



*NATIONAL PARK SERVICE
GUIDE TO SEEKING*

***TRANSPORTATION
ENHANCEMENTS PROGRAM
FUNDS***

*IN PARTNERSHIP WITH STATE & LOCAL
GOVERNMENTS*

INTRODUCTION

The purpose of this guide is to help park personnel gain a basic understanding of the Transportation Enhancements (TE) Program and how the funding process works. Increasingly, national parks require multi-government and private funding partnerships to advance transportation projects. Parks and their neighboring states and communities must provide transportation systems capable of serving multiple uses while achieving environmental, cultural, economic, and social objectives. These objectives help create a more balanced transportation system and foster transportation facilities that respect and enhance the communities they serve. This new approach is typified by the Federal Highway Administration's (FHWA) TE Program. The TE program is the catalyst for creating non-traditional transportation related activities that are increasingly bringing communities together across the nation.

Under the Transportation Equity Act for the 21st Century (TEA-21: Public Law 105-178), TE funds are allocated through State transportation departments. States must set aside or "reserve" a percentage of annual TE funds for 12 eligible activities according to the law.

Since 1991, more than \$2.4 billion has been invested around the country in TE facilities for walking and bicycling, historic preservation, scenic beautification, scenic easements, landscaping, and environmental mitigation.

Through 2003, the FHWA will provide state transportation agencies with at least \$620 million in TE funds each year. Any Federal Land Management Agency (i.e., National Park Service (NPS), U. S. Forest Service (USFS), U.S. Fish and Wildlife Service (USFWS), Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), etc.) may apply through the States for TE funds.

TE FUNDING

In most cases, the FHWA pays 80 percent of the TE project cost, and the project sponsor is responsible for the remaining 20 percent match. Over the years, new innovative financing measures have made the TE funding process more flexible for the NPS.

Under Title 23 United States Code (23 U.S.C.) §120 States are allowed to use TE funds at 100 percent Federal participation rate on Federal lands. This allows a State to use TE funds (or any funds under 23 U.S.C. §104) for up to 100 percent of the cost of individual projects on Federal parklands without a corresponding match. However, it is up to the individual State to set policy regarding the matching project requirements. If a State requires the NPS to provide a local match on Federal lands, then parks can use any one or a combination of the following:

- NPS can match the TE program with Federal Lands Highways Program (FLHP) Park Roads and Parkways Program (PRPP) funds [Title 23 U.S.C. §121(l)] or from other NPS sources of funds; or

- NPS and States can use an increased Federal-ratio of participation (also known as the “sliding scale” requiring less than the 20 percent match) by jurisdiction with non-taxable Indian lands (individual and tribal), public domain lands (both reserved and unreserved), national forests, national parks and monuments; or
- NPS can use the value of their services as part of the Federal match contribution, which can include costs associated with planning, design and project management of a TE activity; or
- NPS can use contributions by outside parties such as local governments, foundations, businesses, and other sources as part of the Federal match.

Title 23 U.S.C. §132 provides an advance payment option for TE activities. As with most FHWA programs, the TE program typically works on a reimbursable basis. The project sponsor pays the costs up front and then requests reimbursement from the State. However, States have the flexibility to allow projects to proceed using the advance payment option. This way the park does not have to budget NPS funds for the full estimated cost of the project in order to advertise the contract (since the TE funds are “advanced” to the NPS). Also, this enables the park to pay contractors/consultants expeditiously. One advantage of the advance payment option is that it helps States to obligate and receive reimbursement of TE funds within a short period of time.

Title 23 U.S.C. §133(e)(5)(ii)(II) allows the States to calculate the non-Federal share of a project on a project, multiple-project, or program basis. This means that if one project exceeds non-Federal match requirements, a State may apply the excess non-Federal share to other grouped projects or to the TE program as a whole.

A particular benefit in seeking TE projects as an addition to an already funded agency/local project is that a State may use any excess match resulting from the agency/local project to meet the non-Federal match requirements for other projects.

This can increase the potential for having other TE projects which are 100 percent Federal funding. This can help local governments or other agencies lacking non-Federal match to qualify for TE projects.

Another innovation under TEA-21 [§ 1108(g)] allows States to enter into contracts or cooperative agreements with youth conservation corps programs to implement TE projects. This allows the TE program to meet more community needs by encouraging job training for youth and young adults to carry out TE project implementation. Cooperative agreements for TE projects are covered later in this guide.

ELIGIBLE ACTIVITIES

Although the Federal Statute describes eligible categories for the TE program with interpretive guidance from FHWA, State transportation agencies have the responsibility for administering the TE program. Each State develops its own application and selection process, establishes selection criteria, matching fund policies, and adopts methods to streamline the development and

management of TE projects. TE coordinators administer the program at the State level, offering guidance on State-specific funding processes and project implementation. The NPS staff must work very closely with their respective State TE coordinators (See [Attachment 1](#) for a listing of State TE coordinators).

Following are 12 eligible TE activities as defined in TEA-21, with selected examples of Federal/State partnership projects:

- **Pedestrian and Bicycle Facilities** - Fort Washakie Pedestrian and Bicycle Facilities, BIA and Wyoming Department of Transportation (DOT) partnership in Washakie, Wyoming.
- **Pedestrian and Bicycle Safety and Education Activities** - Black Hills National Forest, USFS and Wyoming DOT partnership in Crook County, Wyoming.
- **Acquisition of Scenic or Historic Easements and Sites** - Antietam National Battlefield and Maryland DOT partnership with the Maryland Department of Natural Resources to create scenic easement to NPS Civil War battlefield sites, in Sharpsburg, Maryland.
- **Scenic or Historic Highway Programs, Including Tourist and Welcome Centers** - Bryce Canyon Visitor Center, USFS, near Bryce Canyon National Park, in Utah.
- **Landscaping and Scenic Beautification**
- **Historic Preservation** - Chesapeake & Ohio Canal retaining wall reconstruction, Washington, D.C. government and NPS partnership in Georgetown, Washington, D.C.
- **Rehabilitation and Operation of Historic Transportation Buildings, Structures or Facilities** - Georgetown Loop Bridge, BLM partnership in Georgetown, Colorado.
- **Preservation of Abandoned Railway Corridors** - Cape Cod Rail Trail corridor, Massachusetts' DOT partnership with NPS and towns in Cape Cod, Massachusetts.
- **Control and Removal of Outdoor Advertising** - Gold Belt Scenic Byway Sign Resolution, BLM, US-50 near Canon City, Colorado.
- **Archaeological Planning and Research**
- **Mitigation of Highway Runoff and Provision of Wildlife Connectivity** - Rock Creek Park, Alaska Avenue Stormwater Improvements, D.C. Department of Public Works partnership with Washington, D.C.
- **Establishment of Transportation Museums**

Activities that are not explicitly on the list may qualify if they are an integral part of a larger qualifying activity. For example, if the rehabilitation of a historic railroad station required the construction of new drainage facilities, the entire project could be considered for TE funding.

Similarly, environmental analysis, project planning, design, land acquisition, and construction activities are eligible for funding. Also, TE funds can be used in connection with FLHP PRPP and FLHP Alternative Transportation Program projects. For example, a FLHP PRPP project could compete for State TE funds for landscaping improvements.

MEETING FEDERAL REQUIREMENTS FOR ELIGIBILITY

The basic Federal requirements for TE projects are that they consist of one or more of the 12 defined activities and that they must be related to surface transportation. Parks should develop TE project proposals that demonstrate a strong relationship to transportation (land and water).

Also, TE funded activities must be accessible to the general public or targeted to a broad segment of the general public. In addition to meeting the Federal requirements, each State may have additional eligibility requirements, such as: a State may require historical sites to be listed on the National Register for Historic Places for TE eligibility, or a State may require the project sponsor to be a taxing authority (i.e., city or county). Discussions with the State TE coordinator will help you determine whether there are additional requirements to the TE process.

STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP), METROPOLITAN PLANNING ORGANIZATION (MPO) AND TRANSPORTATION IMPROVEMENT PROCESS (TIP)

NPS planners are encouraged to participate in the local, State, and MPO transportation planning process. This can be done through the metropolitan and statewide annual or bi-annual development of the TIP. To be funded, TE activities must be included in the appropriate metropolitan and statewide transportation improvement programs. Transportation planning for metropolitan regions is conducted by the local MPO, or the designated planning group for urbanized areas of at least 50,000 residents. Since many NPS park lands and non-traditional units are in less urbanized areas, most of the transportation coordination and planning activities will be done on a statewide rather than regional basis. It is important to note that a State must sponsor any NPS TE project in their STIP. The State is responsible for coordinating TE project listings with the MPO TIP.

The metropolitan and statewide planning processes should occupy a central role in the identification, planning, and funding of TE activities. In particular, the planning processes are the appropriate mechanisms for determining funding priorities among competing TE activities, including those that are not part of larger transportation projects.

The TIP development process involves considerable coordination with public agencies, transportation providers, and members of the public. TEA-21 requires State plans and TIPs to include strategies that address a number of broadly defined transportation policy areas, such as economic vitality, safety and security and environmental protection.

While it is the responsibility of the state to sponsor a TE project, it should be emphasized that projects funded out of the FLHP should be coordinated and included with appropriate State and MPO plans and TIPs [23 U.S.C. §204(a)(5)].

