

## SECTION 7 – IMPLEMENTATION

### CHAPTER 1 – STEPS FOR IMPLEMENTATION

Improvements identified in this plan will only be as effective as the implementation process. It is important to note that implementation will be dependent on a variety of factors. The scope of improvements, funding availability and intergovernmental cooperation will all play a role in the success of this planning effort. Some improvements may be implemented rapidly as local entities, the County, or ODOT initiate the smaller less costly or less complicated recommendations. Other improvements, more likely those requiring greater amounts of funding, will be slower to materialize. These improvements will involve the coordination and cooperation of various funding agencies. This section will identify a few of the most apparent and logical methods for implementation.

#### STEP ONE: ADOPTION OF THE PLAN

This strategic plan will be presented to the OKI Executive Committee for adoption with emphasis placed upon high priority recommendations for inclusion in OKI's 2030 Long Range Transportation Plan subject to fiscal constraints and air quality requirements.

Projects with local financial, political and social support are most likely to advance to implementation. The beginning of this process is for a local sponsor to initiate detailed planning, design and a commitment to funding. Inclusion in a locally adopted plan demonstrates some level of support by the community and could be a first step. To further assist implementation, the adoption of this plan by the Hamilton County Regional Planning Commission is also presented for consideration.

#### STEP TWO: DEVELOPMENT OF A PROJECT DELIVERY STRATEGY

**Section 6, Conclusions and Recommendations**, outlined the basic project delivery strategy to identify projects and move them forward for prioritization and funding (refer to Regional Corridor Project Priorities). The strategy used was to review all 100 project recommendations and determine which projects were most critical to providing the maximum regional benefit.

**Section 6** found that several of the individual projects identified in the 100 recommendations provided a synergistic transportation benefit when combined as corridor cluster improvements. These Regional Corridor Project Priorities, when implemented, are considered to also provide the highest positive impact on the existing and future transportation system of Western Hamilton County.

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The Regional Corridor Project Priorities, previously identified in **Section 6**, are:

- **Anderson Ferry Road Corridor** (from Delhi Pike to Julmar Road, 1.9 miles)
- **Bridgetown Road (S.R. 264) Corridor** (from Taylor and Ebenezer Roads to Harrison Avenue and Ebenezer Road from Bridgetown to Hutchinson Roads, 1.3 miles)
- **Cheviot Road/North Bend Corridor** (from Reemelin Road to Edgewood Road and from Jessup Road to Poole Road, 3.5 miles)
- **Colerain Avenue (S.R. 27) Corridor** (from Kirby Road to Raeann Drive, 5.1 miles)
- **Glenway Avenue (S.R. 264) Corridor** (from Cleves Warsaw Avenue to Crookshank Road, 0.7 miles)
- **U.S. 50/River Road Corridor** (Idaho Street just west of Fairbanks Road in the City of Cincinnati to the Village of Addyston's eastern limits, 8.2 miles)

### Project Delivery Strategy Conclusion

Based on the Regional Corridor Project Priorities recommendations identified in **Section 6** and summarized above, the total construction cost is estimated to be \$52,500,000 with an additional \$2,425,000 for preliminary engineering studies. Several of the above improvement projects are likely to be amended into the OKI 2030 Long Range Transportation Plan (LRTP). Inclusion in the LRTP is subject to fiscal requirements and air quality requirements.

At the time of this document's publication, no funding had been committed for implementation of any of the recommendations identified by this *Western Hamilton County Transportation Study Strategic Plan*.

### STEP THREE: IDENTIFICATION OF POTENTIAL FUNDING SOURCES

The identification of potential funding sources and strategies for obtaining funds is critical to the development of a meaningful project. To encourage construction of this Study's recommendations, a number of funding sources were examined and included for consideration. It is important to note that the following discussion represents only a preliminary analysis of potential funding sources and does not represent approved or endorsed methods of funding. **Figure 7-1** identifies potential funding, by agency source, for the identified projects in this Study.

