

**APPENDIX E OUTLINE:**

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# APPENDIX E: Funding

## INTRODUCTION

Implementing the recommendations of this plan will require a combination of funding sources that include local, state, federal, and private money. Fortunately, the benefits of protected greenways, bicycle facilities, and pedestrian facilities are many and varied. This allows programs in Spartanburg County to access money earmarked for a variety of purposes including water quality, hazard mitigation, recreation, air quality, alternate transportation, wildlife protection, community health, and economic development. Competition is almost always stiff for state and federal funds, so it becomes imperative that local governments work together to create multijurisdictional partnerships and to develop their own local sources of funding. These sources can then be used to leverage outside assistance. The long term success of this plan will almost certainly depend on the dedication of a local revenue stream for greenways.

It is important that Spartanburg County, its municipalities, and SPATS fully evaluate its available options and develop a funding strategy that can meet community needs, maximize local resources, and leverage outside funding. Financing will be needed to administer the continued planning and implementation process, acquire parcels or easements, and manage and maintain facilities.

It is advised that Spartanburg County, its municipalities, and SPATS pursue a variety of funding options. Below is a list of some of the funding opportunities that have typically been pursued by other communities. Creative planning and consistent monitoring of funding options will likely turn up new opportunities not listed here.

## NATIONAL AND FEDERAL FUNDING SOURCES

Most federal programs provide block grants directly to states through funding formulas. For example, if a South Carolina community wants funding to support a transportation initiative, they would contact the South Carolina Department of Transportation and not the US Department of Transportation to obtain a grant. Despite the fact that it is rare for a local community to obtain a funding grant directly from a federal agency, it is relevant to list the current status of federal programs and the amount of funding that is available to South Carolina through these programs.

## SURFACE TRANSPORTATION ACT (SAFETEA LU)

For the past 15 years, the Surface Transportation Act has been the largest single source of funding for the development of greenway, pedestrian and bikeway projects. Prior to 1990, the nation, as a whole, spent approximately \$25 million on building community-based bicycle and pedestrian projects, with the vast majority of this money spent in one state. Since the passage of ISTEA, funding has been increased dramatically for bicycle, pedestrian and greenway projects, with total spending north of \$5 billion. SAFETEA-LU will more than double the total amount of funding for bicycle/pedestrian/trail projects as compared to its predecessor TEA-21, with approximately \$800 million available each year.

There are many programs within SAFETEA-LU that deserve mention. The authorizing legislation is complicated and robust. The following provides a summary of how this federal funding can be used to support certain elements of the Spartanburg Bicycle and Pedestrian Master Plan.

### 1) SURFACE TRANSPORTATION PROGRAM (STP)

This is the largest single program within the legislation from a funding point of view, with \$32.5 billion committed over the next five years. Of particular interest to greenway enthusiasts, 10 percent of the funding within this program is set aside for Transportation Enhancements (TE) activities. Historically, a little more than half of the TE funds have been used nationally to support bicycle/pedestrian/trail projects. So nationally, it is projected that \$1.625 billion will be spent on these projects under SAFETEA-LU.

### 2) CONGESTION MITIGATION AND AIR QUALITY (CMAQ)

Under SAFETEA-LU, approximately \$8.6 billion has been set aside. Historically, about five percent of these funds have been used to support bicycle/pedestrian/trail projects. This would equal about \$430 million under SAFETEA-LU. The Spartanburg-Greenville-Anderson region will most likely remain a non-attainment area throughout the life of SAFETEA, and that makes it a very eligible community for this type of funding. The Birmingham, AL, metro region, for example, used all of its CMAQ allocation one year to fund a regional bicycle, pedestrian and trails study, which subsequently identified projects that were funded for development.

### 3) HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP)

SAFETEA-LU funds this program at \$5 billion over four years. Historically, bicycle and pedestrian projects have accounted for one percent of this program, or about \$50 million under SAFETEA-LU. Some of the eligible uses of these funds would include

traffic calming, bicycle and pedestrian safety improvements, and installation of crossing signs. This is not a huge source of funding, but one that could be used to fund elements of a project.

#### 4) RECREATIONAL TRAILS PROGRAM (RTP)

The Recreational Trails Program is specifically set up to fund both motorized and non-motorized trail development. Under SAFTEA-LU funding is established at \$370 million for the five-year term of the legislation. At least 30% of these funds must be spent on non-motorized trails, or \$110 million. South Carolina operates a grant program to distribute to this funding to local governments.

#### 5) SCENIC BYWAYS

The National Scenic Byway program has not traditionally been a good source of funding for bicycle/pedestrian/trail projects. The total amount of funding available nationally is \$175 million under SAFETA-LU. Historically, only 2 percent of these funds have been used to support bicycle and pedestrian improvements.

#### 6) SAFE ROUTES TO SCHOOL PROGRAM (SR2S)

A new program under SAFETEA-LU is the Safe Routes to School (SR2S) program, with \$612 million in funding during the term of the legislation. This is an excellent new program that within South Carolina can be paired with a variety of health and wellness programs, to increase funding for access to the outdoors for children. Each state will receive no less than \$1 million in funding, with 10% to 30% of the funds allocated to non-infrastructure activities.

#### 7) HIGH PRIORITY PROJECTS

Under SAFETEA-LU more than 5,091 transportation projects were earmarked by Congress for development, with a total value in excess of \$3 billion.

#### 8) FEDERAL TRANSIT ADMINISTRATION PROGRAMS

The Federal Transit Administration provides stewardship of combined formula and discretionary programs totaling more than \$10B to support a variety of locally planned, constructed, and operating public transportation systems throughout the nation, including buses.