The Politics of Enhancements

Although TE funds account for a small percentage of the total transportation funds available to States, these investments have the potential to make a considerable improvement in people's lives by adding to the vitality and identity of the community. However, there are challenges in balancing new roles among Federal, State, and local partners. It also requires extensive work by the project sponsor to network, communicate, and advocate TE proposals.

It is important to promote your project by garnering public and political support. The broader the support you develop among professionals, elected officials, and residents, the more likely your proposed project will be successful. NPS personnel must promote their TE projects and effectively communicate how they benefit the greater community. Seek the early involvement and endorsement of your MPO, or equivalent. Conduct and document public meetings with area residents. Inform the media of your project and invite them to your site and to public events. Obtain as many letters of support as possible from both local and statewide groups, elected officials, planning commissioners, and advisory boards. Ascertain how projects are approved and make efforts to determine who decides the final project approval and inform them of your project. You may wish to use all forms of media and marketing as an opportunity to raise additional contributions toward the matching funds.

Keep in mind that not only is each State program different, but applying for TE funds is a competitive process. Find out the State's TE submission calendar and expect the application process to take at least 6 to 12 months. Learn as much as possible about your State program to smooth your way around any potential obstacles. Always solicit help from TE coordinators. Often the State TE coordinator will hold workshops and seminars to help with the TE applications. As you move ahead, meet with key contacts in your local government. Solicit their advice to guide your project through the regional planning process. Also work with State and MPO staffs involved with the preparation of the TIP.

Finally, bring to the table projects that are well thought through and designed. Most States are looking for a project that has been designed and is ready for construction. A Plans, Specifications and Engineering Estimate (commonly called a "PS& E") is required by FHWA before a State can obligate a project for construction. This demonstrates the park's commitment to the project and that the project is ready to be built. It is more attractive to the State from the standpoint of obligating and receiving reimbursement through the advance payment option of TE funds in a short period of time.

COOPERATIVE AGREEMENTS

Park personnel are strongly encouraged to develop an interagency cooperative agreement with every TE project. NPS is a strong advocate of cooperative agreements transferring money, property, services or anything else of value from the NPS to a partner. Developing a cooperative agreement for TE projects can do the following:

- Provides the purpose and foundation of the partnership

- Establishes obligations, responsibilities and funding requirements
- Anchors legislative requirements
- Covers project termination and liability
- Reaffirms standard clauses such as non-discrimination

The format and requirement for such agreements are provided by Director’s Order #20 (See Attachment 2).

RECOMMENDED TE CHECKLIST

- Find out the State’s TE submission calendar and application process
- Seek early involvement and endorsement of your MPO or equivalent
- Make sure to include all elements of the application that the State requests
- Provide a clear statement demonstrating the transportation link
- Describe each transportation enhancement activity
- Define a scope of work including preliminary studies, land acquisition and construction
- Include a work plan with a timeline
- Reflect the scope of work in your budget
- Identify the source of the matching funds with a letter verifying their availability
- Explain how the community would benefit from the project
- Include letters of support, minutes from public meetings and newspaper clips about the project
- If available, include photographs of the site, preliminary sketches and plans
- Include a plan for project maintenance
- Work with State and MPO staffs involved with the preparation of the TIP

CONCLUSION

The NPS seeks to provide transportation improvements “that lie lightly on the land” in and around park units, while balancing the protection of the cultural and natural resources and providing for public enjoyment. Protecting resources while providing for safe, efficient, and enjoyable access to and travel within the national parks is one of the greatest challenges we face in our stewardship.

Successful alternative transportation systems share one essential component: partnership. National park areas do not exist in isolation. While they are national lands, they are at the same time extensions of local communities. Their operations and well-being impact not only the visitor experience but also capital requirements at the State and local level. Community transportation can play a role in facilitating the goals of all partners (refer to Attachment 4 for article on “Transit and the Park Experience”).

Many use the TE program to acquire, restore, and preserve scenic or historic areas. TE can be a connection between resource protection and visitor enjoyment, which is often the platform for opportunity in achieving the NPS dual mandate. The TE program addresses a wide range of needs within park units. The program also provides an opportunity for national park areas to enhance their ability to work with partners outside park boundaries, such as State, MPO, local

governments and gateway communities. The TE program also helps the NPS to use innovative, non-traditional transportation solutions that preserve natural resources and improve access for our visitors. NPS is encouraged to take advantage of the TE program—a Federal initiative that focuses on enhancing the traveling and visitor experience.

FOR FURTHER INFORMATION

To learn more about the TE program, please use the following resources:

- Visit the National Enhancement Clearinghouse website at: www.enhancements.org
- FHWA website at: www.fhwa.dot.gov/environment/te.htm
- FHWA Guidance on Transportation Enhancement Activities (12/17/99) at: www.fhwa.dot.gov/environment/te_final.htm
- Transportation Fact Sheet at: www.fhwa.dot.gov/tea21/factsheet/te.htm
- Communities Benefits booklet at: www.apbp.org/ntec/resources.html
- A Quick Guide to Transportation Enhancements brochure at: www.apbp.org/ntec/resources.html
- A Guide to Transportation Enhancements Case Studies booklet at: www.apbp.org/ntec/resources.html
- Connections TE newsletter: www.apbp.org/ntec/resources.html
- Jim Evans, Washington Office, 202/565-1289, Jim_Evans@nps.gov
- Mary Devine, Intermountain & Midwest Regions, 303/969-2175, Mary_Devine@nps.gov
- Amy Van Doren, Pacific West & Alaska Regions, 415/4271382, Amy_Van_Doren@nps.gov
- Danyell Diggs, FHWA, 202/366-9629, Danyell.Diggs@fhwa.dot.gov
- Harold Peaks, FHWA, 202/366-1598, Harold.Peaks@fhwa.dot.gov

EXAMPLES OF NPS AND TE PARTNERSHIPS (See Attachment 3)

The range of innovative TE projects studied across the country is quite remarkable. Most of the partnerships are between communities and their local and State governments, however, the NPS has some exemplary case studies illustrating TE partnerships in the following parks:

- Zion National Park
- Chesapeake & Ohio Canal National Historic Park
- Grand Canyon National Park
- Lowell National Historical Park

Additional case studies, partnership success stories, and a TE example are provided by Beth Wilson's article in Attachment 4.

Attachments

ATTACHMENT 1

State TE Coordinators

AL:

Bob McWhorter
TE Program Coordinator
Multi-Modal Transportation Division
Department of Transportation
1409 Coliseum Blvd.
Montgomery, AL 36130
Phone: 334-242-6858
Fax: 334-262-7658
E-mail: mcwhorterr@dot.state.al.us

AK:

Judy Chapman
Enhancements Manager
Dept. of Transportation & Public Facilities
3132 Channel Drive
Suite 220
Juneau, AK 99801-7898
Phone: 907-465-8769
Fax: 907-465-6984
E-mail: Judy_Chapman@dot.state.ak.us

AR:

Steve Morgan
Enhancement Program Coordinator
Programs & Contracts Division
Highway and Transportation Department
P. O. Box 2261
Little Rock, AR 72203
Phone: 501-569-2261
Fax: 501-569-2623

Larz Garcia
Scenic Rds. & TE Coordinator
Intermodal Div., Roadside Development
Department of Transportation
205 S. 17th Ave.
MD 617-E
Phoenix, AZ 85007
Phone: 602-712-7906
Fax: 602-712-3217
E-mail: lgarcia@dot.state.az.us

CA:

Howard Reynolds
TE Program Manager
CalTrans
Local Programs
M.S. 28
1120 "N" Street
Sacramento, CA 95814
Phone: 916-654-2477
Fax: 916-654-3770
E-mail: howard_reynolds@dot.ca.gov

CO:

Karen L. Sullivan
TE Program Manager
Colorado Dept. of Transportation
4201 East Arkansas
Denver, CO 80222
Phone: 303-757-9502
Fax:
E-mail: Karen.L.Sullivan@dot.state.co.us

CT:

Charles Barone
Enhancements Program Manager
Bureau of Policy and Planning
Department of Transportation
2800 Berlin Tpk.
P.O. Box 317546
Newington, CT 06131-7546
Phone: 860-594-2051
Fax: 860-594-3028
E-mail: Charles.barone@po.state.ct.us

DE :

Dave Petrosky
Statewide Planning Office
Planning Division
Department of Transportation
P.O. Box 778
Dover, DE 19903
Phone: 302-760-2128
Fax: 302-739-2251
E-mail: dpetrosky@mail.dot.state.de.us

DC:

Kenneth Laden
Administrator
Office of Intermodal Planning
Department of Public Works
Reeves Center, 7th Floor
2000 14th Street, NW
Washington, DC 20009
Phone: 202-671-0495
Fax: 202-939-7185
E-mail: kladen@dpw.dcgov.org

FL:

Bob Crim
 State Project Development Engineer
 Office of Environmental Management
 Department of Transportation
 605 Suwannee Street
 M.S. 37
 Tallahassee, FL 32399-0450
 Phone: 850-487-3985
 Fax: 850-922-7217
 E-mail: Bob.Crim@dot.state.fl.us

GA:

Ronda Britt
 Transportation Enhancements Coordinator
 Division of Planning & Programming
 Department of Transportation
 #2 Capitol Square
 Atlanta, GA 30334
 Phone: 404-657-6914
 Fax: 404-656-3507
 E-mail: ronda.britt@dot.state.ga.us

HI :

