlights

- Over 100 miles of bicycle facilities.
- Montgomery County Pedestrian Facilities and Bikeways Program for FY 2009 - 2014 totals \$54.3 million and includes 10 ongoing projects and 2 new projects.
- County G/O Bonds and General Funds used to meet match requirements for TEP projects.

- Bethesda Trolley Trail; and
- Georgetown Branch Interim Trail.

In addition, the county maintains multiple shared use pathways that provide parallel access along state highways and provide connections from trails and roadways to transit stations and other destinations.

The majority of trail projects identified in the County's biennial CIP include construction of pathway systems within new parks, development of access trails such as the Shady Grove Access Trail, and extension or renovation of existing trails.

Agencies/Documents

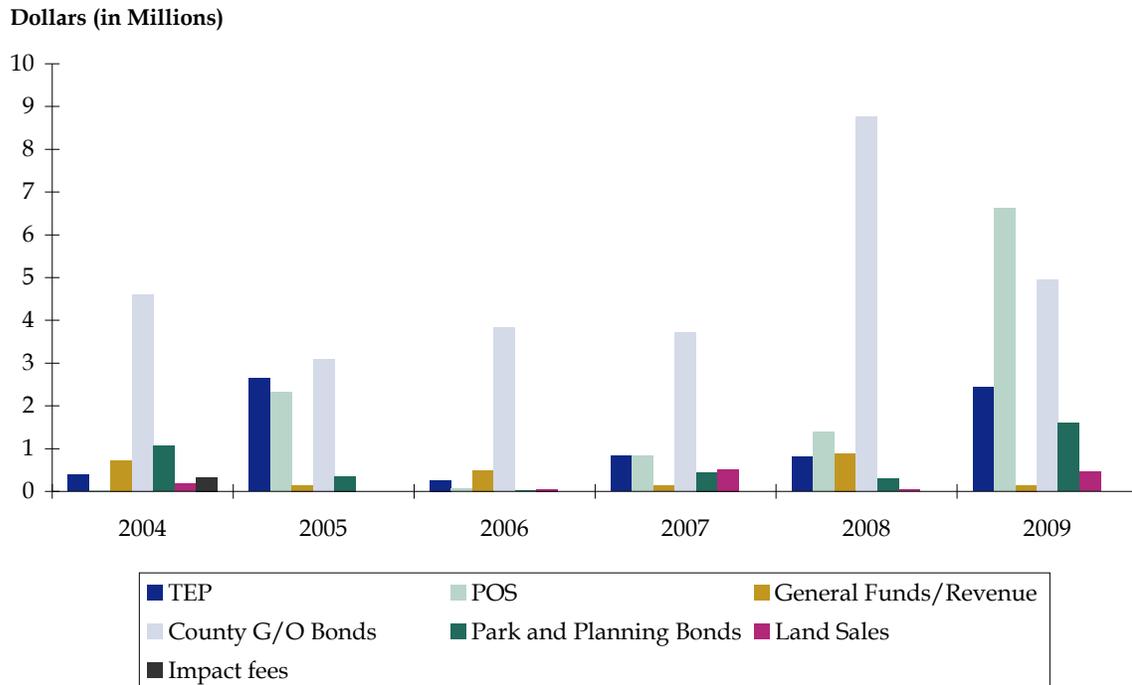
The County strives to develop and maintain trail facilities that contribute to the overall network. Potential trail projects are detailed in local area Master Plans and the Countywide Functional Master Plan of Bikeways. The County also relies on communities and the Montgomery Bicycle Action Group to identify and prioritize future trail projects.

Montgomery County DOT's (MCDOT) Division of Transportation Engineering is responsible for planning and constructing some new trails, as well as maintaining the existing on-road bicycle facilities in the county. The Maryland-National Capital Park and Planning Commission (M-NCPPC) maintains approximately 45 miles of trails located within Montgomery County parks.

Key Funding Sources

Over the last five years, trail work in Montgomery County has concentrated around renovating existing trails to meet ADA standards and constructing new trail links to popular destinations or through parks. New and large trail projects are included in the County's biennial Capital Improvements Program, which outlines their funding sources. The recommended Montgomery County Pedestrian Facilities and Bikeways Program for FY 2009–2014 totals \$54.3 million and includes 10 ongoing projects and 2 new projects. Figure 4.8 shows the amount allocated to trail projects in the County's CIP from each funding source over the past six fiscal years.

Figure 4.8 Montgomery County Trail Funding by Program
FY 2004-2009



Source: Montgomery County CIPs 2004-2009.

General Obligation Bonds

Maintenance of existing trails in Montgomery County is funded through “Level of Effort” programs, specifically the Annual Sidewalk and Annual Bikeway programs. The Annual Bikeway Program focuses on constructing bikeways at a cost of less than \$300,000 each. The total recommended budget for this program in the 2009-2014 CIP was \$1.8 million (\$1.1 million for planning, design, and supervision; \$258,000 for site improvement and utilities; \$395,000 for construction). In most years, all of the funding for the Annual Bikeway Program comes from General Obligation bonds.

County General Obligation Bonds are the largest source of funding for trail planning, design, construction, and maintenance.

Transportation Enhancements

The County relies on Federal TEP funds primarily for large budget projects such as pedestrian bridges and large trail expansions. Between FY 2004 and 2009, Montgomery County budgeted over \$7 million in TEP for large trail projects, including the Shady Grove Access Bicycle Path, Rock Creek Trail Pedestrian Bridge, Forest Glen Pedestrian Bridge, Bethesda Trolley Trail, and general trail hard surface renovation.

Program Open Space

As is the case in Baltimore City, it is difficult to determine the exact amount of POS funds used specifically for trail projects in Montgomery County. However, POS is listed as a primary funding source for several trail construction projects in the County’s CIP. Multiple park renovation and expansion projects that include construction of new trails and pathways also rely heavily on POS funding.

Other Funding Sources

In addition to bonds, the County relies heavily on its general revenue and Park and Planning Bonds to obtain matching funds for TEP projects. Sales of public land, impact fees, and private donations also have occasionally been used to fund small portions of trail projects over the last five years.

A very small percentage of trail funding is from intergovernmental sources. For example, the Washington Suburban Sanitation Commission may pay for utility relocation costs.

Several funding sources that the County currently uses for “pedestrian enhancements” that could be expanded to fund trails in the future include:

- **Transportation Improvements for New Schools (TINS)** - Program currently provides for transportation improvements to Montgomery County public schools.
- **Community Development and Block Grants (CDBG)** - Montgomery County currently uses CDBG funds for multiple bicycle and pedestrian enhancement programs run through its Community Development Department.
- **Parking Revenue** - Used for pedestrian enhancements in some parts of the County.

St. Mary’s County

Over the past five years, St. Mary’s County has experienced rapid growth. The County currently is developing a countywide network of bicycle facilities and trails to deal with increased traffic, demand for amenities, and other issues that have accompanied this growth. St. Mary’s has utilized Federal, state, and local sources to fund trail development. The County also has been successful in partnering with private businesses, developers, and citizens to fund trail construction and maintenance.

Program Highlights

- Three Notch Trail is listed as one of county’s “most significant projects” in the County’s 2009 CIP with total funding of \$1,392,000.
- Impact fees have provided a large portion of funding for recent trail construction.
- Some trail sections developed by private developers.
- St. Mary’s County recently completed its first TEP trail funding application.