- Urbanized Area Formula Grants (49 USC 5307) - An urbanized area is an incorporated area with a population of 50,000 or more. Capital is available to improve bicycle and pedestrian access to transit facilities and vehicles, including bike stations.

- Urbanized Area Formula Grants Transportation Enhancements Set-Aside (49 USC 5307(k)) - 1% set aside of section 5307 funds for areas with populations over 200,000 for 9 specific activities included in the definition of Transit Enhancement Activities. Eligible activities include improving pedestrian and bicycle access, bicycle storage facilities, and installing equipment to transport bicycles on mass transportation vehicles.

## 9) TRANSPORTATION INVESTMENT GENERATING ECONOMIC RECOVERY (TIGER) DISCRETIONARY GRANTS

On February 17, 2009, the President of the United States signed the American Recovery and Reinvestment Act (ARRA) to, among other purposes, preserve and create jobs, promote economic recovery, and invest in transportation infrastructure. ARRA appropriated \$1.5B in discretionary grant funds to the Department of Transportation for capital investment in surface transportation infrastructure. The Department refers to these grants as TIGER Discretionary Grants. Applications must be submitted by September 15, 2009 from state and local governments, metropolitan planning organizations, or other political subdivisions. These funds are available for obligation until September 30, 2011, and will be awarded on a competitive basis to projects that have significant impact on the Nation, a metropolitan area, or a region.

Eligible projects include public transportation projects eligible under Chapter 53 of Title 49 United States Code. These include bicycle and pedestrian improvements. TIGER Discretionary Grants may be used for up to 100% of project costs, but priority will be given to those projects for which federal funding will be required to complete an overall financing package that includes non-federal sources. Additionally, priority must be given to projects that can be completed by February 17, 2012. ARRA specifies that grants funded under the program may be no less than \$20M and no greater than \$300M. However, the Department has been given the discretion to waive the \$20M minimum grant size for the purpose of funding projects in smaller cities, regions, or states. No more than 20% of the total funds may be awarded to projects in any one state.

Although the deadline for submission may have passed by the time this Bicycle and Pedestrian Master Plan has been adopted, it is still worthy of consideration. In the event that all available funds are not obligated, the Department may decide to publish an additional solicitation. Additionally, potential future rounds of economic stimulus legislation may follow that utilize similar project requirements and funding opportunities.

### LAND AND WATER CONSERVATION FUND (LWCF)

The Land and Water Conservation Fund is the largest source of federal money for park, wildlife, and open space land acquisition. The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of \$900 million each year. However, Congress generally appropriates only a fraction of this amount. The program provides up to 50 percent of the cost of a project, with the balance of the funds paid by states or municipalities. These funds can be used for outdoor recreation projects, including acquisition, renovation, and development. Projects require a 50 percent match. For 2006, Congress has appropriated \$30 million for state assistance, which is about 1/3 of the financial support in 2005. This program is administered by the South Carolina Department of Parks, Recreation and Tourism. The amount of money available through this program within South Carolina is less than \$1 million.

### ENVIRONMENTAL PROTECTION AGENCY (EPA)

The EPA funds a program that enables communities to clean up polluted properties. Grant funding considers the following factors:

- Needy communities fare better in competition
- High unemployment rates, high poverty rates, loss of jobs population, minority or other sensitive populations.
- Health concerns
- Present the environmental, economic, social and health impacts of brownfields on the community
- Environmental justice concerns
- Focus on the environmental and health impacts of your project.

### "CLIMATE SHOWCASE COMMUNITIES"

The goal of the program is to create replicable models of sustainable community action that generate cost-effective and persistent greenhouse gas reductions while improving the environmental, economic, public health, or social conditions in a community. Although 2009 fiscal year applications are due July 22, 2009, it is not known if this appropriation will continue in FY 2010 or future years. The grant awards include a maximum of \$500,000 and a 50% match requirement.

### US DEPARTMENT OF ENERGY (DOE) ENERGY EFFICIENCY AND CONSERVATION BLOCK GRANT PROGRAM

This program, authorized in the Energy Independence and Security Act of 2007, exists to assist eligible entities in implementing energy efficiency and conservation strategies to reduce fossil fuel emissions, total energy use, and to improve energy

efficiency in the transportation sector. Specifically, funds are available for transportation infrastructure: bike lanes/pathways, pedestrian walkways, and synchronized traffic signals. The total annual appropriation is \$2B, and DOE will develop a formula for allocating \$1.36B (68%) of the block grants among cities and counties. Approximately \$560M (28%) will be passed to the states and each state will decide how to award these funds among its cities and counties. \$40M (2%) is available in a competitive program to non-formula cities/counties, and the final \$40M (2%) is appropriated under a tribal program.

### **NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION (NHTSA) STATE AND COMMUNITY HIGHWAY SAFETY PROGRAM**

More commonly referred to as “Section 402 Funds,” these grants exist to assist eligible entities in carrying out specific programs that will have a direct impact in reducing the number of collisions and traffic-related fatalities and injuries. Each year, South Carolina receives approximately \$3M in Section 402 funds from the NHTSA (USDOT). The South Carolina Department of Public Safety is tasked with the administration of the state program. Eligible areas of funding include the development, implementation and evaluation of educational and enforcement programs that will enhance pedestrian safety. These funds support, in general, non-construction activities.

### **COMMUNITY BLOCK DEVELOPMENT GRANT PROGRAM (HUD-CBDG)**

The U.S. Department of Housing and Urban Development (HUD) offers financial grants to communities for neighborhood revitalization, economic development, and improvements to community facilities and services, especially in low and moderate-income areas. Several communities have used HUD funds to develop greenways, including the Boulding Branch Greenway in High Point, North Carolina. Grants from this program range from \$50,000 to \$200,000 and are either made to municipalities or non-profits. There is no formal application process.