Doug Meller
 TE Program Manager
 Highway Planning Branch
 Department of Transportation
 869 Punchbowl St.
 Honolulu, HI 96813
 Phone: 808-587-1832
 Fax: 808-587-1787
 E-mail: Douglas_meller@exec.state.hi.us

ID :

Pat Raino
 Intermodal Planning Manager
 Bureau of Transportation Service
 Transportation Department
 3311 West State St.
 Boise, ID 83704
 Phone: 208-334-8209
 Fax: 208-334-3858
 E-mail: PRaino@itd.state.id.us

IL:

Steve Ponder
 Enhancements Program Coord.
 Office of Planning & Programming
 Department of Transportation
 2300 S. Dirksen Pkwy.
 Rm 307, Transp. Adm. Bldg.
 Springfield, IL 62764
 Phone: 217-785-8695
 Fax: 217-785-8140
 E-mail: pondersd@nt.dot.state.il.us

IN:

Mike Helton
 Enhancements Manager
 Division of Program Development
 Department of Transportation
 N-901, Indiana Gov't Ctr, N
 100 N. Senate Ave.
 Indianapolis, IN 46204
 Phone: 317-232-5224
 Fax: 317-233-0958
 E-mail: mhelton@indot.state.in.us

IA:

Nancy Burns
 Enhancements Coordinator
 Planning & Research Division
 Department of Transportation
 800 Lincoln Way
 Ames, IA 50010
 Phone: 515-239-1621
 Fax: 515-233-7857
 E-mail: Nancy.Burns@dot.state.ia.us

KS:

Julie Lesslie
 Enhancements Coordinator
 Office of Engineering Support
 Department of Transportation
 Office of Enrg. Support, 7th Fl.
 Docking State Office Bldng.
 Topeka, KS 66612
 Phone: 785-296-0284
 Fax: 785-296-0723
 E-mail: julieL@ksdot.org

KY:

Jan Clements
 TE Program Manager
 Division of Multi-modal Programs
 Transportation Cabinet
 125 Holmes St.
 Frankfort, KY 40622
 Phone: 502-564-7686
 Fax: 502-564-4422
 E-mail: jclements@mail.kytc.state.ky.us

LA:

Ms. Ann Wills
 Enhancements Prog. Manager
 Planning Division
 Dept. of Transportation & Development
 P.O. Box 94245
 Capitol Station
 Baton Rouge, LA 70804-9245
 Phone: 225-379-1358
 Fax:
 E-mail: awills@dotdmail.dotd.state.la.us

ME:

Duane Scott
 TE Program Manager
 Department of Transportation
 Bureau of Planning
 16 State House Station
 Augusta, ME 04333-0016
 Phone: 207-287-5736
 Fax: 207-287-3292
 E-mail: duane.scott@state.me.us

MD:

Dennis Simpson
 Enhancement Program Manager
 SHA, Regional & Intermodal Planning
 Department of Transportation
 Mail Stop C-502
 P.O. Box 717
 Baltimore, MD 21203-0717
 Phone: 410-545-5675
 Fax: 410-209-5025
 E-mail: dsimpson@sha.state.md.us

MA:

Linda Walsh
 TE Program Coordinator
 Bureau of Transportation Planning & Dev.
 Highway Department
 10 Park Plaza
 Room 4150
 Boston, MA 02116-3973
 Phone: 617-973-8052
 Fax: 617-973-8035
 E-mail: linda.walsh@state.ma.us

MI:

Bryan Armstrong
 Enhancements Program Manager
 Project Planning Division
 Department of Transportation
 Van Wagoner Bldg.
 425 W. Ottawa St.
 PO Box 30050, Lansing, MI 48909
 Phone: 517-335-2636
 Fax: 517-373-0167
 E-mail: armstrongb@mdot.state.mi.us

MN:

Frank Van de Steeg
 Director
 Project Authorization Section
 Department of Transportation
 MS 440
 John Ireland Blvd.
 St. Paul, MN 55155
 Phone: 651-296-8482
 Fax: 651-296-3019
 E-mail: frank.vandesteeg@dot.state.mn.us

MS:

Jim Moak
 Transportation Enhancements Coordinator
 Preliminary Studies Division
 Department of Transportation
 Post Office Box 1850
 Jackson, MS 39215-1850
 Phone: 601-359-7694
 Fax: 601-359-7652
 E-mail: jmoak@mdot.state.ms.us

MO:

David Stock
 Transportation Planner
 Preliminary Studies
 Department of Transportation
 P.O. Box 270
 Jefferson City, MO 65102
 Phone: 573-526-3502
 Fax: 573-526-2819
 E-mail: stockdl@mail.modot.state.mo.us

MT:

Mike Davis
 CTEP Coordinator
 Planning & Programming Office
 Department of Transportation
 2701 Prospect Avenue
 P.O. Box 201001
 Helena, MT 59620-1001
 Phone: 406-444-4383
 Fax: 406-444-7671
 E-mail: midavis@state.mt.us

NC :

Laurie Smith
 Enhancements Manager
 Office of Planning & Environment
 Department of Transportation
 P.O. Box 25201
 Raleigh, NC 27611
 Phone: 919-733-2039
 Fax: 919-733-3585
 E-mail: lpsmith@dot.state.nc.us

NE :

Jim Pearson
 Enhancements Coordinator
 Department of Roads
 P.O. Box 94759
 Lincoln, NE 68509-4759
 Phone: 402-479-4881
 Fax: 402-479-4325
 E-mail: jpearson@dor.state.ne.us

NH:

Victoria Chase
 Project Manager
 Project Development Div.
 Department of Transportation
 J.O. Morton Building
 Hazen Drive
 Concord, NH 3301
 Phone: 603-271-2107
 Fax: 603-271-7199
 E-mail: vhase@dot.state.nh.us

NJ :

Bob Goslin
 TE Program Manager
 District 4 Local Aid
 Department of Transportation
 3906 Church Road
 Mt. Laurel, NJ 8054
 Phone: 609-530-3640
 Fax: 609-866-4972
 E-mail: robertgoslin@dot.state.nj.us

NM:

Jim Kozak
 Acting Planning Chief
 Planning Division
 Highway & Transportation Department
 P.O. Box 1149
 South Building 1
 Santa Fe, NM 87504-1149
 Phone: 505-827-5547
 Fax: 505-827-3229

NY:

Bob Viti
 Enhancements Program Coordinator
 Program Management
 Department of Transportation
 1220 Washington Ave.
 NYSDOT Bldg. 5, Rm 523
 Albany, NY 12232
 Phone: 518-457-2935
 Fax: 518-457-7659
 E-mail: bviti@gw.dot.state.ny.us

NV:

Leif Anderson
 Enhancements Coordinator
 Planning Division
 Department of Transportation
 1263 South Stewart St.
 Carson City, NV 89712
 Phone: 775-888-7121
 Fax: 775-888-7105
 E-mail: landerson@dot.state.nv.us

ND:

Bennett Kubischta
 Transportation Enhancement Coordinator
 Planning Division
 Department of Transportation
 608 East Blvd.
 Bismark, ND 58505-0700
 Phone: 701-328-3555
 Fax: 701-328-1404
 E-mail: bkubisch@state.nd.us

OH:

David Seech
 Enhancements Program Coordinator
 Office of Local Assistance
 Department of Transportation
 1980 W. Broad Street
 Columbus, OH 43223
 Phone: 614-752-4686
 Fax: 614-466-0822
 E-mail: dseech@dot.state.oh.us

OK:

Richard Andrews
 Special Projects Coordinator
 Urban Design Division
 Department of Transportation
 200 NE 21st Street
 Oklahoma City, OK 73105-3204
 Phone: 405-521-2454
 Fax: 405-522-1620
 E-mail: randrews@odot.org

OR:

Pat Rogers
 Enhancements Program Manager
 Project Support Section
 Department of Transportation
 355 Capitol St. NE
 Room 308-A
 Salem, OR 97301-3871
 Phone: 503-986-3528
 Fax: 503-986-3407
 E-mail: patricia.k.rogers@odot.state.or.us

PA:

Dan Accurti
 Manager, Transportation Enhancements
 Center for Program Dev. and Mgmt.
 Department of Transportation
 555 Walnut St.
 6th Floor
 Harrisburg, PA 17101-1900
 Phone: 717-783-2258
 Fax: 717-787-5247
 E-mail: daccurt@dot.state.pa.us

PR:

Martha Bravo-Colunga
 Transportation Enhancements Contact
 Dept. of Transportation and Public Works
 P.O. Box 41269
 Minillas Station
 San Juan, PR 00940-1269
 Phone: (787) 723-3760
 Fax: (787) 727-7792
 E-mail: mbravo@act.dtop.gov.pr

RI :

Tom Queenan
 Enhancements Manager
 Planning Division
 Department of Transportation
 Two Capitol Hill
 Room 372
 Providence, RI 02903
 Phone: 401-222-4203
 Fax: 401-277-2207
 E-mail: Tqueen@dot.state.ri.us

SC:

John Gardner
 Rural Planning Manager
 Office of Planning
 Department of Transportation
 P.O. Box 191
 Columbia, SC 29202-0191
 Phone: 803-737-6371
 Fax: 803-737-1858
 E-mail: GardnerJF@dot.state.sc.us

SD :