Major Trails and Background

The Three Notch Trail is the primary shared use trail in St. Mary's County. The trail is listed as one of county's "most significant projects" in the County's 2009 CIP with total funding \$1,392,000. The trail is the backbone of the Southern Maryland Regional Trail and Bikeway System (SMRTABS) and is being constructed in eight phases as funding permits. Phase I is complete and construction of Phase II is nearly complete. Phase III (from Wildewood to Wal-Mart) is being constructed by several private developers and funded by the businesses adjacent to the trail. Phase IVB will be constructed in the future as part of the FDR Boulevard community road project.

When completed, Three Notch will be a 10-foot-wide asphalt trail approximately 28 miles long running from the Charles County line to Lexington Park. The trail primarily follows county-owned railroad right-of-way, so acquisition funding has not been an issue. The trail provides connections to commercial developments near Lexington Park, alternative route for Amish and Mennonite buggies, as well as a commuter path to Patuxent Naval Air Station.

Additional trails include those located near schools and in county and state parks (see Table 4.6). In 2005, 9 of the County's 23 schools had trails, and 4 had trails planned for development within the next 12 to 24 months. Nine of the 20 county parks in St. Mary's County have a trail system, 2 have proposed trails. All 4 state parks have trails.

Future trail needs are to provide a trail network in St. Mary's City that incorporates St. Mary's College and historical sites and to expand trails within St. Mary's River State Park.

Table 4.6 Trails at St. Mary's County Parks

Name	Status	Type	Length (Mile)
County Parks			
Cardinal Gibbons Park			
Cecil Park			
Chancellor's Run Regional Park	Existing	Hiking/Fitness	0.38
Chaplico Park	Planned	Nature/Hilling/Jogging/Equestrian	1.5
Dorsey Park	Existing	Nature/Hiking	1.5
Elm's Beach Park			
Fifth District Park	Existing	Nature/Hiking	1
Hollywood Soccer Complex			
Jarboesville Park			
John G. Lancaster Park	Existing	Nature/Jogging/Biking	.25
John Baggett Park at Laurel Grove	Proposed Enhancements	Nature/Hiking	1.5
Laurel Ridge Park			
Leonardtwn Elementary Park			
Miedzinski Park			
Myrtle Point Park	Existing	Nature/Hiking	3
Nicolet Park	Proposed	Nature/Jogging/Hiking/Biking	N/A
Piney Point Lighthouse Park			
Seventh District Park			
St. Andrews Estates Park			
St. Clements Shore Park			
Town Creek Park			
State Parks			
Greenwell State Park	Existing	Nature/Hiking/Biking/Equestrian	10
Point Lookout Park	Existing	Hiking/Biking	5
St. Clements Island St. Park	Existing	Hiking/Biking	N/A
St. Mary's River State Park	Existing	Hiking /Equestrian	8.15

Source: St. Mary's County Transportation Plan.

Trail Funding Documents

Within St. Mary's County, trails are the primary responsibility of the Department of Recreation and Parks and the Department of Public Works and Transportation.

The St. Mary's Recreational Trails Committee is a standing subcommittee of the Recreation and Parks Advisory Board and consists of bicycling, running, and horseback-riding enthusiasts. The Committee began meeting in 2001 to explore the Three Notch Trail and other trail issues. This group has been instrumental, along with the Recreation and Parks Board, in studying the county railroad right-of-way and developing the Three Notch Trail Report. Another group, the Friends of the Three Notch Trail, has organized to

inform and educate the public and assist with the project as needed. Potomac Trail Council is another group that coordinates with the U.S. Park Services on trail projects, including Potomac Heritage Trail designation.

St. Mary's Countywide Transportation Plan includes a Pedestrian and Bicycle Trails Plan, which identifies future trail projects and trail design standards. The plan highlights trails as recreational facilities, alternatives to driving, connections to neighborhoods and schools, safe facilities for school children, and opportunities to improve physical fitness. It also recommends development of a proposed bicycle trail system, prioritized sidewalk network, and pathways to schools.

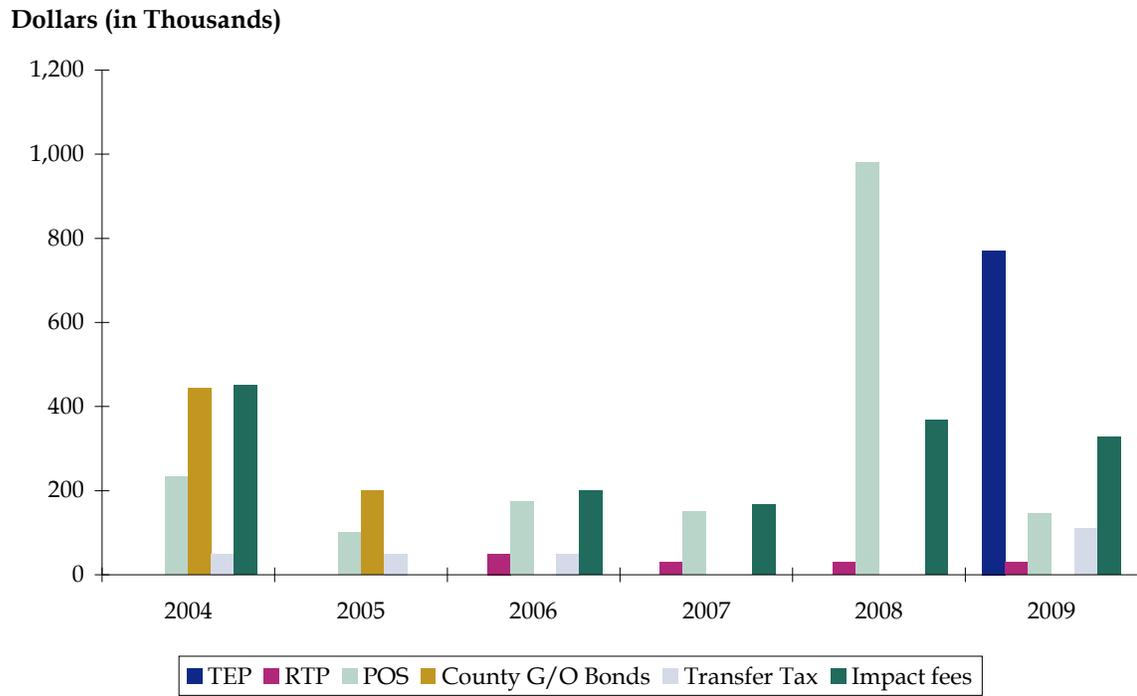
Other county documents addressing trail needs and funding include:

- 2005 St. Mary's County Comprehensive Plan;
- 2006 St. Mary's County's Land Preservation, Parks and Recreation Plan (LPPRP);
- 2005 Lexington Park Development District Master Plan; and
- Southern Maryland Regional Trail and Bikeway System Study (June 2001).

Key Funding Sources

Most of the trail projects listed in St. Mary's County's CIPs involve upgrades to existing roadway facilities, both county- and state-owned. As a result, the County has been able to acquire funding for these projects through a variety of existing programs at the Federal, State, and County level. Figure 4.9 shows the amount allocated to trail projects in the County's CIP from each funding source over the past six fiscal years.

Figure 4.9 St. Mary’s County Trail Funding by Program
 FY 2004-2009



Transportation Enhancements

St. Mary’s County recently completed its first application for TEP funding for a trail project. County staffs’ impressions of the TEP application process was that the application was long, but not too difficult. Following the schedule for meeting NEPA standards, signing the Memorandum of Understanding, and other requirements after receiving TEP funds has been difficult for the County, however. The State has required a redesign of the trail, which increased the project cost and delayed construction. Staff estimate that using TEP funding will add one year to the project timeline, compared to if the project were locally funded.