**Figure 7-1 – Potential Funding Sources**

<b>Funding Sources</b>	OKI	Federal	State (ODOT)	Hamilton County	Local Government	Private Partnerships
Transportation Enhancement Funds (TE)	X					
Congestion Mitigation and Air Quality (CMAQ)	X		X			
Surface Transportation Program (STP)	X		X			
Discretionary Funds		X	X			
Tax Increment Financing		X				
Transportation, Community and System Preservation Program (TCSP)		X				
Transportation Review Advisory Council (TRAC)			X			
Transportation Improvement District (TID)			X			
Ohio State Infrastructure Bank (SIB)			X			
Highway Safety Improvement Program (HSP)			X			
National Highway System (NHS)			X			
SCIP/LTAP State Funding Programs			X			
Tax Increases				X	X	
User Fees				X	X	
Impact Fees				X	X	
Vehicle Registration Fee				X		
General Funds					X	
Right-of-Way Dedication						X
Low Interest Loan						X

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## CHAPTER 2 – FUNDING ROLES AND DESCRIPTIONS

### OKI

#### Transportation Enhancement Grants (TE)

The Transportation Enhancement Program (TE) offers broad opportunities and federal dollars to undertake unique and creative actions for integrating transportation projects into communities. TE activities are improvements which increase the value or worth of a project or make it more aesthetically pleasing. They should provide a quality-of-life benefit. Thus, a project is enhanced by doing something that is not a common practice.

TE activities must fall into one or more of the following 12 categories as defined by federal legislation:

- Provision of facilities for bicycles and/or pedestrians
- Provision of safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites
- Scenic or historic highway programs
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures or facilities including historic railroad facilities and canals
- Preservation of abandoned railway corridors including the conversion and use thereof for pedestrian and bicycle trails
- Control and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums

Although transit is not specifically mentioned in the list of 12 eligible TE activities, some of the eligible TE activities benefit transit. Transportation enhancement activities can be a stand-alone project or implemented as part of an on-going larger transportation project. In either case, the project must relate to the intermodal surface transportation system in function, proximity or impact. For example, an independent bike path is a functional component of the intermodal transportation system. Removal of outdoor advertising in the view shed of a highway is justified due to its proximity. Retrofitting an existing roadway by creating a wetland to filter runoff from the roadway would qualify based on the impact of the roadway in terms of water pollution.

Ohio Transportation Enhancement funds are available through OKI as the designated Metropolitan Planning Organization (MPO). As such, each Ohio MPO maintains its own program with separate application and selection procedures.

### **Congestion Mitigation and Air Quality Program (CMAQ)**

The primary purpose of Congestion Mitigation and Air Quality Program (CMAQ) funds is to fund projects in non-attainment and maintenance areas that will work to reduce transportation related emissions. Projects must demonstrate an air quality benefit.

OKI serves as a clearinghouse for the CMAQ program which is administered by the Ohio Department of Transportation (ODOT). OKI will process submitted applications, estimate emission benefits, prioritize the projects and forward to ODOT once every two years. Projects are prioritized based on estimated reductions in ozone precursor and fine particulate emissions. Estimated reductions are based on projected reductions in vehicle miles traveled, vehicle hours traveled or vehicle emissions. A percentage of the CMAQ funds are sub-allocated by ODOT to OKI for the Cincinnati urbanized area.

Eligible activities include transit capital projects and operating expenses for new or expanded services for up to three years. Examples of projects that have received past approval include additional turn lanes at congested intersections, park-and-ride lots, projects that increase use of bicycles and walking as alternative modes of travel and new express bus service. A minimum 20% local match is required.

### **Surface Transportation Program**

The primary purpose of Federal Surface Transportation Program (STP) funds is to construct, reconstruct, rehabilitate, resurface, restore and provide operational improvements for highways and bridges including improvements to accommodate other transportation modes. Eligible projects include highway and transit projects as well as planning studies. A 20% local match is required for funding.

A percentage of the STP funds are sub-allocated by ODOT to OKI for the Cincinnati urbanized area. OKI is responsible for determining which projects to fund through a competitive prioritization process once every two years.

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## FEDERAL

### Federal Discretionary Programs

As stated in a Federal Transit Administration memorandum dated February 6, 2006, flexible funding was one of the hallmarks of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) that was continued under the 1998 Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) and under the Safe, Accountable, Flexible and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). SAFETEA-LU authorizes the STP for highways, highway safety and transit for the five year period 2005-2009. These flexible funding provisions enable State and local governments, transit operators and metropolitan planning organizations to more effectively meet their unique needs and facilitate a multimodal approach to meeting transportation needs at both the statewide and metropolitan levels.