## **OVERVIEW OF STATE FUNDING SOURCES**

The most direct source of public-sector funding for Spartanburg County, its municipalities, and SPATS can come from state agencies. Generally, these funds are made available to local governments based on grant-in-aid formulas. The single most important key to obtaining state grant funding is for local governments to have adopted plans for greenway, bicycle, and pedestrian or trail systems in place prior to making an application for funding. This report summarizes the programs that most often have been used to support greenway, bicycle and pedestrian development. A brief description of the program is provided followed by a list of current funding levels and information necessary to obtain grant forms to access the funds.

## SOUTH CAROLINA CONSERVATION BANK

The goal of the South Carolina Conservation Bank is to improve the quality of life in South Carolina through the conservation of significant natural resource lands, wetlands, historical properties, and archeological sites. The Act is funded by placing twenty-five cents out of each one dollar thirty-five cents of the Documentary Deed Stamp recording fee into a trust for the Conservation Bank to carry out the Act. Funding began in July 2004. Landowners who wish to participate may sell property outright or sell conservation easements and retain traditional use of the land. Only willing landowners will participate in this program. No one can be forced to sell land or provide easements. With an increasingly mobile society, South Carolina has an exceptionally high quality of life, but in order to attract the next generation of growth, the State's quality of life must be protected by securing important landscapes. Funding from the Bank can be used to:

- Protect significant natural resource areas and wildlife habitats
- Protect water quality
- Maintain the State's forest lands
- Protect farmlands, especially family farms
- Protect and enhance the State's natural beauty
- Protect and enhance significant historical and archeological sites
- Enhance public access for outdoor recreation and preserve traditional uses such as hunting, fishing, and other types of outdoor recreation.

Funding of proposals is based on the amount of funding available and the priority of the proposals as set by the Conservation Bank Board in accordance with the statutory criteria. Non-acceptance of a proposal does not mean it is not a good proposal, nor does non-acceptance less than one budget cycle preclude a proposal from being re-submitted. Proposals go through a two-stage process of implementation. Web site: <http://sccbanc.sc.gov>. E-mail: [DavantM@dnr.sc.gov](mailto:DavantM@dnr.sc.gov).

## SOUTH CAROLINA DEPARTMENT OF TRANSPORTATION – SAFETEA

The South Carolina DOT manages the implementation of all transportation programs and improvements throughout the state. SCDOT produces a Transportation Improvement Program (STIP). The STIP is a comprehensive report listing the various types of projects in which work activity is planned within the six year period (October 1, 2006 to September 30, 2012). The report details the funding of each project and the work phase for each project in the appropriate year. The present STIP includes the fiscal years 2007-2009. It is produced and printed every two years as part of the SAFETEA federal requirement. For the pur-

pose of greenway, bicycle, pedestrian and trail projects, the following funding has been defined within SAFETEA-LU for the SCDOT. The description of each program is provided under the Federal Sources SAFETEA description.

### SRTS PROGRAM

Funding for the Safe Routes to School Program comes from the STIP. In South Carolina the contact person for the SRTS program is:

Patti Sistrunk South Carolina Department of Transportation  
PO Box 191  
Columbia, South Carolina 29202-0191  
Phone: 803-737-4073 E-mail: sistrunkp@scdot.org

### SOUTH CAROLINA DOT TRANSPORTATION ENHANCEMENT PROGRAM

Since 1992, the SCDOT Commission has elected to allocate a portion of available funds to the Transportation Enhancement Program. The program facilitates and provides a a greater opportunity for local governments to collaborate with the agency to pursue a broad range of non-traditional transportation related activities such as bicycle and pedestrian facilities, streetscaping, scenic and landscaping programs, and historic preservation. The program defines "enhancement" projects among 12 categories. Specific to this master plan, relevant programs include:

- Bike and Pedestrian Safety. This category includes non-construction safety-related activities such as bicycle route brochures and signage.
- Bicycle and Pedestrian Facilities. This category includes construction of new bicycle and pedestrian facilities or modifications to existing facilities. Bicycle facilities must be transportation-oriented (not solely for recreational purposes), can be located within or outside the highway right-of-way, and could include riding or walking surfaces and related amenities.
- Preservation of Abandoned Rail Corridors. The purpose of this category is to preserve abandoned railway corridors for public use, including bicycle and pedestrian uses. Commonly called "Rails to Trails," this program allows eligible entities to purchase abandoned rail corridors, and develop and construct multi-use facilities within the old corridors.

### SOUTH CAROLINA DOT PEDESTRIAN AND BICYCLE PROGRAM

The South Carolina Department of Transportation is committed to meeting the on-going challenge of providing better and safer accommodations for people who choose to walk or cycle. This effort is coordinated by the agency's Pedestrian

and Bicycle Program. Early in 2002, SCDOT Executive Director Elizabeth Mabry launched a 'new initiative' to establish partnerships to provide more facilities for bicycling and walking in South Carolina. A Bicycle and Pedestrian Infrastructure Advisory Committee was formed in June 2002, composed of representatives of the private sector, the General Assembly, other state agencies, and walking and cycling advocacy groups. There is no specific financial information available for the program. Contact person:

Tom Dodds, Pedestrian & Bicycle Coordinator  
 South Carolina Dept of Transportation  
 PO Box 191  
 Columbia SC 29202-0191  
 Phone: (803)737-1052 E-mail: doddsdt@scdot.org