In FY 2009, the county budgeted \$771,000 for construction of Phases V and VI of the Three Notch Trail.

Recreational Trails Program

St. Mary’s County is the only county of the three that indicates using RTP funding for construction of shared use, transportation-oriented trails in its CIP. In FY 2006, the County received \$50,000 for construction and design of the Three Notch Trail. In each FY 2007-2009, the County received \$30,000 for construction of the Three Notch Trail.

Program Open Space

Like the other counties profiled in this analysis, St. Mary's County relies on POS funds for park and trail land acquisition. Since the County already owned the right-of-way for the rail corridor, the Three Notch Trail is being constructed on; however, it has been free to use more POS funding for trail design and construction.

Unfortunately, in recent years the amount of funding available to St. Mary's County through POS has fluctuated and diminished. As a result, staff are reluctant to rely on it for future trail projects and feel that they must prioritize other park projects that use this funding source.

Transfer Tax

Local transfer tax is primarily used for roadway base widening, but also may be used for trail work and park master planning. Engineering for the Three Notch trail has been paid for with local transfer tax and impact fees.

Impact Fees and Private Sector Collaboration

St. Mary's County has been very successful at collaborating with developers and local communities to obtain private development funds for trail facilities. The county's web site encourages residents who want bicycle paths, sidewalks, or improved roads for cycling to follow the following steps:

- First, gain support within their community for the project.
- Request your homeowners association sponsor the project (they will have to pay for 20 percent of the cost of the project as a local share).
- Make an application to the Department of Public Works and Transportation to have the project included in the CIP.
- Define the project scope, determine the cost, and obtain any necessary right-of-way prior to the application process. Representatives from the Engineering Services or Construction and Inspection Divisions will come to communities to discuss future projects.

St. Mary's County offsets some of its trail construction costs by requiring developers to build sections of trail or to pay a fee in lieu. A significant amount of the design and construction of the Three Notch Trail, which passes the South Plaza Shopping Center, has been paid for with impact fees. Several sections of the trail located in front of Kmart and Wal-Mart were constructed by private developers. This approach to trail funding has been supported by the County's Director of Land Use and Growth Management and has been incorporated into the approval process for new developments.

At each monthly Technical Evaluation Committee meeting, every county agency is provided a packet listing all developments that are currently in the concept stage. If the

development impacts a park, trail, or County right-of-way, the Department of Recreation and Parks presents its recommendations for remediation (e.g., impact fees, trail construction) at the next committee meeting. Since developers are alerted of the County's expectations early on in the development process, they have been very accepting of the Department's recommendations. Individuals who are subdividing property for residential development have been less open to this process than commercial developers. However, the Department tries to be flexible and is open to accommodations for unique situations (e.g., an individual cannot afford the impact fee).

In the future, the County hopes to create opportunities for individuals and businesses to "adopt" a section of the Three Notch Trail or to sponsor mile marker type signage. This will help reduce the future financial burden of trail maintenance. This program was actually designed and will be implemented by the Friends of the Three Notch Trail volunteer group. The County will only be responsible for installing the signage.

Community Parks and Playgrounds

Community Parks and Playgrounds funding is available only to Baltimore City and municipalities. These funds are dedicated to park improvements such as playgrounds and also can be used for trail construction. This program has a budget of about \$5 million/year and is a Smart Growth program focusing on infill projects and projects that help reduce sprawl. Communities can only apply for funding through this program once a year, before August 5.

In St. Mary's County, a \$125,000 grant through this program was used to build a hard surface shared use pathway in Lancaster Park.

Other Funding Sources

General Obligation Funds have been used for some trail projects.

Trail maintenance, including grass cutting along the sides of the trail, supplies and materials for minor repairs, and routine maintenance currently are covered as a miscellaneous expense in the St. Mary's County Park budget. As the trail system expands, this will need to become a separately programmed item and it is not clear where this funding will come from.

On July 1, 1997, the County began the County Retrofit Program, a locally funded program similar to the Sidewalk and Bicycle Retrofit programs, to fund construction of sidewalks and the paving of existing unimproved shoulders on county maintained roadways. This initiative was more formally adopted as part of the August 29, 2006 Countywide Transportation Plan, which identified future sidewalk, bicycle, and trails projects. Implementation of these projects is prioritized based on a visual needs assessments performed by engineers and inspectors.

Some trails within county parks are funded as part of park development projects or are sometimes constructed by staff and volunteers (nature trails).

The Board of County Commissioners and Department of Recreation and Parks annually host several events to celebrate National Trails Day on June 4. National Trails Day is sponsored by the American Hiking Society to promote the recreational and health benefits associated with the use of trails across the country. The St. Mary's County events have been organized and funded through partnerships with Historic St. Mary's City and the Chesapeake Bay Running Club, Friends of Myrtle Point Park, Summerset Sanctuary and Farm, the Friends of the Three Notch Trail, and the St. Mary's County Department of Recreation, Parks, and Community Services.



Three Notch Trail.

■ Recommendations

The TSIP consultant team has generated the following recommendations for further consideration:

- **Facilitate coordination and collaboration between actors and agencies involved in trail planning and funding.** Currently, different types of trails are managed by Departments of Park and Recreation, Transportation, Planning, and Community Development. Individual agencies working on a particular type of trail are not always familiar with the work being done by other departments and the funding sources they use.
- **Encourage counties to incorporate trails in relevant planning documents.** Trail projects that are addressed in multiple plans (i.e., Three Notch Trail) have been effective in securing funding. POS requires local government to prepare a Local Land Preservation and Recreation Plan to submit to DNR and MDP for approval. Such a requirement does not appear to be a burden for local governments.
- **Conduct outreach with communities to solicit applications.** RTP conducts outreach to solicit applications and as a result receives more applications than it can fund. This approach may be useful for TEP and could also provide a forum for better

communicating expectations with municipalities. To leverage resources, SHA might consider co-marketing TEP and RTP to jurisdictions.

- **Investigate new or underutilized funding sources.** Funding programs for which trails are eligible that do not appear to be extensively utilized in Maryland include Safe Routes to School and private foundation grants. Funding sources that would support maintenance activities, trail promotion/ marketing, and education would also be beneficial.
- **Explore new approaches to trail program management and policy processes to relieve the administrative burden of trail funding programs.** Opportunities exist to pursue advanced streamlining process and to adapt existing funding programs to better fit of the character of trail development. For example, providing assistance in preparing aid packages for municipalities may help ease the administrative burden of the application process. Assistance to jurisdictions on how to leverage funding sources (i.e., use of POS as a match for TEP funds) could also be helpful. Other approaches that might help alleviate the administrative and funding burden to jurisdictions include:
 - “Phasing” funding and project development;
 - Reducing the TEP minimum request and match requirement;
 - Reducing or removing the TEP engineering and design requirement; Providing technical assistance for RTP and TEP project planning to address deficiencies in project sponsors’ trail planning and project scope development.
 - Expanding usage of local funding sources (i.e., general obligation bonds, dedicated impact fees);
 - Re-evaluating the types of projects eligible by RTP and TEP and the phases of projects for which funding is available (i.e., preconstruction/acquisition);
 - Collaborating with private developers, foundations, and non-profit groups to leverage resources; and
 - Collaborating with volunteer and “sponsor” groups to participate in trail maintenance and trail promotion.