Federal discretionary programs have their own eligibility and selection criteria that are established by law, regulation, or administratively, resulting in a separate application process. The flexibility provisions of these transportation acts include:

- Broad highway/transit eligibility within selected categories of major highway and transit programs;
- Transfer of funds within the Federal-aid highway program to other programs with broader highway/transit eligibility; and,
- Transfer of funds from Federal Highway Administration (FHWA) and Federal Transit Authority (FTA) and vice versa.

For more information on available programs, please view the Federal Highway Administration Discretionary website at <http://www.fhwa.dot.gov/discretionary/index.htm>.

### Tax Increment Financing (TIF)

Tax Increment Financing (TIF) districts are a potential source of funding that can generate local funds for important Western Hamilton County projects. These funds could be used to match funds from other sources or cities can choose to construct projects wholly with TIF funds. Projects funded by TIF must be those of a public improvement nature such as: relocating utilities, plantings, sidewalk improvements and landscaping. Local governments generate funds from Tax Increment Financing by designating specific areas that need economic development funds and then diverting the increased taxes that come from redevelopment towards the desired improvements. Ohio State Law allows this technique and many communities are using it to create an improved business climate. Up to 100% of the incremental property and payroll tax revenues which are generated by the area can be used to fund certain projects. The funded projects must be for a public purpose, located in or related to the development area. Public property or any other

tax-exempt land would not be eligible to generate TIF income, but could benefit from expenditures on public improvements. The TIF area can keep its designation for up to 30 years.

In developing criteria, some questions need to be answered to help guide each community in making their decision:

- What needs and projects could use TIF funding?
- What is the estimated cost of those needs and projects?
- What properties will benefit from the TIF funding?
- What properties should be included in the TIF district?
- Is the community able to accept a potential loss in tax revenues to the general fund for a period of time?
- Should residential property be part of a proposed TIF District?

Each community should consider their special circumstances and need for funding. Of particular note is the circumstance of city boundaries that occur at roadway centerlines or intersections. In those cases, intergovernmental agreements would need to be executed so that improvements could be made as coordinated, contiguous projects.

### **Transportation, Community and System Preservation Program (TCSP)**

The Transportation, Community and System Preservation (TCSP) Program is a comprehensive initiative of research and grants used to investigate the relationships between transportation, community and system preservation plans and practices and identify sector-based initiatives to improve such relationships. States, metropolitan planning organizations, local governments and tribal governments are eligible for discretionary grants to carry out eligible projects to integrate transportation, community and system preservation plans and practices that:

- Improve the efficiency of the transportation system of the United States.
- Reduce environmental impacts of transportation.
- Reduce the need for costly future public infrastructure investments.
- Ensure efficient access to jobs, services and centers of trade.
- Examine community development patterns and identify strategies to encourage private sector development patterns and investments that support these goals.

Section 1117 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU, Public Law 109-203) authorized the TCSP Program through FY 2009. A total of \$270 million is authorized for this Program in FY's 2005-2009. A minimum 20% local match is required.

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The TCSP Program is a FHWA Program being jointly developed with the Federal Transit Administration, the Federal Rail Administration, the Office of the Secretary and the Research and Innovative Technology Administration within the US Department of Transportation and the US Environmental Protection Agency. For more information on this program, please view the Federal Highway Administration website at <http://www.fhwa.dot.gov/tcsp>.

## ODOT

The Ohio Department of Transportation (ODOT) administers several funding programs that would be applicable to the recommendations of the *Western Hamilton County Transportation Study Strategic Plan*. These programs are primarily funded through federal formula or discretionary programs.

## TRAC

The primary source of ODOT funding for major capacity improvements is the Transportation Review Advisory Council (TRAC). The TRAC is composed of appointed representatives throughout the state of Ohio that meet on an annual basis to allocate available funding for major new capacity projects to be constructed in the succeeding six-year period.

TRAC applications are submitted in May of each year. Hearings are held August through October and a draft list is released in December. The public comment period is January through April; in May, the final six-year program is published. During 2007, TRAC will be considering funding for the 2014 major construction program. The TRAC program is projecting future revenue shortfalls to meet the project funding commitments. It is unknown at this time how this structural imbalance in the funding program will be resolved. It should be noted that the TRAC funds allocated to current projects, for example the respective projects for the planned reconstruction of I-75 within Hamilton County, are not sufficient to completely fund the estimated costs of these projects. Additional TRAC funds will likely be sought to secure the additional funding for these projects thereby reducing the likelihood of additional large funding allocations for the remainder of the metropolitan area.