#### SOUTH CAROLINA DOT RECREATIONAL TRAILS PROGRAM

The Recreational Trails Program is a federally funded grant program to build or improve trails across South Carolina. This is a reimbursable grant program requiring a 20% match. RTP funds are available to state, federal and local government agencies or qualified private organizations. The minimum grant amount is \$10,000 with a maximum of \$100,000. Final appropriations for this program are not currently available, although the amount is expected to be approximately \$700,000. South Carolina will receive a total of \$5.5 million through SAFETEA-LU to fund this program for Fiscal Years 2004 to 2009. It is not clear when applications are due for the grant. Contact person:

Tom Dodds, Pedestrian & Bicycle Coordinator  
 South Carolina Dept of Transportation  
 PO Box 191  
 Columbia SC 29202-0191  
 Phone: (803)737-1052 E-mail: doddsdt@scdot.org

#### SOUTH CAROLINA DEPARTMENT OF PARKS, RECREATION, AND TOURISM FUNDING OPPORTUNITIES: LAND AND WATER CONSERVATION FUND

LWCF is a federally funded grant program for the acquisition and development of outdoor recreation areas. It requires a 50% match and is a reimbursable grant. LWCF funds are available only for local and state agencies. The minimum request is \$25,000 and the maximum amount is \$250,000, unless the project is determined to have regional or statewide significance, in which case it could be eligible to up to \$500,000.

The contact person is the Grants Coordinator:

Todd Stump

South Carolina Department of Parks, Recreation, and Tourism  
1205 Pendleton Street  
Columbia, SC 29201  
Phone: (803) 734-0617 E-mail: [tstump@scprt.com](mailto:tstump@scprt.com)

### RECREATIONAL TRAILS PROGRAM

The RTP is a federally funded grant program, not associated with the South Carolina DOT Recreational Trails Program, to build or improve trails across South Carolina. This is a reimbursable grant program requiring a 20% match. RTP funds are available to state, federal, and local government agencies or qualified private organizations. The minimum grant amount is \$10,000 with a maximum of \$100,000. RTP typically funds 10 – 15 trail projects per year, with budget of approximately \$1.2M. The contact person is the State Trails Coordinator:

Ronda Pratt, South Carolina  
Department of Parks, Recreation, and Tourism  
1205 Pendleton Street  
Columbia, SC 29201  
Phone: (803) 734-0130 E-mail: [rpratt@scprt.com](mailto:rpratt@scprt.com)

### SOUTH CAROLINA RECREATION LAND TRUST FUND GRANTS

The Recreation Land Trust Fund Grant (RELT) is a state-funded grant program specifically for the purpose of acquiring property for public recreation. It requires a 50% match and is a reimbursable grant. RELT funds are available only for local or state agencies. The maximum you can apply for is \$25,000, unless your project is determined to have regional or statewide significance, in which case you may be eligible for up to \$100,000. Final appropriations for this program are not currently available, although the amount is expected to be approximately \$250,000.

The Recreation Land Trust Fund grant is one of four that provides technical assistance and administers grant programs for development of public recreational opportunities throughout the state. All grant programs administered by this office are reimbursable funds from various sources with specific qualifications and restrictions as described below. Annual Grant Cycle:

- Can only be used for the acquisition of land for the purpose of public recreation
- Applications graded utilizing Open Project Selection Process (OPSP) reviewed by a grading team
- This is a 50-50 match program
- Eligible governmental entities are notified and letters of in-

tent are solicited in December

- Applications are then mailed to those who respond and the application deadline is in March.

The contact person is the Grants Coordinator:

Todd Stump

South Carolina Department of Parks, Recreation, and Tourism  
1205 Pendleton Street

Columbia, SC 29201

Phone: (803) 734-0617 E-mail: [tstump@scprt.com](mailto:tstump@scprt.com)

#### **SOUTH CAROLINA PARKS AND RECREATION DEVELOPMENT FUND**

The Park & Recreation Development Fund grant is one of four that provides technical assistance and administers grant programs for development of public recreational opportunities throughout the state. All grant programs administered by this office are reimbursable funds from various sources with specific qualifications and restrictions as described below. Monthly Grant Cycle:

- Non-competitive program available to eligible local governmental entities within each county area for development of new public recreation facilities or enhancement/renovations to existing facilities
- Projects need endorsement of majority weighted vote factor of County Legislative Delegation Members
- This is an 80-20 match program
- Application Deadline is the 10th of each month

Eligible Entities notified of new Allocation amounts each July.  
Contact:

SC Department of Parks, Recreation & Tourism

1205 Pendleton St., Room 505

Columbia SC 29201

E-mail: [recreationgrants@scprt.com](mailto:recreationgrants@scprt.com).

[www.discoverouthcarolina.com/agency/grantslandtrust.asp](http://www.discoverouthcarolina.com/agency/grantslandtrust.asp)

#### **SOUTH CAROLINA NATIONAL HERITAGE CORRIDOR GRANT PROGRAM**

The SC National Heritage Corridor, through a public, private partnership with the SC Department of Parks, Recreation and Tourism, will provide opportunities for communities and organizations to conserve and develop their historical, cultural, and natural assets so they many contribute to the sustainable economic revitalization of the Heritage Corridor. It is the mission of the South Carolina National Heritage Corridor to promote development in the areas of conservation and preservation;

education and interpretation; and nature-based recreation while serving economic development.

- Economic Development Projects should have the potential for providing economic opportunities related to heritage tourism through public and private partnerships.
- Conservation and Preservation Projects must help conserve the historical, cultural, and natural assets of the South Carolina National Heritage Corridor.
- Education and Interpretation Projects should increase public awareness and appreciation of the historical, cultural, and natural assets of the South Carolina National Heritage Corridor.
- Nature-Based Recreation Projects should enhance the potential of natural areas to provide environmental opportunities for nature-based tourism.