Attachment A

Detailed Trail Project Descriptions

Table A.1 Detailed TEP Trail Descriptions

Project	Year Awarded	Amount	Mileage	County	Status
Chesapeake Beach Railway	2004	\$1,629,900	1.38	Calvert	Design
College Park Trolley Trail	2004	\$90,000	0.49	Prince Georges	Complete 2006
Jones Falls Trail Phase III	2004	\$1,600,000	2.75	Baltimore City	Complete May 2008
North Gate Park at the Paint Branch	2004	\$830,210	0.06	Prince Georges	Preparing Adv
Rock Creek Hiker-Biker Trail Bridge	2004	\$3,956,907	0.42	Montgomery	Under Construction
Wakefield Valley Community Trail Phase II-B	2004	\$384,706	1.00	Carroll	Complete April 2008
Subtotal		\$8,491,723	6.10		
Rockville Millennium Trail - Phase II	2005	\$686,949	1.00	Montgomery	Complete 2005
Jones Falls Trail Phase IV	2005	\$2,000,000	2.40	Baltimore City	Design
Ma and Pa Heritage Trail Extension- Edgeley Grove	2005	\$891,942	2.00	Harford	Complete June 2008
Northeast Collector Road Phase 2 Bicycle Path	2005	\$225,000	0.69	Wicomico	Design
Subtotal		\$3,803,891	6.09		
Broken Land Parkway Pathway	2006	\$385,800	0.83	Howard	Design
Indian Head Boardwalk	2006	\$1,504,100	0.48	Charles	Preliminary Design
Key Highway Shared use Trail and Landscaping from I-95 to Lawrence Street	2006	\$553,634	0.38	Baltimore City	Design
Melrose Park Access Trail	2006	\$53,000	0.06	Prince Georges	Preliminary Design
Shady Grove Metro Access Road Bicycle Path	2006	\$1,255,526	0.96	Montgomery	Design
St. Michaels Nature Trail	2006	\$470,830	1.30	Talbot	Design
Western Maryland Rail-Trail - Phase IV	2006	\$2,450,000	4.50	Washington	Preliminary Design - No Schedule
Subtotal		\$6,672,890	8.51		
Carroll Creek Park Trail - Phase II	2007	\$3,000,000	1.30	Frederick	Design
College Park Trolley Trail Phase IV Calvert to Paint Branch	2007	\$200,000	0.32	Prince Georges	Design
Subtotal		\$3,200,000	1.62		
Ballenger Creek Trail Phase 1	2008	\$857,302	0.91	Frederick	New
Herring Run Greenway	2008	\$1,980,000	4.00	Baltimore City	Preliminary Design
Three Notch Trail	2008	\$771,000	2.65	St. Mary's	Design
Subtotal		\$3,608,302	7.56		
Total		\$25,776,806	29.88		

Table A.2 Other Projects
Completed in Requested Timeframe

Project	Year Awarded	Amount	Mileage	County	Status
East Street	1995	\$570,000	0.43	Frederick	Complete 2005
Forest Glen Pedestrian Bridge	2000	\$2,878,000	0.27	Montgomery	Complete 2006
Centennial Access Pathway	2001	\$250,000	0.50	Howard	Complete 2007
Rockville I-270/MD 28 Bridges and Trail	2001	\$3,771,190	0.76	Montgomery	Ribbon Cutting October 2007
North Bethesda Trail	2002	\$157,336	0.66	Montgomery	Complete 2006
Rockville Millennium Trail - Southern Connection	2002	\$677,913	0.68	Montgomery	Complete 2006
Rockville Millennium Trail - Phase II	2005	\$686,949	1.00	Montgomery	Complete 2005
		\$8,991,388	4.30		

Attachment A.3 POS Local Share Apportionments by County

County	FY 1998	FY 1999	FY 1999	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	Total
Allegany	\$260,515	\$269,677	\$56,224	\$376,810	\$398,283	\$473,939	\$192,115	\$193,000	\$166,741	\$497,085	\$1,493,362	\$1,055,735	\$5,433,486
Anne Arundel	\$2,818,348	\$2,909,919	\$606,677	\$4,076,523	\$4,293,592	\$5,123,791	\$2,079,549	\$2,259,000	\$1,806,906	\$5,396,156	\$16,146,826	\$11,235,639	\$58,752,926
Baltimore	\$3,179,380	\$3,291,291	\$686,187	\$4,604,440	\$4,844,394	\$5,768,117	\$2,346,791	\$2,555,000	\$2,036,702	\$6,073,590	\$18,186,282	\$12,710,236	\$66,282,410
Calvert	\$282,268	\$292,577	\$60,998	\$407,743	\$429,990	\$512,588	\$209,274	\$224,000	\$182,018	\$541,478	\$1,619,537	\$1,113,408	\$5,875,879
Caroline	\$122,549	\$127,216	\$26,523	\$177,562	\$186,832	\$223,444	\$90,626	\$99,000	\$78,911	\$234,950	\$706,774	\$494,284	\$2,568,671
Carroll	\$637,101	\$658,263	\$137,238	\$918,168	\$966,439	\$1,154,287	\$469,649	\$508,000	\$408,646	\$1,220,153	\$3,639,805	\$2,523,308	\$13,241,057
Cecil	\$326,041	\$337,739	\$70,414	\$471,674	\$497,073	\$591,843	\$240,339	\$262,000	\$210,293	\$624,304	\$1,879,814	\$1,300,796	\$6,812,330
Charles	\$574,700	\$593,738	\$123,786	\$829,837	\$874,440	\$1,044,396	\$424,377	\$460,000	\$370,795	\$1,101,972	\$3,320,360	\$2,289,365	\$12,007,766
Dorchester	\$105,825	\$109,314	\$22,790	\$152,336	\$160,459	\$192,233	\$78,120	\$85,000	\$67,678	\$202,065	\$612,424	\$421,787	\$2,210,031
Frederick	\$667,022	\$691,435	\$144,154	\$965,759	\$1,022,677	\$1,215,340	\$494,794	\$525,000	\$429,992	\$1,286,923	\$3,849,424	\$2,609,785	\$13,902,305
Garrett	\$130,334	\$134,853	\$28,115	\$188,505	\$198,873	\$238,867	\$97,086	\$105,000	\$85,118	\$252,268	\$757,694	\$519,772	\$2,736,485
Harford	\$938,784	\$977,462	\$203,787	\$1,357,304	\$1,427,815	\$1,703,828	\$695,086	\$752,000	\$603,604	\$1,801,703	\$5,390,659	\$3,738,538	\$19,590,570
Howard	\$1,663,357	\$1,724,080	\$359,446	\$2,415,074	\$2,544,814	\$3,031,545	\$1,231,250	\$1,333,000	\$1,068,228	\$3,188,611	\$9,537,751	\$6,627,781	\$34,724,937
Kent	\$79,794	\$82,314	\$17,161	\$115,041	\$120,915	\$143,593	\$58,570	\$63,000	\$50,855	\$151,690	\$455,572	\$314,438	\$1,652,943
Montgomery	\$4,223,872	\$4,367,413	\$910,543	\$6,147,236	\$6,460,782	\$7,710,686	\$3,130,760	\$3,358,000	\$2,717,623	\$8,125,622	\$24,291,038	\$16,693,705	\$88,137,280
Prince George's	\$3,594,477	\$3,712,229	\$773,947	\$5,187,914	\$5,461,691	\$6,508,089	\$2,648,807	\$2,887,000	\$2,298,116	\$6,859,263	\$20,606,240	\$14,363,572	\$74,901,345
Queen Anne's	\$172,088	\$176,900	\$36,881	\$248,009	\$260,682	\$313,183	\$127,039	\$135,000	\$110,872	\$331,171	\$987,019	\$671,790	\$3,570,634
St. Mary's	\$318,916	\$330,572	\$68,920	\$461,608	\$485,264	\$576,756	\$233,898	\$254,000	\$204,622	\$608,918	\$1,837,585	\$1,266,206	\$6,647,265
Somerset	\$75,132	\$77,864	\$16,233	\$108,882	\$114,675	\$137,306	\$55,670	\$61,000	\$48,571	\$144,491	\$437,296	\$304,035	\$1,581,155
Talbot	\$179,809	\$187,614	\$39,115	\$260,213	\$276,183	\$332,009	\$134,165	\$142,000	\$116,554	\$346,063	\$1,040,457	\$704,560	\$3,758,742
Washington	\$495,100	\$513,415	\$107,040	\$718,281	\$753,595	\$906,660	\$365,980	\$400,000	\$319,767	\$950,000	\$2,867,918	\$1,988,061	\$10,385,817
Wicomico	\$334,682	\$343,430	\$71,600	\$479,760	\$504,815	\$602,623	\$244,796	\$267,000	\$213,136	\$634,937	\$1,902,666	\$1,328,105	\$6,927,550
Worcester	\$320,650	\$333,077	\$69,442	\$464,607	\$489,682	\$589,542	\$239,881	\$253,000	\$210,651	\$624,777	\$1,893,481	\$1,253,528	\$6,742,318
Baltimore City	\$1,855,256	\$1,931,607	\$402,713	\$2,697,808	\$2,838,624	\$3,383,473	\$1,372,549	\$1,913,891	\$1,193,601	\$3,554,925	\$10,689,305	\$10,075,548	\$41,909,300
<i>Subtotal</i>	<i>\$23,356,000</i>	<i>\$24,174,000</i>	<i>\$5,039,934</i>	<i>\$33,831,095</i>	<i>\$35,612,590</i>	<i>\$42,478,138</i>	<i>\$17,261,171</i>	<i>\$19,093,891</i>	<i>\$15,000,000</i>	<i>\$44,753,115</i>	<i>\$134,149,289</i>	<i>\$95,603,982</i>	<i>\$490,353,205</i>
Baltimore City "Direct Grant"	\$1,200,000	\$1,500,000	\$0	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$16,200,000
Grand Total	\$24,556,000	\$25,674,000	\$5,039,934	\$35,331,095	\$37,112,590	\$43,978,139	\$18,761,172	\$20,593,892	\$16,500,001	\$46,253,116	\$135,649,290	\$97,103,983	\$506,553,212

