

FYs 1992–2018

Transportation Alternatives Spending Report



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Prepared by
Transportation Alternatives
Data Exchange

This report supersedes all previously published editions.

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Introduction

In 1991 Congress initiated a new era in federal transportation policy with the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the authorizing legislation that established a dedicated funding stream for a set of newly defined Transportation Enhancement (TE) activities under the U.S. Department of Transportation’s (USDOT) Federal-aid Highway Program. Ten percent of Surface Transportation Program (STP) funding was set aside for TE activities.

The dedication of Federal-aid highway funding specifically for TE was a significant shift in national transportation policy. Prior to ISTEA, many important transportation needs had been excluded from the normal routine of planning, funding and building transportation infrastructure. Under ISTEA, Congress ensured that funding would be available for bicycle and pedestrian transportation, and the preservation and enhancement of many of the nation’s scenic and historic assets, and to address and protect environmental systems that are inextricably linked with America’s transportation infrastructure.

There were two subsequent authorizations after ISTEA, covering 13 years, and in July 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) was signed into law, authorizing funds for fiscal years 2013–14. This bill recast many of the TE activities as Transportation Alternatives (TA) and consolidated the Safe Routes to School (SRTS) program and the Recreational Trails program (RTP) to create the Transportation Alternatives Program (TAP). In fiscal year (FY) 2015, Congress extended MAP-21 through a series of short-term authorizations, including funds for TAP.

In December 2015, the Fixing America’s Surface Transportation (FAST) Act was signed into law—the first long-term funding bill in more than a decade, covering FYs 2016–20. Under the FAST Act, TAP evolved into the Transportation Alternatives Set-Aside (TASA). This report documents and examines funding through Sept. 30, 2018, which was the conclusion of FY 2018. In addition, historical TE and TAP funds remain available for obligation, and this report documents the use of those funds as well.

Data in this report were obtained from the Federal Highway Administration (FHWA) Fiscal Management Information System (FMIS) and the Transportation Alternatives Data Exchange (TrADE) project database, developed through more than 20 years of direct interaction with staff and data systems at individual state transportation agencies. This report provides insight into how TE, TAP and TASA funds are being used at the national and state levels. The report is a tool for agency staff, policy makers, practitioners and citizens who want to understand how federal funding shapes America’s transportation system and its communities.