Developing, implementing, and maintaining a successful heritage tourism attraction is a long-term, complex process and involves many features. In order to assist communities and organizations in preparing a program that will benefit the existing residents and attract visitors to the area, grants will be made available in the following two categories. Applicants may submit grant proposals in multiple grant cycles, however total grant awards may not exceed \$60,000 per location. Grant applicants must provide a dollar for dollar, 50/50 reimbursable cash match to the grant request. For example, if the total proposed project budget is \$20,000, the organization may request \$10,000 in grant funds and must provide an additional cash match of \$10,000. This match must come from funds other than federal money, such as state, local, and/or private funds. Each grant applicant must demonstrate a dollar-for-dollar cash match and provide legible invoices or receipts for all project expenses before payment will be distributed. It will also be necessary to submit copies of cancelled checks (front and back) to earn reimbursement. Partial reimbursement may be given for grants exceeding \$2,500 before the project is completed, according to an agreed upon payment schedule.

Funds may be used for technical assistance including but not limited to feasibility studies (engineering, architecture and marketing); interpretation, museum exhibits, marketing, displays based on historical research and artifacts, conservation and preservation, agricultural heritage programs, interpretive programs, and nature-based recreation. Projects that directly impact the visitor experience and that demonstrate a high degree of sustainability will be given greater consideration. Support will be considered for cultural, ethnic, arts and recreation programs to the extent that they highlight the themes of the

SCNHC.

Intent to Apply Applications are Due: April 3 and September 3. Awards occur on May 15 and October 15. All applications must be received by 5:00 P.M. on or before the due date by the SCNHC Director of Marketing and Field Services. In the event the deadline falls on a weekend, the grants must be received by the following Monday at noon.

Web site: [www.sc-heritagecorridor.org/grants-program](http://www.sc-heritagecorridor.org/grants-program)  
E-mail: [EHarm@scprt.com](mailto:EHarm@scprt.com).

## LOCAL GOVERNMENT FUNDING SOURCES

Spartanburg County and its municipalities should create independent, local funding sources to be used to match federal and state grants for greenway development. The following provides a list of funding options that each of the local governments should consider for future greenbelts acquisition and facility development.

### BONDS/LOANS

Bonds have been a very popular way for communities across the country to finance their open space and greenway projects. A number of bond options are listed below. Contracting with a private consultant to assist with this program may be advisable. Since bonds rely on the support of the voting population, an education and awareness program should be implemented prior to any vote.

### REVENUE BONDS

Revenue bonds are bonds that are secured by a pledge of the revenues from a certain local government activity. The entity issuing bonds, pledges to generate sufficient revenue annually to cover the program's operating costs, plus meet the annual debt service requirements (principal and interest payment). Revenue bonds are not constrained by the debt ceilings of general obligation bonds, but they are generally more expensive than general obligation bonds.

### GENERAL OBLIGATION BONDS

Local governments generally are able to issue general obligation (G.O.) bonds that are secured by the full faith and credit of the entity. In this case, the local government issuing the bonds pledges to raise its property taxes, or use any other sources of revenue, to generate sufficient revenues to make the debt service payments on the bonds. A general obligation pledge is stronger than a revenue pledge, and thus may carry a lower interest rate than a revenue bond. Frequently, when local gov-

ernments issue G.O. bonds for public enterprise improvements, the public enterprise will make the debt service payments on the G.O. bonds with revenues generated through the public entity's rates and charges. However, if those rate revenues are insufficient to make the debt payment, the local government is obligated to raise taxes or use other sources of revenue to make the payments. G.O. bonds distribute the costs of open space acquisition and make funds available for immediate purchases. Voter approval is required.

### SPECIAL ASSESSMENT BONDS

Special assessment bonds are secured by a lien on the property that benefits by the improvements funded with the special assessment bond proceeds. Debt service payments on these bonds are funded through annual assessments to the property owners in the assessment area.

### STATE REVOLVING FUND (SRF) LOANS

Initially funded with federal and state money, and continued by funds generated by repayment of earlier loans, State Revolving Funds (SRFs) provide low-interest loans for local governments to fund water pollution control and water supply related projects including many watershed management activities. These loans typically require a revenue pledge, like a revenue bond, but carry a below market interest rate and limited term for debt repayment (20 years).

### TAXES

A number of taxes provide direct or indirect funding for the operations of local governments. Some of them are:

#### SALES TAX

Local governments that choose to exercise the local option sales tax (all counties currently do), use the tax revenues to provide funding for a wide variety of projects and activities. Any increase in the sales tax, even if applying to a single county, must gain approval of the state legislature.

#### PROPERTY TAX

Property taxes generally support a significant portion of a local government activities. However, the revenues from property taxes can also be used to pay debt service on general obligation bonds issued to finance open space system acquisitions. Because of limits imposed on tax rates, use of property taxes to fund open space could limit the county's or a municipality's ability to raise funds for other activities. Property taxes can provide a steady stream of financing while broadly distributing the tax burden. In other parts of the country, this mechanism has been popular with voters as long as the increase is restricted to

parks and open space. Note, other public agencies compete vigorously for these funds, and taxpayers are generally concerned about high property tax rates.

### EXCISE TAXES

Excise taxes are taxes on specific goods and services. These taxes require special legislation and the use of the funds generated through the tax are limited to specific uses. Examples include lodging, food, and beverage taxes that generate funds for promotion of tourism, and the gas tax that generates revenues for transportation related activities.