Attachment A.4 Detailed Project Funding History

Baltimore City Trail Funding Summary (FY 2005-2009)

FY	Category	Title	Project Description	Miles	TEP	Other Federal Funds	POS	Other State Funds	Motor Vehicle Revenue	General Funds	County G/O Bonds	Total
2009	Construction and Design	Herring Run Greenway Phase I	Design and construct Phase I of the Herring Run Greenway, a 2.5-mile bicycle trail in Herring Run Park from Morgan State University to Sinclair Lane.	2.50	\$2,100,000				\$2,100,000			\$4,200,000
2009 Subtotal				2.50	\$2,100,000	\$0	\$0	\$0	\$2,100,000		\$0	\$4,200,000
2008	Design	Jones Falls Greenway Phase V	Budget year funds will used to design Phase V of the Jones Falls Greenway, a two-mile trail between Cylburn Arboretum and the neighborhood of Mt. Washington. The trail alignment will utilize neighborhood roads and dedicated bicycle paths along the Jones Fall.	2.00					\$250,000			\$250,000
2008	Construction	Wyman Park Dell Master Plan	The Wyman Park Dell Master Plan was completed in 2006. Funding will be used to replace a portion of roadway known as the 29 th street sweep with a park path as recommended in the Park Plan and Charles Street Corridor plans.						\$400,000			\$400,000
2008	Plan	Bicycle Network Strategy	A study is needed to provide a comprehensive review of the city street system to determine the best location for a bicycle network for Baltimore that will identify links to schools, neighborhoods, parks, and employment areas via bicycle trails.						\$1,055,000			\$1,055,000
2008	Construction	Jones Falls/Inner Harbor Trail Pedestrian Improvements	This project continues the construction of the Jones Falls Trail system from Penn Station south to the Inner Harbor, also making connections to the west side of the harbor and the Gwynns Falls Trail at the Science Center.						\$250,000			\$250,000
2008	Construction	Parkland Expansion/University of Baltimore Playing Fields*	In 2006, University of Baltimore leased its playing fields to the City for 80 years. These funds will be used to pay the lease and upgrade the facility with new parking and walking paths and renovation of five playing fields and the field house.							\$2,000,000		\$2,000,000
2008 Subtotal				2.00	\$0	\$0	\$0	\$0	\$1,955,000	\$2,000,000	\$0	\$3,955,000
2007	Construction	Druid Hill Park – Renovation of the Three Sisters Area	This project will include construction of new paths and landscaping for the surrounding passive area.				\$1,000,000				\$850,000	\$1,850,000
2007	Construction	Jones Falls Trail Phase IV	Phase IV of the Greenway will extend 2.5 miles between Druid Hill Park and Cylburn Arboretum. The trail alignment will utilize neighborhood roads and dedicated bicycle paths along the Jones Fall.	2.50	\$2,000,000				\$1,800,000			\$3,800,000
2007	Construction	Key Highway Gateway Beautification Project	Work includes improvements to the overall appearance of the Key Highway Corridor with walking paths, lighting, road repairs, and landscaping.					\$400,000	\$400,000			\$800,000
2007	Plan	Bicycle Network Strategy	A study is needed to provide a comprehensive review of the city street system to determine the best location for a bicycle network for Baltimore that will identify links to schools, neighborhoods, parks, and employment areas via bicycle trails.						\$700,000			\$700,000
2007 Subtotal				2.50	\$2,000,000	\$0	\$1,000,000	\$400,000	\$2,900,000	\$0	\$850,000	\$7,150,000
2006	Plan	Western Run Greenway: Study/Design	This project will study the feasibility of a pedestrian/bicycle path system along the Western Run in Northwest Baltimore. The proposed Western Run Greenway route is along Cross Country Boulevard, linking the surrounding neighborhoods with the Jones Falls Greenway.						\$100,000			\$100,000
2006	Maintenance	Gwynns Falls Park: Trail Enhancement and Pavilion Lighting	A portion of the Gwynns Falls Trail in the vicinity of the Children’s Loop has deteriorated due to erosion. This section of trail pavement will be replaced with a boardwalk. Lights will be added to the Cardin Pavilion in the Winan’s Meadow area of Gwynns.						\$100,000			\$100,000
2006	Construction	Jones Falls Trail Phase IV	Phase IV of the Jones Falls Trail will extend the Trail 1.5 miles north to the Coldspring Lane Light Rail Station along the stream.	1.50					\$200,000			\$200,000
2006	Plan	Bicycle Network Strategy	A study is needed to provide a comprehensive review of the city street system to determine the best location for a bicycle network for Baltimore that will identify links to schools, neighborhoods, parks, and employment areas via bicycle trails.			\$87,000			\$100,000			\$187,000
2006	Construction	Jones Falls/Inner Harbor Trail and Pedestrian Improvements	This project continues the construction of the Jones Falls Trail system from Penn Station south to the Inner Harbor, also making connections to the west side of the harbor and the Gwynns Falls Trail at the Science Center.		\$3,000,000				\$200,000			\$3,200,000
2006	Construction	Druid Hill Park – Renovation of the Three Sisters Area	This project will include construction of new paths and landscaping for the surrounding passive area.								\$100,000	\$100,000
2006 Subtotal				1.50	\$3,000,000	\$87,000	\$0	\$0	\$700,000	\$0	\$100,000	\$3,887,000