While the individual projects are judged on their respective merits, the TRAC does consider equitable distribution of available funds on a geographic basis. A total of \$768 million in TRAC funds has been pledged for District 8 (district encompassing the Western Hamilton County Transportation Study Area) projects through 2012.

## Ohio State Infrastructure Bank

An alternative to receiving TRAC funding is seeking loan funds or bonding payments from Ohio's State Infrastructure Bank (SIB). This revolving loan fund was initially capitalized with \$137 million of federal and state funds. As of September 2005, \$43 million was available for disbursement. The maximum loan term is ten years with an interest rate three fourths of the prime. All projects are subject to approval by the Director of ODOT. Projects using federal funds must be listed in the State of Ohio's Transportation Improvement Program (STIP).

Project requirements include completion of:

- An environmental assessment and subsequent clearance process to the extent required to meet the funding source requirements
- A preliminary engineering assessment including any required studies such as, but not limited to, the Major Investment Study, Wetlands Analysis and Mitigation Plan, as well as any other funding source requirement, prior to loan closing
- An identified revenue stream or source that will likely amortize the debt.

## Interstate Maintenance Discretionary (IMD)

The Interstate Maintenance Discretionary Program provides funding for Resurfacing, Restoration, Rehabilitation and Reconstruction (4R) work, including added lanes to increase capacity, on most existing Interstate System routes.

Each year, usually around March, a memorandum is sent from the FHWA Headquarters Office of Program Administration to the FHWA division offices requesting the submission of candidate projects for the following fiscal year's funding. This solicitation is also posted on FHWA's website at <http://www.fhwa.dot.gov/discretionary>. The FHWA division offices provide this solicitation request to the state transportation departments, who are the only agencies that can submit candidates. The state transportation departments coordinate with local governments and Metropolitan Planning Organizations (MPOs) within their respective states in order to develop viable candidate projects. A 10% to 20% minimum local match is required. The state transportation departments submit the candidate applications to the FHWA division office in their state. After the FHWA division office has reviewed the submission and ensured that the submission and all applications meet the program requirements, the FHWA division office sends the applications to the Office of Program Administration in Headquarters. Candidate projects are due in FHWA Headquarters usually around the middle of July. The specific timetable for the solicitation process for any particular fiscal year is provided in the solicitation memorandum.

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The candidate project applications are reviewed and evaluated by the Office of Program Administration and an allocation plan is prepared for presentation of the candidate projects to the Office of the Federal Highway Administrator, where the final selection of projects for funding is made. The announcement of the selected projects and the allocation of funds are usually accomplished by the middle of November.

### **CMAQ and STP**

In addition to OKI, as described previously, ODOT has the ability to award CMAQ and STP funds. For more information, visit the ODOT website <http://www.dot.state.oh.us/Planning/MPO>.

### **Transportation Improvement District (TID)**

Limited state and federal funding mandated the search for alternative funding sources for building and improving roads. In response to increasing demands for such alternatives, the Transportation Improvement District Program (TID) was authorized by the Ohio General Assembly in June 1993.

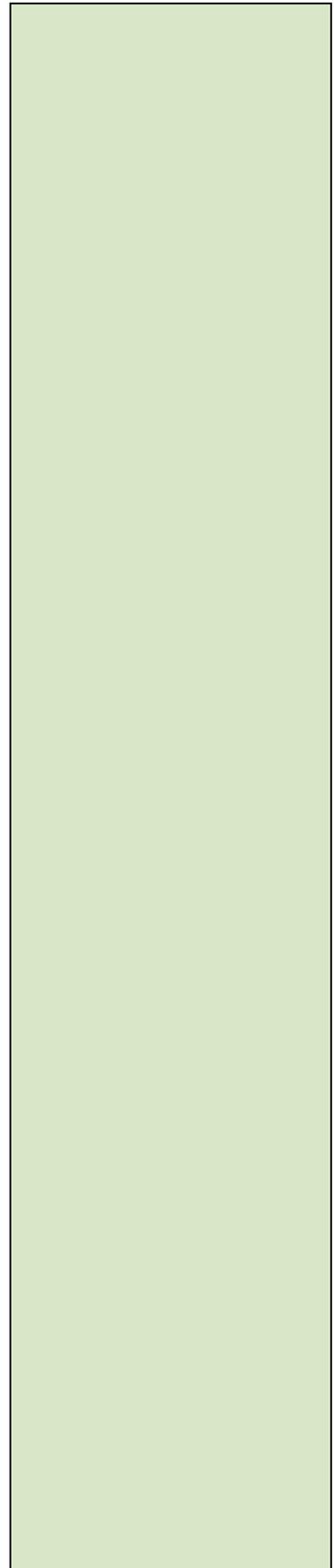
Fostering intergovernmental and public-private collaboration, the TID provides a local structure which coordinates federal, state and local resources in planning, financing, constructing and operating transportation projects. The TID drives the responsibility for transportation improvements to the local level and serves a group of local governments collaborating to achieve common transportation goals.