### FEES AND SERVICE CHARGES

Several fee options that have been used by other local governments are listed here:

### STORMWATER UTILITY FEES

Stormwater charges are typically based on an estimate of the amount of impervious surface on a user's property. Impervious surfaces (such as rooftops and paved areas) increase both the amount and rate of stormwater runoff compared to natural conditions. Such surface cause runoff that directly or indirectly discharges into public storm drainage facilities and creates a need for stormwater management services. Thus, users with more impervious surface are charged more for stormwater service than users with less impervious surface.

The rates, fees, and charges collected for stormwater management services may not exceed the costs incurred to provide these services. The costs that may be recovered through the stormwater rates, fees, and charges includes any costs necessary to assure that all aspects of stormwater quality and quantity are managed in accordance with federal and state laws, regulations, and rules. Open space may be purchased with stormwater fees, if the property in question is used to mitigate floodwater or filter pollutants.

### IMPACT FEES

Impact fees, which are also known as capital contributions, facilities fees, or system development charges, are typically collected from developers or property owners at the time of building permit issuance to pay for capital improvements that provide capacity to serve new growth. The intent of these fees is to avoid burdening existing customers with the costs of providing capacity to serve new growth ("growth pays its own way"). Park and greenway impact fees are designed to reflect the costs incurred to provide sufficient capacity in the system to meet the additional open space needs of a growing community. These charges are set in a fee schedule applied uni-

formly to all new development. Communities that institute impact fees must develop a sound financial model that enables policy makers to justify fee levels for different user groups, and to ensure that revenues generated meet (but do not exceed) the needs of development. Factors used to determine an appropriate impact fee amount can include: lot size, number of occupants, and types of subdivision improvements.

Pursuing park and greenway impact fees will require enabling legislation to authorize the collection of the fees.

### IN-LIEU-OF FEES

As an alternative to requiring developers to dedicate on-site open space that would serve their development, some communities provide a choice of paying a front-end charge for off-site open space protection. Payment is generally a condition of development approval and recovers the cost of the off-site greenway land acquisition or the development's proportionate share of the cost of a regional parcel serving a larger area. Some communities prefer in-lieu-of fees. This alternative allows community staff to purchase land worthy of protection rather than accept marginal land that meets the quantitative requirements of a developer dedication but falls a bit short of qualitative interests.

## OTHER LOCAL OPTIONS

### LOCAL CAPITAL IMPROVEMENTS PROGRAM

In communities that can afford it a yearly appropriation for greenway and trail development in the capital improvements program is another option. In Raleigh, for example, the greenways system has been developed over many years through a dedicated source of annual funding that has ranged from \$100,000 to \$500,000, administered through the Parks and Recreation Department.

### LOCAL TRAIL SPONSORS

A sponsorship program for trail amenities allows smaller donations to be received from both individuals and businesses. Cash donations could be placed into a trust fund to be accessed for certain construction or acquisition projects associated with the greenways and open space system. Some recognition of the donors is appropriate and can be accomplished through the placement of a plaque, the naming of a trail segment, and/or special recognition at an opening ceremony. Types of gifts other than cash could include donations of services, equipment, labor, or reduced costs for supplies.

## VOLUNTEER WORK

It is expected that many citizens will be excited about the development of a greenway corridor or a new park or canoe access point. Individual volunteers from the community can be brought together with groups of volunteers from church groups, civic groups, scout troops and environmental groups to work on greenway development on special community workdays. Volunteers can also be used for fund-raising, maintenance, and programming needs. Many State grant programs recognize these local efforts and assign a dollar value as in-kind services towards a local match requirement.

## PRIVATE FOUNDATIONS AND CORPORATIONS

Many communities have solicited greenway funding assistance from private foundations and other conservation-minded benefactors. Below are examples of private funding opportunities available in South Carolina.

### MARY BLACK FOUNDATION

In 1996, the Mary Black Foundation was established as an independent grant-making organization in Spartanburg, SC. The foundation's priorities include Active Living, Early Childhood Development, and Community Health. The Foundation selected these priorities after careful research, planning, and deliberation. The process included reviewing lessons learned from past grant making, examining public health research, analyzing national and local data, and seeking input from a cross-section of community stakeholders on the issues affecting the health and wellness of Spartanburg County. Previous grants under the Active Living category have funded the Mary Black Rail Trail in Spartanburg County. For 2009, approximately \$302,000 was awarded to four recipients to support projects in South Carolina. Of note, the Mary Black Foundation awarded the Spartanburg Area Transportation Study of Spartanburg County \$70,000 to support the development of this Bicycle and Pedestrian Master Plan for Spartanburg County.

The Mary Black Foundation welcomes applications from tax-exempt organizations that:

- Promote the health and wellness of the people and communities of Spartanburg County, South Carolina;
- Exhibit a high degree of collaboration among community organizations, programs and volunteers;
- Employ promising, innovative approaches or strategies with demonstrated success; and
- Identify clearly defined goals, anticipated outcomes and specific plans to evaluate outcomes.

### PALMETTO CONSERVATION FOUNDATION

The mission of the Palmetto Conservation Foundation is to conserve South Carolina's natural and cultural resources, preserve historic landmarks, and promote outdoor recreation through trails and greenways. With offices in Columbia and Glendale (Spartanburg County), the Foundation is a non-profit organization that has access to federal earmark funds that may be used in Spartanburg County. Although the Foundation's primary emphasis is developing and promoting the Palmetto Trail, they may entertain small grant assistance to individual projects not associated with the Palmetto Trail. In this eventuality, the Foundation's preference is to assist with recreationally-oriented projects, such as off-road trails or greenways.