John Forman
 Enhancements Manager
 Office of the Secretary
 Department of Transportation
 700 Broadway Ave, E
 Pierre, SD 57501
 Phone: 605-773-5243
 Fax: 605-773-3921
 E-mail: john.forman@state.sd.us

TN :

Marilyn Holland
 Enhancements Coordinator
 Program Development & Scheduling
 Department of Transportation
 James K. Polk Building
 Suite 600
 Nashville, TN 37243-0341
 Phone: 615-532-3184
 Fax: 615-741-9673
 E-mail: mholland@mail.state.tn.us

TX :

Doug Vollette
 Enhancements Coordinator
 Div. of Highway Design
 Department of Transportation
 125 E. 11th Street
 Austin, TX 78701
 Phone: 512-416-2783
 Fax: 512-416-3098
 E-mail:
DVOLLET@mailgw.dot.state.tx.us

UT:

Sandy Weinrauch
 TE Program Coordinator
 Utah Dept. of Transportation
 4501 S 2700 W
 Box 143600
 Salt Lake City, UT 84114-3600
 Phone: (801) 965-3897
 Fax: 801-965-4551
 E-mail: sweinrauch@dot.state.ut.us

VA :

Winky Chenault
 Enhancements Program Associate
 Programming & Scheduling Division
 Department of Transportation
 1221 E. Broad St.
 Richmond, VA 23219
 Phone: 804-786-2264
 Fax: 804 371-8719
 E-mail: chenault_hw@vdot.state.va.us

VT :

Lani Ravin
 Enhancements Coordinator
 Planning Division
 Agency of Transportation
 133 State Street
 Montpelier, VT 05633
 Phone: 802-828-3885
 Fax: 802-828-5712
 E-mail: lani.ravin@state.vt.us

WA:

Stephanie Tax
 Enhancement Program Manager
 Local Programs Division
 Department of Transportation
 P.O. Box 47390
 Olympia, WA 98504-7390
 Phone: 360-705-7389
 Fax: 360-705-6822
 E-mail: taxs@wsdot.wa.gov

WI:

John Duffe
Enhancements Manager
Bureau of Transit and Local Roads
Department of Transportation
4802 Sheboygan Ave.
P.O. Box 7913
Madison, WI 53707-7913
Phone: 608-264-8723
Fax: 608-266-0658
E-mail: john.duffe@dot.state.wi.us

WV:

Harold Simmons
Enhancements Coordinator
West Virginia Division of Highways
Department of Transportation
1900 Kanawha Blvd East
Building 5 Rm. 863
Charleston, WV 25305
Phone: 304-558-3165
Fax: 304-558-3783
E-mail: hsimmons@dot.state.wv.us

WY:

Dave Young
Enhancements Manager
LGC Office
Transportation Department
5300 Bishop Blvd.
Cheyenne, WY 82009-3340
Phone: 307-777-4275
Fax: 307-777-4759
E-mail: dyoung@state.wy.us

ATTACHMENT 2



National Park Service

DIRECTOR'S ORDER #20: AGREEMENTS

Approved: /s/ Robert Stanton (signed original on file)
Director, National Park Service

Effective Date: July 23, 1999

Sunset Date: July 23, 2003

The *Federal Assistance and Interagency Agreement Guideline, NPS-20, Release No. 3*, dated August 1986, and any other conflicting instructions which pre-date this Director's Order, are superseded and replaced by this Director's Order #20 and by the *National Park Service Agreements Handbook*.

1. PURPOSE AND BACKGROUND

1.1 The purpose of this Director's Order is to: (1) establish NPS policies and procedures for administering agreements; (2) identify and describe the types of agreements that the NPS enters into with Federal and non-Federal entities; (3) identify and describe the responsibilities and functions of NPS officials in administering agreements; and (4) affirm the NPS's commitment to comply with the regulations, policies and procedures imposed by the Office of Management and Budget (OMB) Circulars, the Code of Federal Regulations (CFR), the Federal Acquisition Regulation (FAR), Executive Orders (E.O.), the Department of the Interior (DOI) regulations and other applicable governmental laws and regulations.

1.2 The National Park Service (NPS) is authorized by law to enter into agreements with other agencies, organizations and individuals. These agreements establish formal relationships that allow the NPS to more efficiently and economically accomplish its mission. To some extent, applicable laws and regulations prescribe the manner or conditions under which agreements may be entered into. But NPS managers also have substantial latitude in crafting and entering into agreements. This combination of authority and latitude has resulted in a confusing proliferation of agreements that have often been more complicated than they needed to be. At the same time, the approval process has sometimes taken more time than should have been necessary, because basic elements or requirements have been overlooked by the agreement's author, or because there has been uncertainty as to roles and responsibilities in the approval process, or because an inappropriate agreement instrument has been selected. This situation indicates a need within the NPS to clarify the distinctions between various agreements, to standardize agreement formats, and to clarify roles and responsibilities.

1.3 This Director's Order is a "Level 2" document issued under the Director's signature. It does not contain detailed information and procedures or processes. However, the Associate Director for Administration will prepare and issue a *NPS Agreements Handbook* (a "Level 3" document), which will include detailed information regarding procedures and processes, and specific examples of the various agreement formats.

2. LEGAL AUTHORITY

2.1 This Director's Order is authorized by the National Park Service Organic Act (16 U.S.C. 1 through 4), and delegations of authority contained in Part 245 of the Department of the Interior Manual. In addition, there are other laws that authorize the NPS to enter into agreements and that prescribe the form and content of agreements. These other laws are referenced as appropriate within this Director's Order and, to a greater extent, within the *NPS Agreements Handbook*.

3. POLICIES/INSTRUCTIONS/REQUIREMENTS

3.1 NPS park and program managers should actively seek opportunities to efficiently and economically accomplish the NPS mission by entering into advantageous relationships with Federal and non-Federal entities. The NPS will formalize and document these relationships through Cooperative Agreements, Interagency Agreements, and **General Agreements** (formerly called Memoranda of Agreement and Memoranda of Understanding) which will explain how the relationships are managed.

3.2 All agreements in which the NPS is a party will be carried out in accordance with applicable laws, regulations and policies. The NPS will ensure, to the extent practicable, uniform implementation of procedures governing its agreements with Federal and non-Federal entities.

3.3 The terms *Memorandum of Understanding* (MOU) and *Memorandum of Agreement* (MOA) will no longer be used to describe an agreement in which the NPS is a party. The terms MOU and MOA will be replaced by the new term, *General Agreement*. An MOU or MOA which pre-dates this Director's Order may continue to be called MOU or MOA until it expires. If or when the agreement is renewed, it will be converted to a *General Agreement*¹. Exceptions to this nomenclature may be made for international agreements, or when the non-NPS party is required by their agency or institutional protocol to use MOU, MOA, or some other term.

3.4 In the past, Interagency Agreements were sometimes used to document an agreement or understanding between the NPS and another Federal agency to assist one another on a reciprocal basis. Henceforth, the NPS will use Interagency Agreements only to document arrangements that entail the transfer of funds, goods, property or services between the NPS and another Federal agency. When the purpose of the agreement is merely to document mutually-agreed-to policies, procedures, objectives and/or relationships, with no funds, goods, property or services exchanged, a General Agreement will be the instrument of choice.

3.5 The Associate Director, Administration, through the Contracting and Procurement Office, will issue the *NPS Agreements Handbook*. The handbook will provide a comprehensive compilation of detailed information and instructions that will assist NPS personnel in the development, implementation, and management of agreements. The handbook will also include legal authorities for entering into agreements and the responsibilities of NPS personnel for processing agreements. NPS personnel must comply with the mandatory elements contained in the *NPS Agreements Handbook*, which will be available through contracting offices at the regional level and through the WASO Contracting and Procurement Office.

4. COOPERATIVE AGREEMENTS

4.1 Congress has specifically defined in the Federal Grant and Cooperative Agreement Act (FGCAA--codified at 31 U.S.C. 6305) the term "Cooperative Agreement," and the circumstances under which a Cooperative Agreement must be used. In the past, the NPS has had limited authority to use cooperative agreements as a means of carrying out its mission because it had few legal authorities to undertake activities that met the FGCAA definitions. However, as a result of the Omnibus Consolidated Appropriations Act of 1997 (P.L. 104-208), section 203 of the

National Parks Omnibus Management Act of 1998 (P.L. 105-391), and section 818 of the Omnibus Parks and Public Lands Management Act of 1996 (P.L. 104-333), the NPS has three new statutory authorities that expand the opportunities to use cooperative agreements. These new authorities are 16 U.S.C. 1g for park programs, 16 U.S.C. 5933 for cooperative study units, and 16 U.S.C. 1a-2(j) for park research. These new authorities, in addition to the other existing specific authorities, allow the NPS to carry out any of the NPS's legally authorized activities through a Cooperative Agreement, as long as the following conditions are met:

(a) The agreement is used to transfer money, property, services, or anything else of value from the NPS to the partner; and

(b) The principal purpose of the NPS assistance is:

1. To carry out a public purpose of support or stimulation authorized by a law of the United States between the NPS and a state, local government, tribal government or other non-Federal partner. [A few examples of those laws include 16 U.S.C. 460(f) (research relating to outdoor recreation); 16 U.S.C. 462(e) (the Historic Sites Act of 1935); 16 U.S.C. 1246 (the National Trails System Act); 16 U.S.C. 1281(e) (the Wild and Scenic Rivers Act); 16 U.S.C. 3119 (Alaska National Interest Lands Conservation Act)]; or

2. To carry out the public purpose of any National Park Service program, authorized by law or by appropriation, with a state, local or tribal government, other public entity, educational institution, or private nonprofit organization. [This authority, 16 U.S.C. 1g, provides a very broad authority to use cooperative agreement instruments in support of park programs]; or

3. To develop adequate, coordinated, cooperative research and training programs concerning the resources of the National Park System with a public or private educational institution, state, or a political subdivision of a State, as authorized by 16 U.S.C. 1a-2(j); and

(c) The NPS anticipates substantial involvement during performance of the contemplated activity. [Anticipated involvement during performance would exist and, depending on the circumstances, could be substantial where the relationship includes, for example: NPS involvement in program management decisions; NPS collaboration in the accomplishment of the activity; or NPS operational involvement or participation during the project. The *NPS Agreements Handbook* provides additional guidance on determining whether substantial involvement is anticipated.]