Common Acronyms Used in This Report

DOT: Department of Transportation

FAST Act: Fixing America’s Surface Transportation Act of 2015

FHWA: Federal Highway Administration

FMIS: Fiscal Management Information System

FY: Fiscal Year

ISTEA: Intermodal Surface Transportation Efficiency Act of 1991

MAP-21: Moving Ahead for Progress in the 21st Century Act of 2012

MPO: Metropolitan Planning Organization

SAFETEA-LU: Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users of 2005

STP: Surface Transportation Program

STBG: Surface Transportation Block Grant

TA: Transportation Alternatives

TAP: Transportation Alternatives Program

TASA: Transportation Alternatives Set-Aside

TE: Transportation Enhancements

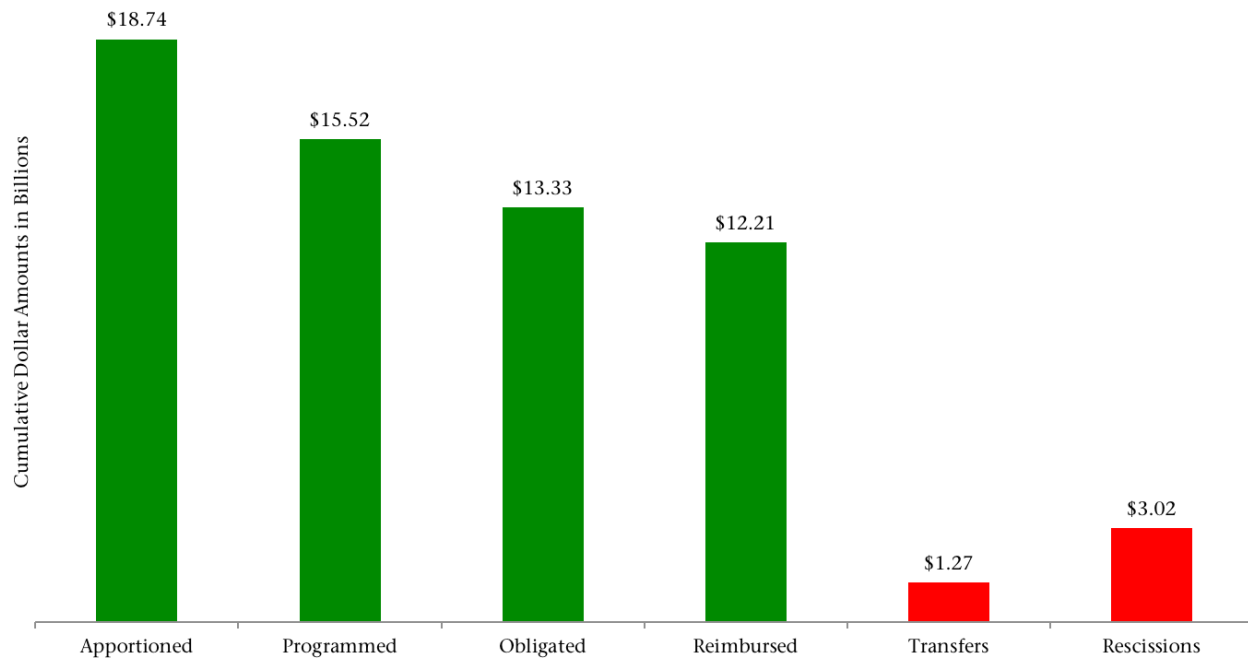
USDOT: United States Department of Transportation

Spending Analysis

From 1992–2018, Congress apportioned \$18.74 billion to the states for TE, TAP and TASA projects as shown in Figure 1. It is important to note that \$3.02 billion was lost to rescissions during this period. The TrADE national project database shows that state DOTs have programmed a cumulative total of 35,984 TE/TAP/TASA projects from FYs 1992–2018. (This does not include canceled projects or projects with no federal money.) A financial summary for FY 2018 follows in Figure 2.

The Federal-aid project funding cycle is successfully completed when federal dollars are dispersed to the project sponsor. Consequently, the reimbursement rate is the key performance measure for project implementation. The cumulative reimbursement rate for TE/TAP/TASA (FYs 1992–2018) is 92%. However, this year's reimbursement rates have decreased for TE and TAP and increased for TASA. In FY 2018, the reimbursement rate is 35% for TASA (up from 33.1% in FY 2017), 48% for TAP (down from 57.9% in FY 2017) and 26% for TE (down from 96.8% in FY 2017).