### BIKES BELONG COALITION

Bikes Belong formed in 1999 when U.S. bicycle companies recognized an exceptional opportunity to work together to maximize bike funding in TEA-21 – the multi-year transportation bill of the time. The initial goal was to ensure funding for new bicycle facilities that would increase riding, boost public health and enjoyment, and strengthen the bike business. In the intervening years, Bikes Belong has successfully harnessed the collective power of the U.S. bicycle industry. They have steadily expanded their efforts, but remain focused on creating safe places to ride so more people will bike, and bike more by:

- Working with the federal government to maximize federal funding for bicycling
- Awarding grants to help create more and better places to ride
- Sponsoring programs to help cities and towns become more bike-friendly
- Cultivating cooperation throughout the bike industry

The Bikes Belong Grants Program funds important and influential projects that leverage federal funding. These projects include bike paths, lanes, routes, as well as bike parks, mountain bike trails, BMX facilities, and large-scale bicycle advocacy initiatives. Since 1999, Bikes Belong has awarded 186 grants in 45 states, investing nearly \$1.5M in bicycling projects and leveraging close to \$500M in federal, state, and private funding.

Bikes Belong will accept requests for funding up to \$10,000 for project construction. They do not require a specific match, but will not consider grant requests in which they are the sole funder – they look for existing funding partnerships. Priority is given to bicycle organizations, coalitions, and associations that have not received Bikes Belong funding in the past. Applications are reviewed on a quarterly basis, and typically 15-20% of the received applications are approved.

### ACTIVE LIVING BY DESIGN

Active Living by Design was established in 2001 as a national program office of the Robert Wood Johnson Foundation. Based in Princeton, New Jersey, the mission of the Robert Wood Johnson Foundation is to improve the health and health care of all Americans. Active Living by Design works with local and national partners to build a culture of active living by pursuing a “5P Approach.” Active Living by Design has focused on five strategies to promote physical activity: preparation, promotions, programs, policies, and physical projects.

Active Living by Design’s approach to grant making is “high touch, low dollar” and is demonstrated by modest financial contributions to the community partnerships – just \$200,000 over five years for each site – but providing generous support in the form of high-quality technical assistance to build capacity in the communities. Active Living by Design contact info:

University of North Carolina at Chapel Hill  
 School of Public Health  
 400 Market Street, Suite 205  
 Chapel Hill, NC 27516-4028  
 (919) 843-2523

### GENERAL MILLS FOUNDATION

The General Mills Foundation was created in 1954 to focus on the Company’s philanthropic resources on community needs. The Foundation’s mission is to provide financial assistance to nonprofit organizations that create sustainable community improvement in the areas of youth nutrition and fitness, social services, education and arts and culture. Based in the General Mills World Headquarters in Minneapolis, the Foundation has awarded over \$400M to nonprofits since its inception. In fiscal 2008, the Foundation contributed \$21M in grants.

Among the Foundation’s four grant categories, the Champions for Healthy Kids grant program is most relevant to the Bicycle and Pedestrian Master Plan. Under this category, the Foundation awards 50 grants per year of \$10,000 each to community-based groups that develop creative ways to help youth adopt a physically active lifestyle. The grant cycle begins in November when applications are made available. Grant checks are mailed to recipients in May. The Foundation contact info:

Community.ActionQA@genmills.com  
 (763) 764-2211  
[www.generalmills.com/corporate/index.aspx](http://www.generalmills.com/corporate/index.aspx).

## SURDNA FOUNDATION

Surdna is a New York-based family foundation established in 1917 to pursue philanthropic purposes. The foundation makes grants to non-profit organizations in the areas of environment, community revitalization, effective citizenry, the arts and the non-profit sector, with annual grantmaking of approximately \$37M. Applicants are asked to first submit a letter of inquiry to request funding. Due to the large number of requests Surdna receives, applicants are asked to send full proposals only when requested by the foundation following a successful review of the letter of inquiry. Within the context of the Bicycle and Pedestrian Master Plan, the following information describes the relevant grant programs:

- Build support for programs to stabilize climate change at the local, state, and national level. This includes accelerating energy efficient solutions to conserve energy, reduce emissions and promote a “green” economy.
- Improve transportation systems and patterns of land use across metropolitan areas, working landscapes, and intact ecosystems. Specifically, this grant category seeks to ensure the implementation of demonstration projects that will improve patterns of land use and transportation systems in metropolitan areas, enhance community sustainability, and enhance regional green infrastructure.

The Surdna Foundation can be reached at:

330 Madison Avenue, 30th Floor  
New York, NY 10017  
(212) 557-0010

## EAT SMART, MOVE MORE SC

The Eat Smart Move More Coalition in South Carolina is a partnership that exists to coordinate obesity prevention across the state through collaboration between state agencies, business and industry, health care organizations, schools, and communities. Through their mini-grant program, the coalition promotes healthy eating and active living as the pillars for healthy lifestyles in healthy communities.

The 2009 program offered \$3,000 mini grants to five South Carolina communities. If future rounds of funding are offered, applicants that demonstrate existing community partnerships to plan and implement physical activity and/or nutrition projects will receive priority.

### FREEWHEELERS OF SPARTANBURG, INC.

Freewheelers of Spartanburg is a non-profit community service organization, the purpose of which is to provide education and promotion of bicycle safety and a forum for amateur sports competition and touring. In 2008, Freewheelers of Spartanburg donated over \$20,000 to non-profit organizations to advance their goals.