As the name implies, a TID is a district, a geographic area organized for the purpose of improving the existing road system. The TID does not represent a single city, nor is it a large government agency. In fostering cooperation among local governments, the TID increases the impact and effectiveness of local transportation planning and funding. The cooperative structure of the TID allows communities to accomplish more together than they would if they acted alone.

### **Highway Safety Improvement Program (HSIP)**

Safety is a critical part of the Federal Highway Administration's (FHWA) mission. Therefore, the FHWA has established a strategic goal to continually improve highway safety. The agency is committed to reducing highway-related fatalities and serious injuries by 20% by the year 2008. An effective Highway Safety Improvement Program (HSIP) is a major component for improving highway safety through the implementation of improvements at locations with known and potential crash problems.

Each state is required to develop and implement, on a continuing basis, an HSIP that has the overall objectives of reducing the number and severity of crashes and decreasing the potential for crashes on all highways. The



requirements for an HSIP are to include components for planning, implementation and evaluation of safety programs and projects. These projects are to be developed by the States and approved by the FHWA. A local match of 0% to 10% up to five million dollars is required. State highway agencies work closely with local governments in a spirit of cooperation to obtain the best results from their safety programs.

### **National Highway System (NHS)**

The program provides funding for improvements to rural and urban roads that are part of the National Highway System (NHS), including the interstate system and designated connections to major intermodal terminals. Under certain circumstances, NHS funds may also be used to fund transit improvements in NHS corridors. A local match of 20% is required.

### **SCIP/LTIP State Funding Program**

The State Capital Improvement Program (SCIP) and the Local Transportation Improvement Program (LTIP) are funding programs approved as Issue 2 by the voters in the State of Ohio in 1988 and reauthorized in 2005. Both programs are administered annually by the Ohio Public Works Commission (OPWC).

Ohio is divided into 19 Public Works Districts. Hamilton County is a single county district, District 2, due to its large population. District 2 has an Integrating Committee, made up of local government officials, which has authority under Chapter 164 of the Ohio Revised Code to award grants and loans to qualified applicants. Ohio municipalities, townships and counties are eligible to receive the grants and loans.

Funds for SCIP program are obtained from the sale of bonds issued by the State of Ohio. These funds are used to repair and/or replace existing infrastructure. Eligible infrastructure includes: roads, bridges, wastewater treatment systems, storm water collection systems, sanitary systems, water supply systems and solid waste disposal facilities. SCIP funds may be awarded as grants or loans.

Funds for the LTIP are acquired through a state sales tax on gasoline. These funds are awarded only as grants and can be used for the repair, replacement or expansion of bridges and roads only.

Both the SCIP and LTIP programs are extremely beneficial to local governments who may not necessarily have the money available to repair or replace existing infrastructure. Last year, over \$19 million was approved for District 2 representing 15 projects.

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## Hamilton County

Hamilton County may be able to assist in the funding of identified projects. There are a variety of methods that the county may consider for raising needed transportation funds.

### **Taxes**

One of the more readily available options, although not strongly supported, is the introduction of some form of tax increase. Examples of tax increases include the county sales tax or motor vehicle gas tax where the additional revenue from these taxes minus administration costs are collected and made available for transportation improvements.