4.2 Although the NPS frequently "cooperates with" or participates in a "cooperative arrangement with" other Federal and non-Federal entities, unless the arrangement meets the criteria in paragraph 4.1, above, it will not be the subject of a "Cooperative Agreement." Instead, such arrangements will be the subject of a "General Agreement" or "Interagency Agreement."

4.3 Cooperative Agreement administration requires record keeping and compliance with any reporting requirements specified in the agreement and by regulations applicable to Cooperative Agreements. The *NPS Agreements Handbook* provides detailed information on these requirements.

4.4 Cooperative Agreements must be reviewed by a Contracting Officer and the Office of the Solicitor.

4.5 Cooperative Agreements must be signed by a Contracting Officer who possesses a Level IIB or higher warrant, and who has had Cooperative Agreement training from an accredited educational institution.

4.6 Cooperative Agreements are not to be used to circumvent applicable Federal acquisition laws and regulations. Competition should be encouraged, where deemed appropriate, in the award of cooperative agreements.

Note: If an end product will be delivered to the NPS, without substantial involvement by the NPS during performance, then a simplified purchase or a formal contract is the appropriate course of action, rather than a Cooperative Agreement.

5. INTERAGENCY AGREEMENTS

5.1 An Interagency Agreement is the appropriate instrument for:

- (a) The acquisition or provision of goods or services between the NPS and another Federal agency, as authorized by the Economy Act (31 U.S.C. 1535, as amended); or,
- (b) The acquisition or provision of services between the NPS and the District of Columbia government, as authorized by the Economy Act (31 U.S.C. 1537, as amended).

5.2 Interagency Agreements which obligate NPS funds must be reviewed and signed by a Contracting Officer who possesses a level IIB or higher warrant. Interagency Agreements that exceed \$250,000 must be reviewed for approval or disapproval by the Manager, Contracting and Procurement Program Office, WASO. If superintendents, program managers, or Contracting Officers have questions on a specific Interagency Agreement, they should contact the Office of the Solicitor for guidance.

5.3 Interagency Agreements which involve the receipt of funds by the NPS do not require the signature of the NPS Contracting Officer unless required by the other Federal agency. If the other Federal agency does not require the signature of the NPS Contracting Officer, the responsible NPS official will sign the Interagency Agreement.

5.4 An Interagency Agreement which does not meet the requirements of 5.1, above, and which pre-dates this Director's Order, may continue to be called an Interagency Agreement until it expires. However, if and when the agreement is renewed, it will be renamed *General Agreement*.

6. COOPERATIVE MANAGEMENT AGREEMENTS

[NOTE: Policy guidance on the use of Cooperative Management Agreements for the acquisition or provision of supplies and services between the NPS and a State or local government agency, as authorized by section 802 of the National Park Omnibus Management Act of 1998, 16 U.S.C. 1a-2(l), is being developed and will be inserted here when it is completed.]

7. GENERAL AGREEMENTS

7.1 A General Agreement is a generic instrument used to document a wide range of mutually-agreed-to policies, procedures, objectives, understandings and/or relationships with Federal and non-Federal entities. The term "General Agreement" may be applied to any agreement not defined above as a Cooperative Agreement or an Interagency Agreement. Examples include:

- (a) Agreements with "friends" organizations;
- (b) Programmatic agreements with other Federal agencies;
- (c) Planning and development agreements;
- (d) Cooperating association agreements;
- (e) Fund-raising or donation agreements;²
- (f) Reimbursable and non-reimbursable law enforcement assistance and fire-fighting agreements with state or local agencies;
- (g) Arrangements under which a non-governmental entity will reimburse the NPS for supplies or services authorized under 16 U.S.C. 1b(5).

7.2 While the generic term "General Agreement" will define the type of instrument, a more explicit

- (a) "General Agreement – to Document a Fund-raising Relationship between"
- (b) "General Agreement – to Document a Cooperating Association Relationship between...."

(c) "General Agreement – to Document a Fire-fighting Assistance Relationship between...."

7.3 General Agreements must not commit the NPS to provide financial assistance in any form, nor transfer NPS goods or services to Federal or non-Federal entities. However, a General Agreement may establish an administrative framework under which a subsequent Cooperative Agreement or Interagency Agreement will be entered. When used this way, the General Agreement may be incorporated into and succeeded by the Cooperative Agreement.

7.4 General Agreements are not required to be reviewed or signed by a Contracting Officer. However, if a General Agreement establishes an administrative framework under which a subsequent Cooperative Agreement or Interagency Agreement will be entered into, it is recommended that a Contracting Officer review the General Agreement.

7.5 If NPS park or program managers have questions regarding the legal implications of their General Agreements (such as tort claim liability), they are encouraged to consult with the Office of the Solicitor. Solicitor's Office review is required for all fundraising agreements.

7.6 General Agreements may be reviewed and signed by the Director or by a deputy director, associate director, regional director, superintendent, or service/administrative program center manager. General Agreements intended for signature by the Director will be referred to the Office of Policy for prior review. Regional and associate directors may impose additional reviews and/or approval procedures for General Agreements within their jurisdiction.

8. CHALLENGE COST-SHARE PROGRAM

The criteria in sections 4 and 7 of this Director's Order should be applied to determine whether a Cooperative Agreement or a General Agreement is the appropriate instrument for documenting a Challenge Cost-Share Program (CCSP) activity. In some cases, a contract will be the appropriate instrument. Further guidance for the CCSP may be found in Director's Order #27, which is currently being developed. For additional information, contact the Washington Coordinator for the CCSP, or visit the following website: <http://www.nps.gov/legacy/ccsp.htm>.

9. RESPONSIBILITIES OF OFFICIALS

9.1 Department of the Interior Office of Acquisition and Property Management. Issues, through the Department of the Interior Manual, policies, procedures and regulations to implement Government-wide statutory or regulatory requirements for agreements.

9.2 Office of the Solicitor. Reviews agreements to ensure that the appropriate legislative authority is cited and the agreement is legally sufficient.

9.3 Office of the Inspector General. Conducts audits and negotiates cost rates for Cooperative Agreements.

9.4 Director, Deputy Director, and Associate Directors. Ensures that established policies, procedures, and requirements for agreements are met. On a case-by-case basis, each may sign General Agreements that have Service-wide impact.

9.5 Associate Director, Administration. Ensures that established servicewide policies and procedures for agreements are implemented.

9.6 Regional Director. Signs General Agreements which have regionwide impact.

9.7 Manager, Contracting and Procurement Program Office, WASO. Develops and issues Service-wide policies and procedures to comply with OMB Circulars, Federal Acquisition Regulation, Executive Orders, the Departmental Manual, and other sources of guidance on agreements; provides Service-wide oversight of Cooperative and Interagency Agreements; reviews NPS and office internal controls to ensure compliance as set forth in 43 CFR 12 and 505 DM .

9.8 Superintendents, Managers, Service Centers and Administrative Program Centers. Authorized to sign General Agreements that affect areas and matters over which they have jurisdiction.

9.9 Contracting Officers with Level IIB or higher warrant. Authorized to sign and administer Cooperative and Interagency Agreements.

9.10 Program Managers/Contracting Officer's Technical Representatives. Provide technical information, statements of work and technical assistance for agreements, and receipt of reports and other deliverables.

9.11 Property Office. Maintains accountable property records for property furnished under agreements and disposes of excess property acquired under agreements, in accordance with [Director's Order #44](#).

9.12 Partnership Office. Reviews, and provides technical assistance with regard to, General Agreements relating to fundraising campaigns which require the Director's approval.

9.13 Office of Policy. Reviews, and provides technical assistance with regard to, General Agreements intended for signature by the Director (other than fundraising).

9.14 Accounting Operations Center. Ensures invoices are reviewed for accuracy and payments are processed in accordance with the terms and conditions of agreements.

Note: Although the authority to sign and administer cooperative agreements or interagency agreements which obligate funds rests with the appropriate level contracting officer, Regional Directors and/or park superintendents may co-sign agreements signifying their endorsement of the partnership arrangement.

¹ The terms MOU and MOA are being eliminated at the suggestion of the Office of the Solicitor, and in response to a recommendation from the Vail Partnership Committee to reduce the confusion in selecting agreement instruments. Both these terms--and the types of relationships they characterized in the past--will be encompassed within the more generic General Agreement. Although confusion will never be totally eliminated, the range of options should help simplify choices.