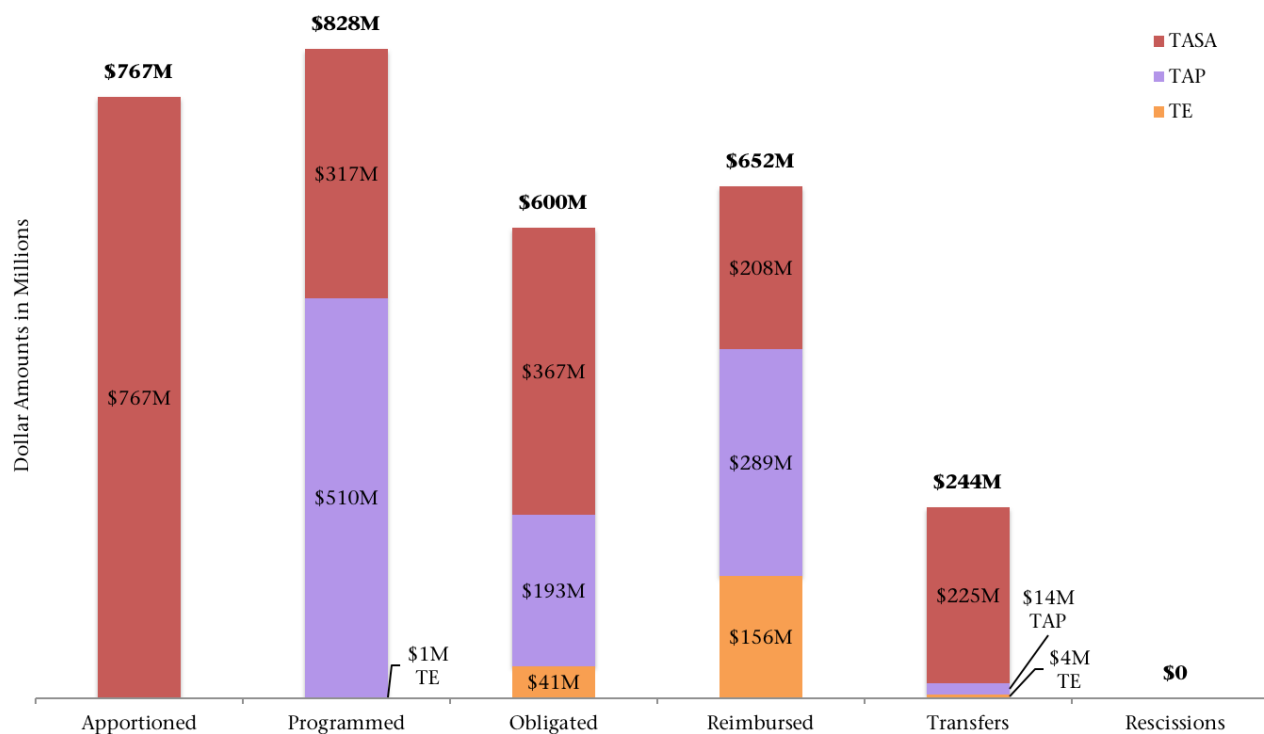
Figure 1: Cumulative TE/TAP/TASA Financial Summary, FYs 1992–2018



Lessons from FY 2018

With a new federal transportation bill, the FAST Act, implemented beginning in FY 2016, FY 2018 was another year of transition. States continued to spend remaining TE and TAP funds and concurrently began to take advantage of newly available TASA funds. At the same time, in FY 2018, 25 states transferred \$197 million in TAP/TASA to the Surface Transportation Program/Block Grant Program and the Highway Safety Improvement Program (see Table 7 for more detail)—which was almost 25.7% of all funds apportioned that year.

Figure 2: TE/TAP/TASA Financial Summary, FY 2018



FAST Act Review

The Moving Ahead for Progress in the 21st Century Act (MAP-21) expired on Sept. 30, 2014, but funding authorization for surface transportation continued through short-term extensions. On Dec. 4, 2015, the Fixing America's Surface Transportation (FAST) Act was signed into law. This was the first long-term funding bill in more than a decade, covering fiscal years (FYs) 2016–20. The FAST Act replaced the Transportation Alternatives Program (TAP) with a Transportation Alternatives Set-Aside (TASA) of the Surface Transportation Block Grant (STBG) Program funding.

The bill authorized \$835 million annually to TASA for the first two years of the authorization (FYs 2016–17) and \$850 million for each of the remaining three years (FYs 2018–20), with \$85 million of those figures reserved for the Recreational Trails Program (RTP) per year.

FAST Act Preserves Core Funding for Transportation Alternatives

TASA includes all projects and activities that were previously eligible for funding under TAP. Under MAP-21, TAP consolidated several long-standing programs, including RTP as a set-aside, Safe Routes to School (SRTS) and Transportation Enhancements (TE).