Attachment A.4 Detailed Project Funding History (continued)
Baltimore City Trail Funding Summary (FY 2005-2009)

FY	Category	Title	Project Description	Miles	TEP	Other Federal Funds	POS	Other State Funds	Motor Vehicle Revenue	General Funds	County G/O Bonds	Total
2005	Maintenance	Gwynns Falls Trail Phase III	The design for the section of the Gwynns Falls Trail near the Maryland Science Center and the new Visitors Center in the Inner Harbor is to be completed.						\$16,000			\$16,000
2005	Construction	West Side Corridor Transportation Improvements	The Westside Intermodal Corridor Study was conducted to identify opportunities in a corridor between Frederick Avenue and Liberty Heights Avenue. The study recommends a trail extension and an intersection improvement. FY 2005 funds are for construction.						\$500,000			\$500,000
2005	Construction and Maintenance	Druid Hill Park: Jones Falls Greenway Extension	The pedestrian/bicycle path system in Druid Hill Park will be renovated to extend the Jones Falls Greenway through Druid Hill Park. The project also is to include resurfacing existing walks and making new connections for safe crossings at park roads.		\$600,000				\$600,000			\$1,200,000
2005 Subtotal				0.00	\$600,000	\$0	\$0	\$0	\$1,116,000	\$0	\$0	\$1,716,000

Attachment A.4 Detailed Project Funding History

Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2009	Acquisition, Construction, and Design	Annual Bikeway Program	Plan, design, and construct bikeways and trails specified by master plans throughout the county. Program focuses on facilities that will cost less than \$300,000 each.						\$295,000						\$295,000
2009	Design and Maintenance	MacArthur Boulevard Bikeway Improvements	Provide bikeway improvements along 13,800 feet of MacArthur Boulevard from I-495 to Oberlin Avenue.						\$426,000						\$426,000
2009	Construction and Design	Matthew Henson Trail	Provides funding for the M-NCPPC to complete final design and construction of Phase III of the project, 2.25 miles of eight-foot trail located in the Matthew Henson Greenway extending from Georgia Avenue to Alderton Lane. This project also provides for construction of the trail in Phases I and II (approximately 2 miles).	4.25					\$350,000						\$350,000
2009	Construction	Shady Grove Access Bicycle Path	Provides a new 10-foot bicycle path from Shady Grove Road to Redland Road along the east side of the WMATA Metro Access Road (approximately 4,700 feet) and a connection to the existing bikeway on Crabbs Branch Way (500 feet).	1	\$1,256,000										\$1,256,000
2009	Construction	Silver Spring Green Trail - Interim	Provides for a 4,500-foot urban trail as part of a roadway along one of the alignments under consideration for the Bi-County Transitway.	1											\$0
2009	Construction, Design, and Maintenance	Black Hill Trail Renovation and Extension	Trail renovation project upgrades an existing 2.38-mile hiker/biker trail along the eastern shore of Little Seneca Lake from Wisteria Drive north to Spinning Wheel Drive. These funds also will extend an existing trail 1.2 miles from the terminus near Spinning Wheel Drive to Parking Lot 6.	1.2		\$1,691,000			\$950,000						\$2,641,000
2009	Design and Maintenance	Broadacres Local Park Renovation*	New park facilities will include trails.							\$637,000	\$463,000				\$1,100,000
2009	Design and Maintenance	East Norbeck Local Park Expansion*	Proposed facilities include a path network connecting the parking lot to the facilities, a natural surface trail, etc.			\$1,758,000				\$299,000				\$280,000	\$2,337,000
2009	Design	Laytonia Recreational Park*	Includes pathways, trailhead parking to access the Tree Farm Trail north of the park. An eight-foot-wide paved trail system within the park will connect to the existing natural surface trail system.						\$320,000						\$320,000
2009	Planning and Design	Rock Creek Trail Pedestrian Bridge	The proposed pedestrian bridge will provide a grade separated crossing for the Rock Creek Hiker/Biker Trail over Veirs Mill Road.		\$1,175,000	\$1,175,000			\$1,984,000						\$4,334,000
2009	Design	Takoma-Piney Branch Local Park*	Renovated park will include a loop path, natural surface trails, and pedestrian connections.			\$1,996,000				\$666,000					\$2,662,000
2009	Construction and Design	Trails - Hard Surface Design and Construction	Design and construction of new trails and extensions, connectors to existing trails, trail amenities, and signage. Projects planned in FY 2009-2014 include: access improvements to Capital Crescent Trail, connector trails in Black Hill Regional Park and Capital Crescent Trail, trail signage, and kiosks at various sites throughout the trail system.						\$300,000						\$300,000
2009	Maintenance	Trails - Hard Surface Renovation	Provides major renovations of trails with asphalt surfaces.						\$268,000						\$268,000
2009	Construction, Design, and Maintenance	Trails - Natural Surface Design, Construction, and Renovation	Planning, design, construction, and reconstruction of natural surface trails.					\$150,000	\$50,000						\$200,000
2009 Subtotal				7	\$2,431,000	\$6,620,000	\$0	\$150,000	\$4,943,000	\$1,602,000	\$463,000	\$0	\$0	\$280,000	\$16,489,000

Attachment A.4 Detailed Project Funding History (continued)
Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2008	Acquisition, Construction, and Design	Annual Bikeway Program					\$7,000	\$280,000	\$723,000						\$1,010,000
2008	Design and Maintenance	MacArthur Boulevard Bikeway Improvements							\$674,000						\$674,000
2008	Construction and Design	Matthew Henson Trail		4.25					\$3,715,000						\$3,715,000
2008	Construction	Shady Grove Access Bicycle Path		1					\$1,039,000						\$1,039,000
2008	Construction	Silver Spring Green Trail – Interim		1					\$179,000						\$179,000
2008	Construction, Design, and Maintenance	Black Hill Trail Renovation and Extension		1.2		\$617,000			\$643,000						\$1,260,000
2008	Design and Maintenance	Broadacres Local Park Renovation*									\$40,000				\$40,000
2008	Design and Maintenance	East Norbeck Local Park Expansion*								\$190,000				\$280,000	\$470,000
2008	Design	Laytonia Recreational Park*							\$37,000						\$37,000
2008	Planning and Design	Rock Creek Trail Pedestrian Bridge			\$400,000	\$400,000			\$357,000						\$1,157,000
2008	Design	Takoma-Piney Branch Local Park*				\$313,000				\$105,000					\$418,000
2008	Construction and Design	Trails – Hard Surface Design and Construction				\$60,000		\$196,000	\$567,000						\$823,000
2008	Maintenance	Trails – Hard Surface Renovation			\$400,000			\$137,000	\$511,000						\$1,048,000
2008	Construction, Design, and Maintenance	Trails – Natural Surface Design, Construction, and Renovation						\$280,000	\$323,000						\$603,000
2008 Subtotal				7	\$800,000	\$1,390,000	\$7,000	\$893,000	\$8,768,000	\$295,000	\$40,000	\$0	\$0	\$280,000	\$12,473,000