² A gift to the NPS from a grant-making foundation may be documented in whatever format is used by the foundation, provided that the document does not contain stipulations that are otherwise unacceptable to the NPS. (Consult with the Office of the Solicitor or the Partnerships Office if further guidance is needed.)

ATTACHMENT 3

Zion National Park-Springdale Intermodal Transportation Enhancement Project Contact: Patrick Shea (303) 969-2347

The Zion Canyon Transportation System was successfully initiated in May 2000, as a result of multiple partners and a shared vision for the Zion Canyon area. This transportation system, initially designed to preserve park resources and improve the visitor experience within the national park, evolved to provide community benefits and improved community relationships outside the park, as well. The system was directly influenced by the partnering efforts of the national park, the town of Springdale, Zion Natural History Association, the State of Utah, and local citizens and businesses. Specific partners and associated activities included:

The Town of Springdale became an early partner, upon inquiring if a transportation system extension into town could assist community growth challenges and reduce existing traffic impacts. Subsequently, the town successfully obtained state transportation enhancement (TE) program funds for shuttle stops and streetscape improvements. These actions extended the park transportation system into the community and provided numerous visitor and community benefits such as reduced traffic impacts, enhancing the pedestrian environment and preserving community values.

In addition to the \$838,000 funding assistance out of the TE program, the Mayor of Springdale, Town Manager, town staff, town councilors, town committee members and local citizens consistently supported the transportation planning and implementation of the alternative transportation system.

Zion Natural History Association (ZNHA), a cooperative association within the national park, contributed \$50,000 as local matching funds to the state's TE program funds under the Intermodal Surface Transportation Efficiency Act (ISTEA) for town shuttle stops. A cooperating association responsible for visitor center merchandising activities, ZNHA actively participated throughout the planning phases.

The State of Utah Department of Transportation (UDOT) became a partner through the TE efforts. UDOT assisted in design, contracting and construction of the shuttle stop and streetscape improvements constructed within the State Route 9 (SR9) right-of-way within Springdale. These system improvements complemented and enhanced Springdale's historic road and streetscape improvements constructed by the Works Project Administration (WPA) and UDOT in 1938. The blending of historic preservation and transportation improvements provided synergistic benefits to both visitors and residents alike.

Zion Canyon Theater was also a partner from the early planning efforts. Located immediately adjacent to the park, early planning concepts envisioned a cooperative effort between the park, ZNHA, and the theater, to privately finance and construct a visitor center on theater lands. When the visitor center financial goals could not be achieved, the development proposals were reevaluated and the partnering efforts continued between the park and the theater owners. At one point during the planning efforts, partnering proposals were considered with National Geographic Television, the theater, and the park. These proposals were not successful. The final development partnering efforts constructed the town shuttle loop northern terminus, a camper store/ restaurant, and tour bus parking with private funds on theater lands. These shuttle system improvements are directly connected to the park visitor center and create a visitor complex that bridges the community and the national park.

The State of Utah Department Office of Energy and Resource Planning contributed expertise and funds for the procurement and installation of the visitor center photovoltaic (PV) panels and assisted in the interconnection agreements with Scottish Power Corporation, the parent company of the local energy supplier. These PV panels, which produce electric energy, thereby reducing energy consumption and able to generate electricity back into the power grid, also contribute to the transportation systems' sustainability interpretative themes.

Other partnering efforts were consistently demonstrated by landowners adjacent to shuttle stops in town, by community groups and by other elected local and county officials. These efforts ranged from design input, private property improvements to compliment transportation construction, community support and local artwork in future town interpretative exhibits. The partnering efforts, which constructed the town shuttle stops,

streetscape improvements and town loop terminus, have contributed approximately 15% of the total transportation system capital costs. Future system components for additional streetscape improvements -- sidewalks, street trees, pedestrian lighting, traffic calming islands, and vegetation -- will increase partnering contributions by over \$3.0 million.

The benefits of partnering are numerous. In addition to increased funding, project support, and responsive community based solutions, partnering allows the conservation ethics of the National Park Service to reach larger audiences. This partnering results in benefits to both current and future users of the transportation system by accommodating increased visitation without impacting park and community values as well as supporting local economic vitality. The transportation planning and implementation at Zion National Park created long term relationships that will serve the gateway community, Springdale, and will be a model for other parks and gateway communities.

C&O Canal, Washington D.C.

Contact: Kenneth Laden (202) 671-2309

Less than three years ago, the District of Columbia was in the midst of its greatest financial crisis in more than a century. Even so, a special partnership was forged that was born from another disaster. The legendary “Blizzard of ‘96 brought a disastrous flood from a sudden drenching rains, rising temperatures and melting snow that overran the Potomac River and ravaged the region’s historic Chesapeake and Ohio Canal. The canal was hit again the same year by Tropical Storm Fran, which left more shredded locks, destroyed bridges and tore away more sections of canal’s towpath. The severity of 1996’s two floods made it the worst year in the canal’s history, with floodwaters breaching nearly 80 percent of the canal.

The canal was nearly abandoned after many thought the damages were irreversible. After a century of nature’s onslaught, the National Park Service was not about to give up and mobilized a flood recovery plan that brought in national and local leaders to tour the damaged areas. In spite of the economic crisis the District was experiencing, the D.C. Department of Public Works and the D.C. Department of Recreation and Parks responded to the Park Services’ call for action. In a series of partnership agreements, TE funds were specifically used to de-silt the canal bed, restore the towpath from Georgetown to the Maryland state line, and complete the rehabilitation of a historic wall, canal, and the construction of the Fletcher’s Boat House Bridge

The District has been able to allocate more than \$11 million in funds for the C&O Canal. When measured against the restoration of tourism, scenic beauty, and wildlife and recreational resources, this investment was well worth the benefits.

While the canal has been fully restored in the District of Columbia, flood recovery work continues along sections in Maryland. The canal will always be vulnerable to Potomac floods, but as repairs are made new engineering solutions are devised to minimize future damage. More importantly, the response to an epoch disaster such as this demonstrates

how millions in private donations and local government grants came to rescue of this national monument and resource.

Grand Canyon Greenway, Arizona
Contact Michael Terzich (520) 774-3402

Approximately five million people visit Grand Canyon National Park each year from every corner of the world. National Park Service planners and managers determined that the best method to accommodate the increasing number of visitors was to diversify the transportation system and offer access to a wider range of experiences on each rim.

At the heart of the Grand Canyon Greenway is an ambitious multi-million public-private partnership development strategy that offers a new model for upgrading America's national park trail system. Public sources of funding will come from the TE program and National Park Service funding sources.

Greenway Phase 1 of the TE project is on the South Rim of Grand Canyon National Park in northern Arizona. It is specifically located in the developed zone of Grand Canyon Village and follows the rim of the canyon from Yavapai Point to the first overlooks along East Rim Drive (Arizona State Route 64). The project consists of a 10' wide paved pedestrian trail of approximately 2 miles in length. Signage, benches, and revegetation of disturbed areas are included in the project. By year 2010, it is projected that Canyon View Information Plaza will see up to 4,000 visitors an hour on peak summer days. This phase of the TE project will help disperse the crowds along the rim and enhance the visitor experience at the rim of the canyon.

Greenway Phase 2 of the TE project is located on the South Rim of Grand Canyon National Park. It is in the developed zone of Grand Canyon Village and will connect the Canyon View Information Plaza near Mather Point with the east end of the Grand Canyon Village. The project consists of a 12' wide paved bikeway/pedestrian trail of 1.8 miles in length.

The project includes signage, trail pullouts, benches, and revegetation of disturbed areas. The majority of the project follows existing utility roads, informal existing trails, and well-worn unpaved trails. The trail parallels the main road leading from Canyon View Information Plaza to Grand Canyon Village and is set away from the road to increase safety and provide a more natural experience away from traffic for the visitors. The two Greenways will be maintained through a private maintenance endowment set up through the Grand Canyon National Park Foundation and supported by private donations.

One of the most significant problems facing the Grand Canyon is the fact that visitors are dependent on the automobile or tour bus. With the new TE greenway project, the combination of non-motorized modes of travel will lessen traffic impacts. The greenway will be designed to accommodate all those who wish to experience the canyon regardless of age, ability, or recreational preferences. A system of high quality interconnected trails and overlooks will allow access to the canyon rim on foot, by bicycle, and in a

wheelchair. The trails will be specially designed and surfaced to make access and use both easy and convenient for all levels of ability. A range of options will greet each individual, group, or family – from a short walk to the canyon rim to a daylong outing. Using a network of equipment rental and return points, visitors can custom-tailor their canyon visit, such as riding bikes to a destination and returning by public transit (transit buses and light rail cars will have the capability to carry bicycles). The greenway will showcase Grand Canyon National Park as a model for multi-modal transportation.

Lowell National Historical Park-- Boston, MA
Contact: Christina Briggs (978)-275-1725

Lowell National Historical Park, located in the heart of the City of Lowell, Massachusetts, was created by Congress in 1978 to preserve and interpret the historical and cultural sites, structures, and districts in Lowell, while maintaining and enhancing the urban environment and economy of the city. Lowell represents an innovative park concept in the National Park system where the historic and cultural resources remain largely in private ownership. The concept adopted at Lowell provides for a historical/cultural park in an urban environment, with a unique partnership between federal, state, and local governments and the private sector. These partnerships have been fundamental to achieving the Park's mission and have allowed the Park to minimize its ownership of property while still being involved in the treatment and use of the significant historic and cultural properties that comprise its 19th century urban setting.