The FAST Act also preserved the manner in which funding is distributed within states, as shown in Figure 3, which was developed under MAP-21. Funds are first set aside for RTP. Half of TASA funding is then suballocated to areas based upon their relative share of the state's total population. Fifty percent of a state's funding must be split proportionally between areas with populations of 5,000 or less, areas with populations between 5,001 and 200,000, and areas with populations of more than 200,000. For urbanized areas with populations of more than 200,000, the metropolitan planning organization (MPO) is responsible for project selection and administration in conjunction with the state department of transportation (state DOT). The remaining 50% can be obligated anywhere in the state.

TASA funds must be distributed through a competitive process. Only up to 80% of the eligible project costs can be reimbursed by the federal government, with the remaining portion covered by matching funds.

TIFIA Program Changes Make Low-Interest Loans More Accessible for Trails and Active Transportation

In addition to Transportation Alternatives funding, the FAST Act made changes to an existing program to open up financing for smaller projects. The Transportation Infrastructure Finance and Innovation Act (TIFIA) Program was established in 1998 to offer federal credit assistance to transportation projects in the form of secured (direct) loans, loan guarantees and standby lines of credit. Under the FAST Act, several key changes were made to TIFIA that make this financing more accessible for trail and active transportation projects:

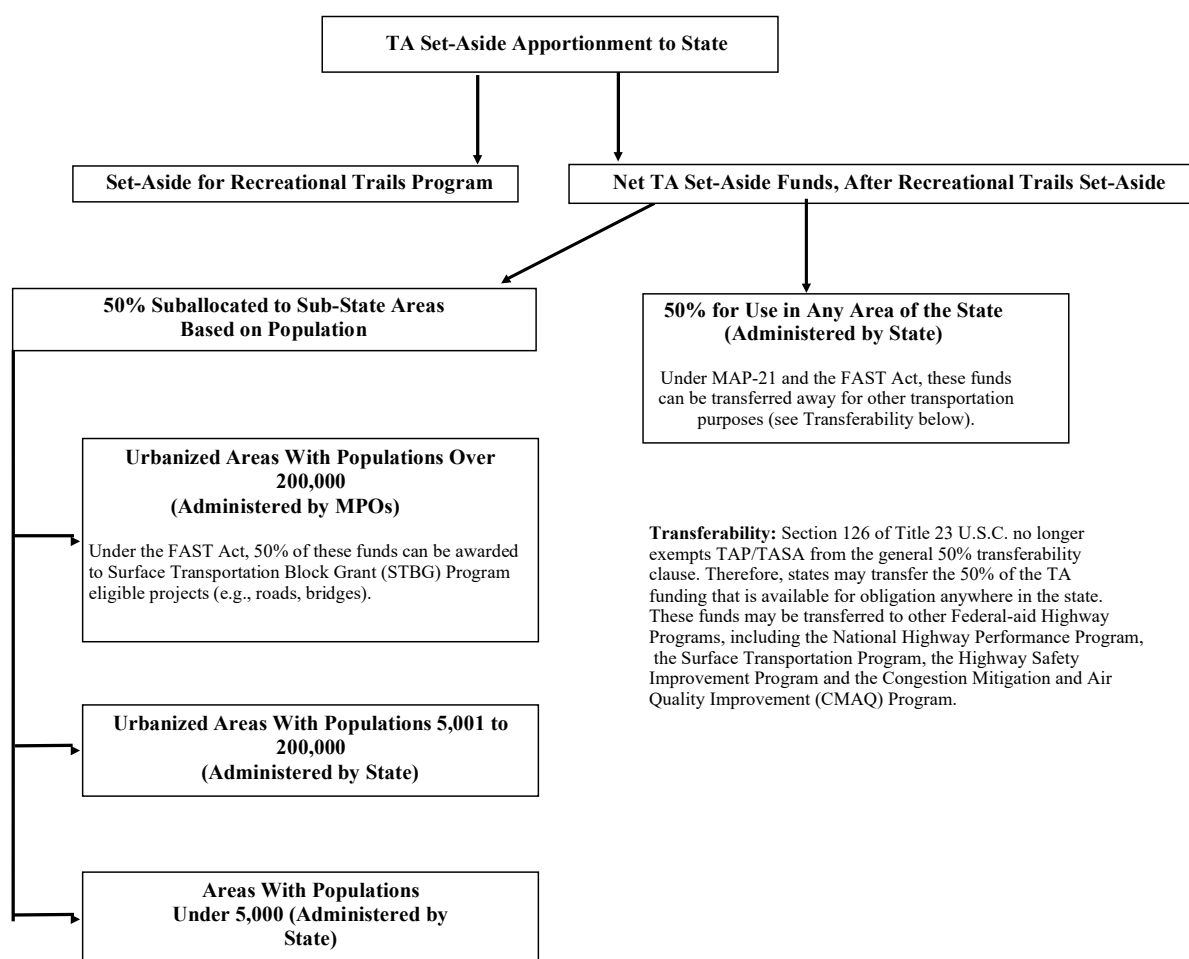
- Lowered minimum project size from \$50 million to \$10 million for projects involving local governments or transit-oriented development.
- Allows multiple network segments to be bundled into a single project to meet the \$10 million threshold.
- Allows State Infrastructure Banks to use TIFIA funds to make financing more accessible for projects in rural areas.
- Streamlines application process for low-cost, low-risk projects. Also, makes at least \$2 million per year available to help defray application costs for smaller projects.