### FOUNDATION FOR THE CAROLINAS

Established in 1958, the Foundation for the Carolinas is the one of the largest community foundations in the South. The foundation's Web site features information for potential donors; program information, guidelines, and deadlines; listings of senior management and board members; an electronic form for requesting copies of the foundation's publications; and contact information. Web site: <http://www.fftc.org/>

### AMERICAN GREENWAYS EASTMAN KODAK AWARDS

The Conservation Fund's American Greenways Program has teamed with the Eastman Kodak Corporation and the National Geographic Society to award small grants (\$250 to \$2,000) to stimulate the planning, design and development of greenways. These grants can be used for activities such as mapping, conducting ecological assessments, surveying land, holding conferences, developing brochures, producing interpretive displays, incorporating land trusts, and building trails. Grants cannot be used for academic research, institutional support, lobbying or political activities. For more information visit The Conservation Fund's website at: [www.conservationfund.org](http://www.conservationfund.org).

### BANK OF AMERICA CHARITABLE FOUNDATION, INC.

The Bank of America Charitable Foundation is one of the largest in the nation. The primary grants program is called Neighborhood Excellence, which seeks to identify critical issues in local communities. Another program that applies to greenways is the Community Development Programs, and specifically the Program Related Investments. This program targets low and moderate income communities and serves to encourage entrepreneurial business development. Visit the web site for more information: [www.bankofamerica.com/foundation](http://www.bankofamerica.com/foundation).

### DUKE ENERGY FOUNDATION

At the core of our commitment to the community is The Duke Energy Foundation. Funded by Duke Energy shareholders, this non-profit organization makes charitable grants to selected non-profits or governmental subdivisions. Each annual grant must have:

- An internal Duke Energy business “sponsor”
- A clear business reason for making the contribution

One of three categories is ‘Community Vitality, Health and Human Services’, generally managed through federated campaigns (e.g. United Way). This includes environmental conservation, education, research, community leadership development, and targeted arts giving. Web site: [www.duke-energy.com](http://www.duke-energy.com).

### NATIONAL TRAILS FUND

American Hiking Society created the National Trails Fund in 1998; the only privately supported national grants program providing funding to grassroots organizations working toward establishing, protecting and maintaining foot trails in America. 73 million people enjoy foot trails annually, yet many of our favorite trails need major repairs due to a \$200 million backlog of badly needed maintenance. National Trails Fund grants help give local organizations the resources they need to secure access, volunteers, tools and materials to protect America’s cherished public trails. To date, American Hiking has granted more than \$382,000 to 105 different trail projects across the U.S. for land acquisition, constituency building campaigns, and traditional trail work projects. Awards range from \$500 to \$10,000 per project. What types of projects will American Hiking Society consider? Securing trail lands, including acquisition of trails and trail corridors, and the costs associated with acquiring conservation easements. Building and maintaining trails which will result in visible and substantial ease of access, improved hiker safety, and/or avoidance of environmental damage. Constituency building surrounding specific trail projects - including volunteer recruitment and support. Annual applications are typically due in the late summer, with grants awarded in the spring of the following year. Website: [www.americanhiking.org/NTP.aspx](http://www.americanhiking.org/NTP.aspx)

### DUCKS UNLIMITED, INC. SOUTH CAROLINA CONSERVATION PROGRAMS

In South Carolina, Ducks Unlimited’s wetland conservation program continues to grow and gain popularity, especially land protection. We are finding and responding to excellent opportunities for wetland conservation on both private and public lands. Our habitat conservation priorities continue to be the protection, restoration, and enhancement of coastal, forested and riverine wetlands. Collectively, these programs have benefited in the conservation of over 154,000 acres of various wetland habitats since conservation activities began for South Carolina in 1989. The following is a summary of the activities and accomplishments of the DU South Carolina Conservation Program for the period July 1, 2007 through June 30, 2008.

## SOUTH CAROLINA PUBLIC LANDS

During fiscal year 2008, Ducks Unlimited conserved nearly 22,000 acres of habitat in South Carolina, including wetlands restoration on Santee Coastal Reserve and Santee National Wildlife Refuge. Combined these projects restored over 3,400 acres of waterfowl habitat on public lands. Informational requests on public land projects should be referred to Craig LeSchack, Director of Conservation Programs (cleschack@ducks.org) at (843) 745-9110.

## THE CONSERVATION ALLIANCE

The Conservation Alliance is a non-profit organization of outdoor businesses whose collective annual membership dues support grassroots citizen-action groups and their efforts to protect wild and natural areas. One hundred percent of its member companies' dues go directly to diverse, local community groups across the nation. For these groups, who seek to protect the last great wild lands and waterways from resource extraction and commercial development, the Alliance's grants are substantial in size (about \$35,000 each), and have often made the difference between success and defeat. Since its inception in 1989, The Conservation Alliance has contributed more than \$7 million to conservation projects across the nation, and its member companies are proud of the results: To date the groups funded have saved over 39 million acres of wild lands and 27 dams have been either prevented or removed—all through grassroots community efforts.

The Conservation Alliance is a unique funding source for grassroots environmental groups. It is the only environmental grant maker whose funds come from a potent yet largely untapped constituency for protection of ecosystems - the non-motorized outdoor recreation industry and its customers. This industry has great incentive to protect the places in which people use the clothing, hiking boots, tents and backpacks it sells. The industry is also uniquely positioned to educate outdoor enthusiasts about threats to wild places, and engage them to take action. Finally, when it comes to decision-makers - especially those in the Forest Service, National Park Service, and Bureau of Land Management, this industry has clout - an important tool that small advocacy groups can wield.

The Conservation Alliance Funding Criteria: The Project should be focused primarily on direct citizen action to protect and enhance our natural resources for recreation. We're not looking for mainstream education or scientific research projects, but rather for active campaigns. All projects should be quantifiable, with specific goals, objectives and action plans and

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should include a measure for evaluating success. The project should have a good chance for closure or significant measurable results over a fairly short term (one to two years). Funding emphasis may not be on general operating expenses or staff payroll.

Web site: [www.conservationalliance.com/grants](http://www.conservationalliance.com/grants)