Partnerships have been critical to the development and operation of the Park's integrated visitor transportation system of canal boats, trolley and walkways. In the past two decades, Lowell has completed more than 40 transportation projects totaling nearly \$40 million in Park, FHWA, State, and local funds. The Park has been very successful in obtaining over 1.6 million in TE funds for a variety of projects including the development of the Tremont Yard Trolley Terminus, canal walkway improvements, B&M Terminal Headhouse rehabilitation, and canalway/riverwalk wayside signage.

The Park's long-term partnership with the Massachusetts Department of Environmental Management (DEM) has made possible the operation of park's canal tour boat program. DEM has acquired many of the land rights from the historic Locks and Canals Company, including a 20-foot wide strip along the canals, the historic gatehouse structures, and the recreational and air rights over the canals. Boott Hydropower Company, a local utility, owns the canal waterflow rights, the canal bottom, and the operational mechanisms within the gatehouses. The utility's Federal Energy Regulatory Commission license authorizes the recreational use of the canals in a partnership arrangement with NPS and DEM to provide recreational tours. Thus, the park is able to offer a scenic attraction and educational program that would not have been possible without partnering.

The key to Lowell's success is the partnering, networking, and political skills of the park's personnel. They have effectively worked with government partners and the MPO. They are familiar with the state and local transportation process and have key partners advocating projects involving multiple sources of funds.

ATTACHMENT 4

Community Transportation

A Publication of the Community Transportation Association of America
September/October 2000
Vol. 18, NO. 7

Transit and the Park Experience: Preservation, Access, Economics and Opportunity *by [Beth Wilson](#)*

It rained hard on New Year's Day, 1997. Yosemite National Park in California had just completed another year of record visitation — more than four million people had come to experience the Valley, the majority of them in private automobiles.

As in previous years, parking difficulties and traffic congestion at times grew so severe that Park officials had been forced to close the entrance gates and turn away visitors. Tourists were seeing far more of their windshields than they were of Yosemite's spectacular Half Dome and Giant Sequoia groves.

Along with the steady rain, temperatures were warmer than usual that January, melting layers of dense winter snow. The resulting flood in Yosemite Valley lasted three days, raising water levels as high as 10 feet in some areas of the park. Befitting the setting, the flood was a natural process — nature setting its course. But ecological benefits for the land were an economic disaster for Park visitor operations. The Park lost roads and trails, utilities, buildings and campgrounds, shutting down access for more than three months.

What was widely described as a catastrophe, however might have been an opportunity in disguise. Time to stop. To step back. To rethink. Park officials and gateway communities suddenly had the chance to imagine and build a new park experience — an experience in which transit would play a key role.

Parks in the Balance

The National Park System (NPS) operates under a precarious mandate. Federal parks were established to protect unique natural resources and preserve national heritage for future generations to enjoy. At the same time, the NPS must ensure public access to these scenic treasures. The two obligations are actually at odds with one another. As the number of visitors grows each year, so does their destructive impact on the parks — cars, exhaust, lines of traffic, delays, paved parking lots — marring the very park experience the public seeks.

More than just scenery, the national parks are important extensions of community in many areas — economic generators in the travel and tourism industry and the local economies dependent on it. Wildlife-related tourism generates an estimated \$60 billion a year nationwide. Hotels, campgrounds, restaurants, retailers and related industries are faced with a similar dilemma. They thrive on park visitors, yet these visitors threaten the

very thing that feeds tourism. Hence, business and local governments, too, have a vested interest in finding better solutions to accessibility.

When Congress designated Yellowstone the first national park in 1872, the mode of access was horse and horse-drawn carriage. The era of rail followed, and with it increasing numbers of visitors from afar. Tourism drove business growth and the construction of hotels and new roads. Since the late 1920s, transportation systems in the national parks have been developed primarily for the private automobile. Cars gave visitors access to remote areas, flexibility in travel planning and personal space for recreation equipment. Today there are more than 8,000 miles of roads running through our national parks, many leading to the visitor to-and-from expansive parking facilities.

But the era of road building in the parks is over. The infrastructure is now at or beyond capacity. More than 287 million visitors traveled to national parks in 1999. The roads were designed to flow with the natural setting, contributing to a visual experience. They were never meant to carry today's car volume. Arriving with hopes of a park experience, visitors often find themselves caught in a parking experience. Many resort to parking on roadsides, damaging natural resources and creating hazardous conditions. Beyond an environmental impact, the cost of expanding roadways and parking facilities to meet demand is an enormous drain on site resources, which are already straining to address a backlog of deferred maintenance. Alternative transportation systems may provide less expensive and more compatible park access.

Federal Coordination

President Clinton highlighted the need for improved visitor transportation systems in the national parks in a 1996 memorandum. In response, the Department of the Interior (DOI) and the Department of Transportation (DOT) signed in 1997 a memorandum of understanding (MOU) that would guide their collaborative efforts in innovative transportation planning. This guidance emphasized the need to preserve and protect natural resources; promote energy efficiency; move people safely; and improve recreation, historical interpretation and tourism opportunities.

Under the National Park Service's Alternative Transportation Program five national parks have been selected for site-specific demonstration projects:

- Light-rail transit and an alternative-fuels shuttle bus system in Grand Canyon National Park;
- Coordinated ferry and shuttle bus service throughout Golden Gate National Recreation Area;
- A regional transportation system combined with an in-park transit and intermodal transportation circulation plans in Yosemite National Park;
- An integrated transportation system at Zion National Park that connects the park with the gateway community of Springdale, Utah; and
- A bus transit system in Acadia National Park grown out of local-level partnerships and serving several gateway communities.

In addition, the two federal agencies are collaborating on a comprehensive study of transportation needs and alternative transportation systems in public lands. Expected to be released in early 2001, the study will examine potential transit strategies at numerous NPS, Bureau of Land Management, and Fish and Wildlife Service sites, as well as suitable vehicles and funding opportunities. Results could support a current Senate bill (S. 690) authorizing \$50 million dollars annually over the next five years through a new FTA Transit in the Parks Program similar to FHWA's Federal Lands Highway program.

Acadia: Successful Partnerships

Located on the coast of Maine, Acadia National Park encompasses more than 47,000 acres on Mount Desert Island and surrounding islets. Downeast Transportation, Inc., runs a nonprofit transit system in Ellsworth, Maine, a gateway community 20 miles outside the park. In the early 1990s, Downeast recognized a need for transportation for park visitors staying in area campgrounds. After securing interest, private campground operators and the park service campground were assessed fees, enabling Downeast to begin a shuttle service to the island town of Bar Harbor in 1993. Requiring a \$2.00 fare from passengers, initial ridership was low.

By the mid-1990s, summer traffic congestion on the island reached a level that had residents complaining to elected officials, and businesses fearing a loss of tourists. In 1996, the Mount Desert Island League of Towns met with park officials to discuss growing traffic problems. *After a series of town hall meetings, The League, Downeast, and Acadia National Park applied jointly to the Maine DOT for Congestion Mitigation and Air Quality (CMAQ) funds. Requiring a local match, community partners rose to the challenge. The four island towns each voted to approve proportional funding, with additional contributions coming from Friends of Acadia, a local park support organization, and island businesses through the Bar Harbor Chamber of Commerce. To these resources the Park added a portion of each visitor's entrance fee. Secured CMAQ dollars enabled Downeast to purchase eight propane-fueled buses, while the community partnership contributed funds to support operations and to hire a transportation consultant to guide the system's development and marketing.*

Downeast launched a free summer shuttle service in the park and local communities in June 1999. Response to the Island Explorer was overwhelming. Ridership shot up 600 percent, with nearly 3,000 passengers a day riding the shuttles during the season's peak. The DOI estimates a reduction of 1.3 million vehicle miles from the park's roads during its first summer of operation.

To meet the growing demand, Downeast needed to add more vehicles. A second round of funding included competitive grant money from the Federal Highway Administration's Alternative Transportation program. During the 2000 tourist season, the Island Explorer served visitors and residents with an additional nine buses. Although park visitation was down, ridership continued to increase 40 percent.

"It's not a park operation," notes Tom Crikelair, previous general manager of Downeast and now an independent consultant on the project. "It's a community transit operation. We've had to cut some new pathways through bureaucracy."

Established working relations contributed to Acadia's designation as a demonstration park in the DOI-DOT memorandum of understanding. A multi-faceted support structure behind Island Explorer included input from all interested and affected stakeholders and an established transportation provider. "Did we need to create a separate transit system for the park system? We all agreed that the existing Section 18 [grantee] was the best one to run the system," remarks Crikelair referring to Downeast Transportation, who also receives FTA 5311 Funds.

The Island Explorer runs on seven bus routes originating from the Village Green in Bar Harbor and spreading out to cover a large portion of Desert Island. The buses transport passengers to popular park destinations, campgrounds, and hotels, harbors and ferry terminals, and the airport, as well as to schools, post offices, and community centers.

The performance of and support for Island Explorer led in November 1999 to Acadia's designation as the test site for a new DOT Intelligent Transportation System. The ITS test project is implementing an Advanced Traveler Information System designed to provide visitors with real-time information on parking availability, bus arrivals and departures, weather updates and other related communications. The project provides \$2 million to expand the island shuttle system, which could serve as a model for other public lands.