Attachment A.4 Detailed Project Funding History (continued) Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2007	Acquisition, Construction, and Design	Annual Bikeway Program	Plan, design, and construct bikeways and trails specified by master plans throughout the county. Program focuses on facilities that will cost less than \$300,000 each.						\$445,000						\$445,000
2007	Construction and Design	Bethesda Bikeway and Pedestrian Facilities	Provides bikeway network improvements and pedestrian intersection improvements as specified in the Bethesda Central Business District Sector Plan.						\$722,000						\$722,000
2007	Construction and Design	Matthew Henson Trail	Provides funding for the M-NCPPC to complete final design and construction of Phase III of the project, 2.25 miles of eight-foot trail located in the Matthew Henson Greenway extending from Georgia Avenue to Alderton Lane. This project also provides for construction of the trail in Phases I and II (approximately 2 miles).						\$2,151,000						\$2,151,000
2007	Construction	Shady Grove Access Bicycle Path	Provides a new bicycle path from Shady Grove Road to Redland Road along the east side of the WMATA Metro Access Road (approximately 4,700 feet) and a connection to the existing bikeway on Crabbs Branch Way (500 feet).		\$240,000										\$240,000
2007	Construction	Silver Spring Green Trail - Interim	Provides for a 4,500-foot urban trail as part of a roadway along one of the alignments under consideration for the Bi-County Transitway.												\$0
2007	Construction, Design, and Maintenance	Black Hill Trail Renovation and Extension	Trail renovation project upgrades an existing 2.38-mile hiker/biker trail along the eastern shore of Little Seneca Lake from Wisteria Drive north to Spinning Wheel Drive. These funds also will extend an existing trail 1.2 miles from the terminus near Spinning Wheel Drive to Parking Lot 6.						\$29,000						\$29,000
2007	Design and Maintenance	Broadacres Local Park Renovation*	New park facilities will include trails.							\$383,000	\$511,000				\$894,000
2007	Design and Maintenance	East Norbeck Local Park Expansion*	Proposed facilities include a path network connecting the parking lot to the facilities, a natural surface trail, etc.			\$38,000								\$93,000	\$131,000
2007	Planning and Design	Rock Creek Trail Pedestrian Bridge	The proposed pedestrian bridge will provide a grade separated crossing for the Rock Creek Hiker/Biker Trail over Veirs Mill Road.		\$587,000	\$587,000									\$1,174,000
2007	Design	Takoma-Piney Branch Local Park*	Renovated park will include a loop path, natural surface trails, and pedestrian connections.			\$198,000				\$66,000					\$264,000
2007	Construction and Design	Trails - Hard Surface Design and Construction	Design and construction of new trails and extensions, connectors to existing trails, trail amenities, and signage.						\$300,000						\$300,000
2007	Maintenance	Trails - Hard Surface Renovation	Provides major renovations of trails with asphalt surfaces.												\$0
2007	Construction, Design, and Maintenance	Trails - Natural Surface Design, Construction, and Renovation	Planning, design, construction, and reconstruction of natural surface trails.					\$134,000	\$66,000						\$200,000
2007 Subtotal				0	\$827,000	\$823,000	\$0	\$134,000	\$3,713,000	\$449,000	\$511,000	\$0	\$0	\$93,000	\$6,550,000

Attachment A.4 Detailed Project Funding History (continued)
Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2006	Acquisition, Construction, and Design	Annual Bikeway Program							\$362,000						\$362,000
2006	Construction and Design	Bethesda Bikeway and Pedestrian Facilities							\$934,000						\$934,000
2006	Construction and Design	Matthew Henson Trail							\$1,736,000						\$1,736,000
2006	Construction	Shady Grove Access Bicycle Path			\$264,000				\$122,000						\$386,000
2006	Construction	Silver Spring Green Trail – Interim						\$36,000	\$146,000						\$182,000
2006	Construction, Design, and Maintenance	Black Hill Trail Renovation and Extension													\$0
2006	Design and Maintenance	Broadacres Local Park Renovation*								\$17,000	\$50,000				\$67,000
2006	Design and Maintenance	East Norbeck Local Park Expansion*												\$118,000	\$118,000
2006	Planning and Design	Rock Creek Trail Pedestrian Bridge							\$350,000						\$350,000
2006	Design	Takoma-Piney Branch Local Park*													\$0
2006	Construction and Design	Trails – Hard Surface Design and Construction				\$60,000		\$196,000	\$64,000						\$320,000
2006	Maintenance	Trails – Hard Surface Renovation						\$137,000							\$137,000
2006	Construction, Design, and Maintenance	Trails – Natural Surface Design, Construction, and Renovation						\$128,000	\$108,000						\$236,000
2006 Subtotal				0	\$264,000	\$60,000	\$0	\$497,000	\$3,822,000	\$17,000	\$50,000	\$0	\$0	\$118,000	\$4,828,000

Attachment A.4 Detailed Project Funding History (continued)

Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2005	Acquisition, Construction, and Design	Annual Bikeway Program	Plan, design, and construct bikeways and trails specified by master plans throughout the county. Program focuses on facilities that will cost less than \$300,000 each.					\$80,000	\$473,000						\$553,000
2005	Construction and Design	Bethesda Bikeway and Pedestrian Facilities	Provides bikeway network improvements and pedestrian intersection improvements as specified in the Bethesda Central Business District Sector Plan.						\$559,000						\$559,000
2005	Acquisition, Construction, and Design	Falls Road Bicycle Path	Provides a continuous section of bicycle path on Falls Road from Stanmore Drive to Alloway Drive. The project involves acquisition of land, a retaining wall, a pedestrian bridge over a small stream, and an eight-foot-wide hiker/biker path.												\$0
2005		Forest Glen Pedestrian Bridge	Provides an elevated pedestrian walkway that will span over the interchange ramps for I-495 on the west side of Georgia Avenue.		\$1,612,000				\$806,000						\$2,418,000
2005	Construction and Design	Matthew Henson Trail	Provides funding for the M-NCPPC to complete final design and construction of Phase III of the project, 2.25 miles of eight-foot trail located in the Matthew Henson Greenway extending from Georgia Avenue to Alderton Lane. This project also provides for construction of the trail in Phases I and II (approximately 2 miles).						\$677,000						\$677,000
2005	Acquisition, Construction, and Design	North Bethesda Trail	Provides a 10-foot hiker-biker trail for the missing and substandard segments of the 3,600 feet of trail already located on the alignment of the old Washington and Rockville Trolley, from Bethesda to Rockville.		\$547,000				\$198,000						\$745,000
2005	Acquisition, Construction, and Design	Silver Spring Green Trail – Interim	Provides for a 4,500-foot urban trail as part of a roadway along one of the alignments under consideration for the Bi-County Transitway.		\$481,000										\$481,000
2005	Design and Maintenance	Broadacres Local Park Renovation*	New park facilities will include trails.							\$50,000					\$50,000
2005	Design	East Norbeck Local Park Expansion*	Proposed facilities include a path network connecting the parking lot to the facilities, a natural surface trail, etc.							\$61,000					\$61,000
2005	Design and Maintenance	Jesup-Blair Local Park Renovation*	Project renovates a 14.4-acre local park located on Georgia Avenue in Silver Spring. Park facilities include paths for pedestrians and bicycles. Montgomery College will construct a pedestrian bridge over the B&O railroad.			\$2,269,000				\$238,000					\$2,507,000
2005	Design and Maintenance	Ovid Hazen Wells Recreation Park*	Phase 1B will include trails and other amenities.			\$13,000			\$60,000						\$73,000
2005	Planning and Design	Rock Creek Trail Pedestrian Bridge	The proposed pedestrian bridge will provide a grade separated crossing for the Rock Creek Hiker/Biker Trail over Veirs Mill Road.						\$100,000						\$100,000
2005	Design	Takoma-Piney Branch Local Park*	Renovated park will include a loop path, natural surface trails, and pedestrian connections.												\$0
2005	Construction and Design	Trails – Hard Surface Design and Construction	Design and construction of new trails and extensions, connectors to existing trails, trail amenities, and signage.			\$30,000			\$112,000						\$142,000
2005	Maintenance	Trails – Hard Surface Renovation	Provides major renovations of trails with asphalt surfaces.						\$21,000						\$21,000
2005	Construction, Design, and Maintenance	Trails – Natural Surface Design, Construction, and Renovation	Planning, design, construction, and reconstruction of natural surface trails.					\$61,000	\$98,000						\$159,000
2005 Subtotal				0	\$2,640,000	\$2,312,000	\$0	\$141,000	\$3,104,000	\$349,000	\$0	\$0	\$0	\$0	\$8,546,000