* A state may opt out of the Recreational Trails set-aside prior to receiving funding for each fiscal year before state apportionments are made.

New Features of TASA

Though the FAST Act largely continued the provisions of MAP-21 related to Transportation Alternatives, the bill resulted in a few noteworthy updates.

Figure 3: Distribution of Transportation Alternatives Set-Aside Funds Within States



Eligible Activities: Under the FAST Act, the projects and activities eligible for funding are the same as those allowed under TAP, with two exceptions:

- An urbanized area with a population of more than 200,000 is allowed to use up to 50% of its suballocated TASA funds for any project or activity eligible under the broader STBG program (roads, bridges, etc.); the requirement for a competitive selection process still applies.
- TAP’s “Flexibility of Excess Reserved Funding” provision, allowing the use of excess funds for any project or activity eligible under TAP or the Congestion Mitigation and Air Quality Improvement (CMAQ) Program was eliminated.

Reporting: Under the FAST Act, state DOTs and MPOs are now required to report annually to the United States Department of Transportation (USDOT) on TASA project applications and awards, and USDOT is authorized to make these reports publicly available. There are significant distinctions between the data that the Federal Highway Administration (FHWA) collects and the Transportation Alternatives Data Exchange (TrADE) data:

- FHWA only collects information required under the FAST Act, beginning with funds apportioned for FY 2016.
- Rails-to-Trails Conservancy (RTC) collects data on TE, TAP and TASA projects for all years from 1992 to the present. RTC also tracks the cost of individual projects, which are broken down by federal share, and matched and coded across 13 eligible categories. This assists in the overall purpose of the report to track implementation of the program.

The primary purpose of FHWA's data collection and reporting, as required under the FAST Act, is to understand the overall demand for TASA funds from year to year. State DOTs and MPOs provide data on the number and costs of projects submitted and selected for funding, broken down by county, for general TASA project types (Pedestrian and Bicycle Facilities, Safe Routes to School, Recreational Trails, etc.).

Compared to USDOT's reporting effort, TrADE's data collection for its annual Spending Analysis Report provides a more detailed and historical perspective on spending patterns of TE, TAP and TASA funds. For more than two decades, state DOTs have contributed project-level data for the annual update, including information about project location and description, the federal contribution and match amounts. In addition, TrADE's data is unique in distinguishing between the various types of eligibility categories (e.g., conversion of abandoned railway corridors to trails, wildlife management, etc.), which provide valuable insights on the types of projects being implemented with TE, TAP and TASA funds. The Spending Report communicates the return on investment of TE, TAP and TASA funds, and encourages a level of transparency that upholds a standard of accountability that is exemplary for all transportation programs.