### **User Fees**

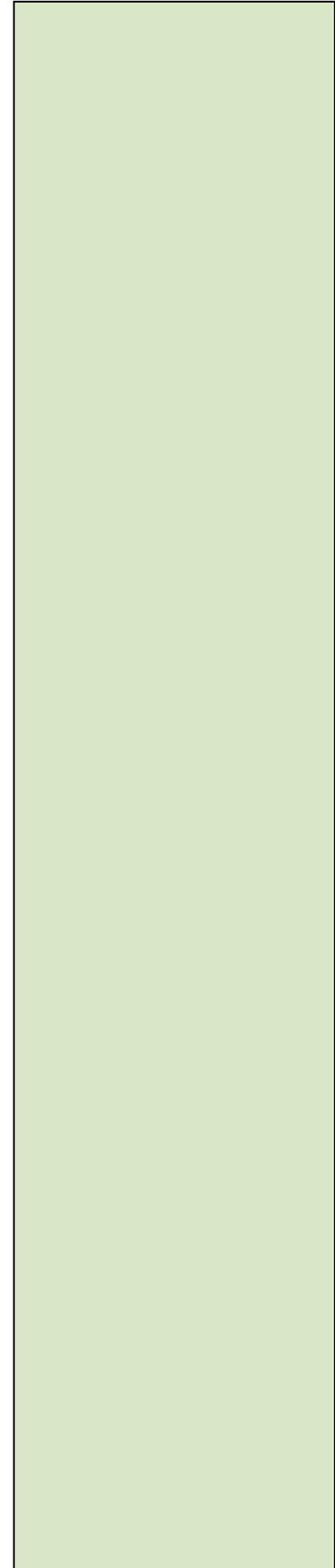
Other funding considerations include additional fees placed upon the user. One such example is congestion or value pricing. Congestion pricing is a relatively new measure which operates in one of two ways. It either provides a disincentive to driving on highly-used roadways by imposing fees in congested areas that vary depending on location, time or vehicle occupancy, or it offers a priced alternative to a congested roadway that enables the motorist to reach his or her destination more quickly. In addition to raising funds, these fees also serve the purpose of helping to reduce congestion and improve air quality by encouraging people to change their travel patterns by shifting to off-peak periods, less congested travel routes, higher occupancy vehicles or a different mode of transport like public transit. Other examples of user fee options include variable tolls, High Occupancy Vehicle (HOV) lane permits, Vehicle Miles Traveled (VMT) fees and parking fees.

### **Impact Fees**

Faced with the growing demand for investment and public resistance to tax increases, Hamilton County can consider implementing impact fees. Impact fees are one-time charges against new residential, commercial and industrial development that are then often used to pay for public infrastructure projects. They act as investments in the community through the timely provision of new infrastructure.

### **Vehicle Registration Fee**

A local or permissive tax is a tax enacted by local officials and charged during the vehicle registration process. This tax is distributed to the county and possibly the corporation where you reside. These funds are used to plan, construct, maintain and repair public roads, highways and streets, according to ORC 4504.02.



## Local Jurisdictions

Western Hamilton County's cities, villages and townships are another source of funding. In addition to Hamilton County, both impact fees and user fees can also be used by local jurisdictions to raise needed funding.

### Taxes

Tax increases can be charged at the local level and take the form, for example, in the local occupational or accommodations taxes. Western Hamilton County communities could also explore the potential to place a special tax levy on the ballot for voter approval with all funds dedicated to transportation improvements.

### General Funds

In the development of budgets, it is recommended that transportation, traffic, engineering or other appropriate city, village or township departments request increases in their annual allocation of general funds for coordination with the *Western Hamilton County Transportation Study Strategic Plan* to assist with future implementation of recommendations impacting their jurisdiction.

Also, cities can set-up special assessment districts along targeted roadways with funds earmarked for public improvements. They can offer incentives as a catalyst to get property owners to participate pro-actively in implementation of *Western Hamilton County Transportation Study Strategic Plan's* recommendations.

### Private Partnerships

Local business and private property owners can provide financial assistance towards assembling local matches and thereby leveraging their smaller investments to achieve big ticket improvements. They may also establish a low interest loan program through local banks and earmark funds specifically for *Western Hamilton County Transportation Study Strategic Plan* related property enhancements.

In addition, the State of Ohio offers a number of progressive incentives for businesses that would enable individual property owners to implement many of *Western Hamilton County Transportation Study Strategic Plan's* small scale access management improvements.

Finally, the Federal Highway Administration has recently begun to promote non-traditional mechanisms for financing large transportation infrastructure needs. Several provisions of SAFETEA-LU expand and reinforce programs to foster public-private partnerships to fund the nation's transportation needs. See <http://www.fhwa.dot.gov/ppp> for additional information.