Attachment A.4 Detailed Project Funding History (continued)

Montgomery County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	POS	Other State Funds	Current General Revenue	County G/O Bonds	Park and Planning Bonds	Land Sales	Impact Fees	Intergovernmental	Contributions	Total
2004	Acquisition, Construction and Design	Annual Bikeway Program					\$7,000		\$847,000						\$854,000
2004	Construction and Design	Bethesda Bikeway and Pedestrian Facilities							\$188,000						\$188,000
2004	Acquisition, Construction and Design	Falls Road Bicycle Path													\$0
2004		Forest Glen Pedestrian Bridge			\$387,000		\$142,000		\$2,124,000		\$175,000		\$24,000		\$2,852,000
2004	Construction and Design	Matthew Henson Trail							\$202,000						\$202,000
2004	Acquisition, Construction and Design	North Bethesda Trail							\$195,000			\$337,000			\$532,000
2004	Acquisition, Construction and Design	Silver Spring Green Trail - Interim						\$42,000	\$735,000						\$777,000
2004	Design and Maintenance	Broadacres Local Park Renovation*													\$0
2004	Design	East Norbeck Local Park Expansion*													\$0
2004	Design and Maintenance	Jesup-Blair Local Park Renovation*								\$1,065,000					\$1,065,000
2004	Design and Maintenance	Ovid Hazen Wells Recreation Park*							\$20,000						\$20,000
2004	Planning and Design	Rock Creek Trail Pedestrian Bridge													\$0
2004	Design	Takoma-Piney Branch Local Park*													\$0
2004	Construction and Design	Trails - Hard Surface Design and Construction				\$30,000		\$196,000	\$27,000						\$253,000
2004	Maintenance	Trails - Hard Surface Renovation						\$139,000	\$167,000						\$306,000
2004	Construction, Design, and Maintenance	Trails - Natural Surface Design, Construction, and Renovation						\$348,000	\$100,000						\$448,000
2004 Subtotal				0	\$387,000	\$30,000	\$149,000	\$725,000	\$4,605,000	\$1,065,000	\$175,000	\$337,000	\$24,000	\$0	\$7,497,000

Attachment A.4 Detailed Project Funding History

St. Mary's County Trail Funding History

FY	Category	Title	Project Description	Miles	TEP	RTP	POS	Community Parks and Playgrounds Grant	County G/O Bonds	Transfer Tax	Impact Fees	Total
2009	Construction	Three Notch Trail Phases V-VI	FY 2009 funds will enable the County to construct Phase V, the three-mile section from John Baggett Park in Laurel Grove to Route 5 in Mechanicsville.	3	\$771,000	\$30,000	\$123,100			\$109,475	\$328,425	\$1,362,000
2009	Acquisition	Park Land and Facility Acquisition*	Includes park land acquisition for possible nature trails.				\$123,100					\$123,100
	2009 Subtotal			3	\$771,000	\$30,000	\$246,200	\$0	\$0	\$109,475	\$328,425	\$1,485,100
2008	Construction	Lancaster Park Improvements*	Construct a picnic shelter and complete the hard surface pathway for walking and jogging. The pathway will weave through areas of Lancaster Park and connect to the 50-acre south parcel of the former Lexington Manor property which is now county park land.	?				\$125,000				\$125,000
2008	Construction	Three Notch Trail Phases I-IV	FY 2008 funds will enable the County to complete Phase II in Charlotte Hall and to construct Phase IV, a half-mile section running from Wal-Mart to Chancellor's Run Road in California.	0.5		\$30,000	\$330,000				\$178,815	\$538,815
2008	Design/Engineering	Three Notch Trail Phases V-IX	FY 2008 funds also will be used for design and engineering for Phase V, a three-mile section that runs from John Baggett Park in Laurel Grove to the intersection of Route 5 in Mechanicsville.								\$150,000	\$150,000
2008	Acquisition	Park Land and Facility Acquisition*	Includes park land acquisition for possible nature trails.				\$650,000					\$650,000
	2008 Subtotal			0.5	\$0	\$30,000	\$980,000	\$125,000	\$0	\$0	\$328,815	\$1,463,815
2007	Construction and Design	Three Notch Trail	FY 2007 funds will complete Phase II, a two-mile section from the Northern Senior Center to the County line in Charlotte Hall. FY 2007 funds also will be used for design and engineering for Phase IV, a three-mile section running from Wal-Mart in California to Pegg Road in Lexington Park. Design and construction of Phase IV will be coordinated closely with DPW&T in relation to the construction of FDR Boulevard.	2		\$30,000	\$150,000				\$167,000	\$347,000
	2007 Subtotal			2.0	\$0	\$30,000	\$150,000	\$0	\$0	\$0	\$167,000	\$347,000
2006	Construction and Design	Three Notch Trail	FY 2006 and FY 2007 funds will enable trail design, engineering, and construction to continue north to the County line.			\$50,000	\$175,000			\$50,000	\$200,000	\$475,000
	2006 Subtotal			0.0	\$0	\$50,000	\$175,000	\$0	\$0	\$50,000	\$200,000	\$475,000
2005	Construction	Nicolet Park Expansion*	Funding for Phase II was requested in FY 2004 and FY 2005 for completion of the park, including two basketball courts, a picnic pavilion, hard surface walkways, baseball fields, and nature trails.	?					\$200,000			\$200,000
2005	Construction	Three Notch Trail	FY 2005 funds will enable trail construction to continue north towards Hughesville and then begin the planning for the Lexington Park to Wildewood section.	?			\$100,000			\$50,000		\$150,000
	2005 Subtotal			0	\$0	\$0	\$100,000	\$0	\$200,000	\$50,000	\$0	\$350,000
2004	Construction	Nicolet Park Expansion*	Funding for Phase II was requested in FY 2004 and FY 2005 for completion of the park, including two basketball courts, a picnic pavilion, hard surface walkways, baseball fields, and nature trails.	?			\$132,470		\$67,530			\$200,000
2004	Construction	Chaptico Park - Phase I*	This project develops a 250-acre regional park in Chaptico, including a soccer complex, playground, basketball courts, tennis courts, picnic areas, hard surfaced walking paths, equestrian facilities and trails, nature trails, a recreational pond, athletic fields, practice areas, comfort stations, parking areas, and other amenities.	?					\$375,000		\$450,000	\$825,000
2004	Construction	Three Notch Trail	Continue construction of the Three Notch Trail.	?			\$100,000			\$50,000		\$150,000
	2004 Subtotal			0	\$0	\$0	\$232,470	\$0	\$442,530	\$50,000	\$450,000	\$1,175,000