The Transportation Alternatives Eligibilities

A Transportation Alternative is any activity related to surface transportation that fits one or more of these 10 categories. In addition, projects eligible under the Recreational Trails Program and Safe Routes to School Program qualify.*



Pedestrian and Bicycle Facilities:
New or reconstructed sidewalks, walkways, curb ramps, bike lane striping, paved shoulders, bike parking, bus racks, off-road trails, bike and pedestrian bridges, and underpasses



Safe Routes for Non-Drivers:
Access and accommodation for children, older adults and individuals with disabilities



Conversion of Abandoned Railway Corridors to Trails: Acquisition of railroad rights-of-way; planning, design and construction of multiuse trails and rail-with-trail projects



Scenic Turnouts and Overlooks:
Construction of scenic turnouts, overlooks and viewing area



Outdoor Advertising Management:
Billboard inventories and removal of illegal and nonconforming billboards



Historic Preservation & Rehab of Historic Transportation Facilities:
Restoration of railroad depots, bus stations and lighthouses; rehabilitation of rail trestles, tunnels, bridges and canals; and more

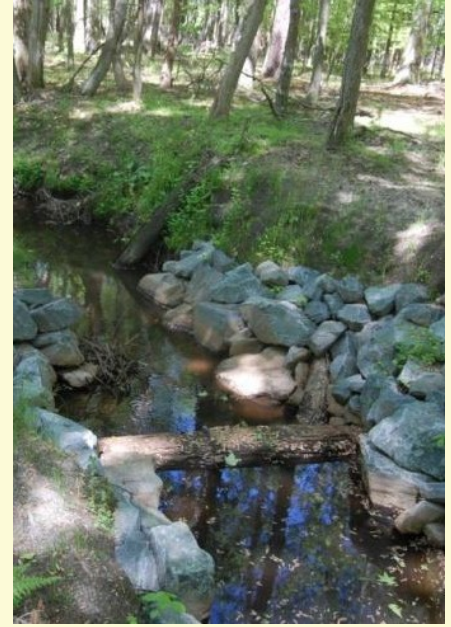
8* The planning, designing or construction of boulevards in the right-of-way of former Interstate System routes or other divided highways is also eligible.



Vegetation Management: Improvement of roadway safety, prevention of invasive species, providing erosion control



Archaeological Activities: Projects related to impacts from implementation of highway construction projects



Stormwater Mitigation: Pollution prevention and abatement activities to address stormwater management; water pollution prevention related to highway construction or due to highway runoff



Wildlife Management: Reduction of vehicle-caused wildlife mortality, restoration and maintenance of connectivity among terrestrial or aquatic habitats



Recreational Trails Program: Construction and maintenance of recreational trails, trailside and trailhead facilities, acquisition of easements, assessment of trail conditions, publications and educational programs, and more



Safe Routes to School Program: Sidewalks, traffic calming, and pedestrian and bicycle crossing improvements; on-/off-street bicycle facilities; traffic diversion improvements; secure bicycle parking facilities; and more

Visit the TRADE Image Library at trade.railstotrails.org/projectexamples to view more pictures of these projects as well as other TE and TA projects.