"It's the partnership," says Len Bobinchock, Deputy Superintendent of Acadia National Park, describing Island Explorer's success. "The system has to serve both the park and the community."

The planning engaged all parties with a vested interest, included campgrounds, hotels, and the Chamber of Commerce.

"And they, in turn, became some of the strongest promoters of the system," adds Bobinchock, who is already looking to the future, describing a vision of a statewide, resource-sensitive, multi-modal transportation network that could connect visitors to Acadia and other destinations through an intermodal hub, park and ride facilities, airports, and ferries. "Island Explorer is just the beginning."

Zion: The Way a Park Should Be

Like so many of the national parks, Zion Canyon in southern Utah had become a moving parking lot during the summer tourist season. With thousands of cars vying for only hundreds of parking spaces, some tourists spent their vacation circling for an opening. Others resorted to roadside parking, degrading natural resources and diminishing the Canyon's vistas.

But that was then. This is now. 2000. A new millenium. A new park — this one nearly car-free.

"There was an enormous, positive impact in taking cars out of the canyon," reports Kirk Scott, General Manager of Zion Canyon Transportation System at the close of the system's first summer run. "It changed the noise, the pollution ... the feel. This is the way a park should be."

The free shuttle bus service began in May of this year, the result of six years' planning involving NPS, FHWA, Zion National Park, McDonald Transit Associates, the Utah DOT, the community of Springdale, Utah and Congress. Zion National Park had made previous attempts at park transit, as early as the 1970s. But partnerships and perseverance came together in the 1990s. Working with the congressional delegation from Utah, Zion National Park officials secured earmarks through the DOI appropriations bill. DOI dollars provided capital investments for bricks and mortar and vehicles, and Zion set out to create a transit system for the park. Meanwhile, the town of Springdale, just outside the park entrance, was sharing similar problems with traffic and parking. Recognizing their symbiotic relationship, the Park and the city began a collaborative effort.

Springdale applied to the Utah DOT and won **Transportation Enhancement** (FHWA/Surface Transportation Program) funds in 1997 and 1998. As part of an integrated transit plan that extended the look of the park, the town created bus stops and shelters, cross walks and traffic calming islands. Interested in improvements to the economic environment and quality of life, businesses and citizens came on board.

With no local transit provider to draw on, the park system put out a nationwide request-for-proposal. The bid was won by McDonald Transit Associates. Arriving from Waco, Texas, to head the budding system, Kirk Scott began to assemble his transit team. Thirty propane-fueled buses christened with Zion Canyon Transportation System rolled out through the canyon on May 23. By season's end in October, ridership had risen beyond expectation, with 1.5 million passenger trips.

"A far greater experience is now really guaranteed for visitors to Zion, and that has spilled over into the community," says Glen Hill, town manager of Springdale. "They're staying longer and spending more."

With few exceptions, cars have been banned from the park. Visitors park at the new Visitor Center at the park entrance or in Springdale using both on- and off-street parking. They can then board the shuttle at the Center or the closest Springdale stop. The system consists of two routes emanating from the Visitor Center at the park's entrance. The northern line makes numerous stops throughout the canyon. The southern line runs into and through the gateway community. Operation costs are paid with a dedicated portion of the park's \$20 entrance fee.

The transit system does more than just move people. It is an essential element in the park's conservation mission.

"It was important that the buses became part of the message, part of the story," explains Pat Shea, landscape architect with the National Park Service. "This is a great opportunity to rescript how visitors experience the park."

Yosemite: Bringing Gateway Communities on Board? Understanding the Larger Community?

During the worst days of the mid-1990s, many visitors to Yosemite National Park never got past the entrance. The Valley had reached capacity and the gate was shut. Park officials had implemented a Restricted Access Plan, closing the entrance gates to the Park due to congestion levels and fierce parking competition. The only vista these tourists saw was a stream of gridlock. The closures and their media coverage, including international reports, caused confusion and concern and resulted in a drop in tourism. Local businesses dependent on tourist dollars suffered, and relations between the Park and its concessionaires and gateway communities were strained. Ecology and economies clashed.

Accommodating more cars was not an option. Land use limits prevented the construction of additional parking spaces. Widening roadways would be cost prohibitive and environmentally unsound due to steep terrain and fragile ecosystems.

But accommodating people was a top priority, both of the Park and the gateway communities. Access to the Park is vital to the economies of not only Park concessionaires but of the five surrounding counties. Four million visitors each year contribute some \$3 billion to the local economy. If the Park Service strictly enforced its auto limits, the region stood to lose millions of dollars annually.

The Yosemite Area Regional Transportation Strategy group (YARTS) had its genesis in the early 1990s with a Memorandum of Understanding established among the Park Service, area county governments, Caltrans (California State Highway Department), the State Department of Tourism, the US Forest Service and, later, the Federal highway Administration (FHWA). The group came together with a common mission: to improve transportation service, reduce dependence on private autos, improve air quality and ensure the economic viability of the region.

The destructive flood in the beginning of 1997 offered a real opportunity to rethink circulation in the Park. A National Park Service study recommended road closures and reduced parking. The YARTS team conducted their own study, and brought surrounding communities to the table. The counties made it clear that most of their businesses depended on car traffic. Any mass transit options would have to ensure that visitors did not bypass their communities.

"We wanted to work together to come up with a solutions," explained Marjie Kirn of Merced County Association of Governments. "To feel like [the gateway communities] have some control over access issues in Yosemite,"

Two area counties, wary of the YARTS project, and its perceived potential to ban automobiles in the Valley, withdrew their participation. The remaining YARTS Board, including the Park Service, worked with a business and citizen advisory committee to develop a coordinated mass transit system serving both Yosemite Valley and communities along Highway 140 and Highway 120E. The two feeder routes of the Yosemite Area Regional Transit Service are operated by Yosemite Concession Services, local winner of a competitive bidding process. Both lines connect passengers with the Valley Shuttle looping inside the Park boundaries.

All parties are invested, making a financial contribution to the system. Using a portion of park entrance fees, Yosemite National Park provides a fixed subsidy to YARTS, which is supplemented by subsidies from three area counties. Mariposa County contributed funds for Year 2000 operations through a hotel bed tax, while Merced County provided CMAQ grant dollars. Mono County plans to contribute FTA 5311f money (funding for rural inter-city transit) toward 2001 service. YARTS' operations are also supported with farebox revenue, all of which stays with the transit operator. CalTrans provided DOT State Planning and Research funds to pay for bus stop and roadway improvements.

In an agreement with the Park, YARTS vehicles have certain privileges: priority access to the park that avoids lines at the entrance gates, elimination of the \$300 vehicle entrance fee charged tour buses, elimination of park entrance fees for passengers, and permission to stop at key attraction points.

Buses began rolling through Yosemite Valley in May 2000, supported by the Yosemite Area Traveler's Information System (YATI), which uses changeable message signs, highway radio information, information kiosks, and a website (www.yarts.com) to provide real-time transit support. The YARTS system carried 30,000 one-way riders during the May-September summer run, eliminating approximately 9,8000 cars from the Valley.

Partnerships and Opportunities

Successful visitor transportation systems share one essential component: partnership. National Parks do not exist in isolation. While they are national lands, they are at the same time extensions of local communities. Their operations and their well-being impact not only the visitor experience but capital flows at the state and local level. Community transportation can play a role in facilitating the goals of all partners. In order to seize service opportunities in and near national parks, Transit operators need to understand the multi-level transportation planning process.

TEA-21 provides \$217 billion over six years for surface transportation programs, including many types of park projects. While some funds can be distributed directly to the local Park Service, most of these dollars flow through FTA and FHWA programs to the 50 states according to a formula. *This makes the state an important partner.* While regional MPOs are the designated planning bodies for urbanized areas of 50,000 or more residents, the national parks – typically set in less populated areas – participate in transportation planning at the state level.

Under TEA-21, metropolitan and statewide transportation planning processes develop a long-range (20-year) transportation plan and a three-year list of priority projects in the Transportation Improvement Program (TIP). The NPS develops its own priority list of projects to be funded through the FLHP program. Metropolitan, rural and park TIPs are integrated into the Statewide Transportation Improvement Program (STIP).

These planning provisions mean that national parks can influence state and local decision making, becoming additional forces in funding allocation. *Access to state-distributed funds is crucial to the NPS goals of reversing environmental degradation, facilitating the circulation of visitors and improving the park experience. Funding opportunities will require partnerships with local stakeholders, and coordinated planning that integrates the needs of surrounding communities.*

New or expanded opportunities under TEA-21 include:

- Increased PRP funds and expanded eligibility requirements for projects providing access to and within a national park, and for transit facilities in the parks.
- Funding for transportation projects aimed at environmental protection and preservation through the **Transportation Enhancement** (under STP), Clean Fuels, Scenic Byways, and Recreational Trails Programs.
- Increased CMAQ funds for public transit investments aimed at improving air quality.
- Authorization to use NPS appropriated funds and FLHP funds as the local match for many types of federally funded transportation project.

Moving Forward: The Future Park Experience

The National Park Service has adopted the motto: Visit Your Parks, Experience Your America. And this experience, increasingly, involves transit alternatives to the private automobile. The role of public and community transportation in National Parks parallels its capacity in our cities, towns and neighborhoods.

Just as public and community transportation add to the livability of the communities in which we live, they also add to the experience of our nation's most precious parks. And transit's impact on economic development is essentially the same for National Park gateway communities as it is in the rest of the nation.