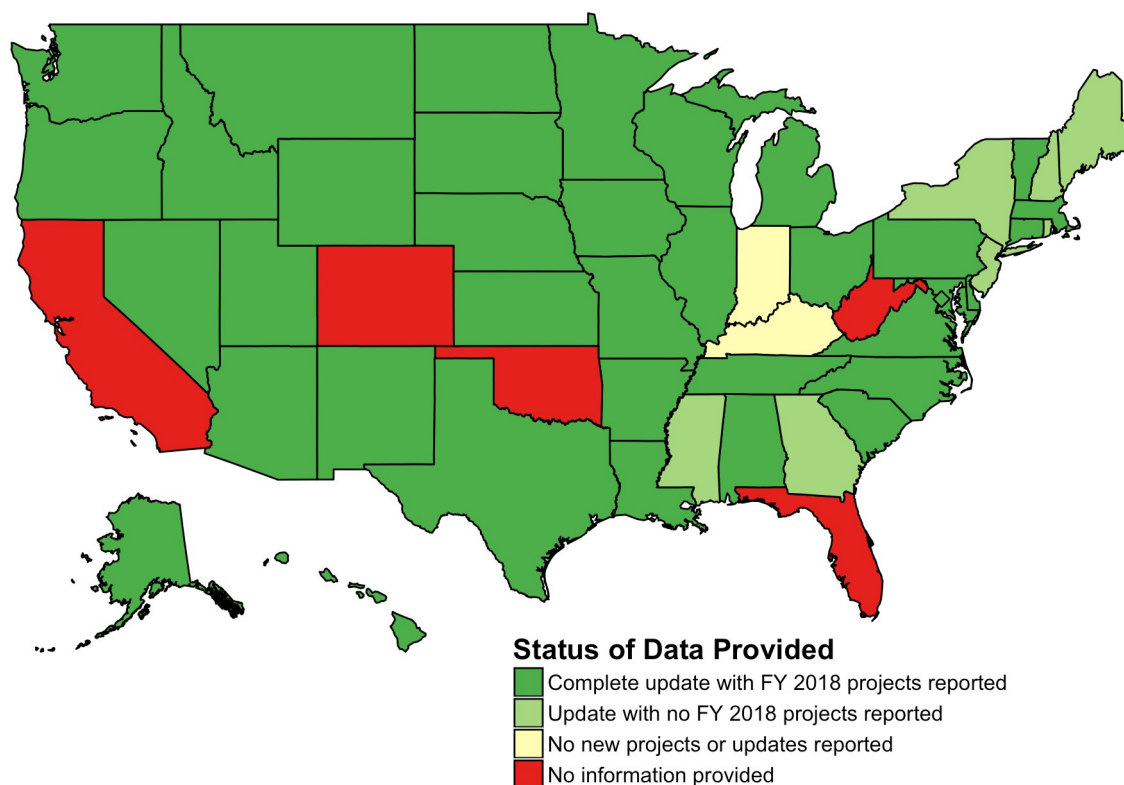
Updating the TrADE Database

This report uses data collected and maintained by the Transportation Alternatives Data Exchange (TrADE) at Rails-to-Trails Conservancy (RTC), previously the National Transportation Enhancements Clearinghouse (NTEC). Beginning in 1993, RTC developed a database of funded Transportation Enhancement (TE) projects by each state. As NTEC, this project listing was managed and updated annually from 1996–2013 under successive cooperative agreements with the Federal Highway Administration (FHWA). Data for this edition were collected between December 2018 and March 2019.

Data for this report come from three sources: FHWA’s Fiscal Management Information System (FMIS), state department of transportation (DOT) tracking systems and state DOT staff. FMIS provides the cumulative and fiscal year (FY) activity for funding available, obligated and reimbursed in every state. States are required to report obligations and reimbursements through FMIS. Additionally, state DOTs provide TrADE with programming (selected/planned project) data, including project name, activity type, location and funding levels. This allows analysis of the distribution of funding by both federal category and state match rates for federal funding. Though states are not contractually required to provide this information, their voluntary participation has been essential to the success of the data exchange in creating openness and transparency and promoting best practices.

The national list of programmed TE, Transportation Alternative Program (TAP) and now Transportation Alternative Set-Aside (TASA) projects contains 35,984 projects selected from FYs 1992–2018. The database also contains 512 programmed projects for future fiscal years (FYs 2019–22). Combined, the list contains a total of 36,496 projects. However, charts and tables in this report do not include future-year projects. The national TE/TAP/TASA project list can be viewed online at trade.railstotrails.org/project_search. Since the TrADE database of projects is the only existing repository for information on TE, TAP and TASA projects nationwide, the participation of each state DOT is crucial for the accuracy and completeness of this information. During the most recent data collection, 42 states provided programming information as shown in Figure 4.

Figure 4: State Data Collection Provided to TrADE, FY 2018



Spending Analysis

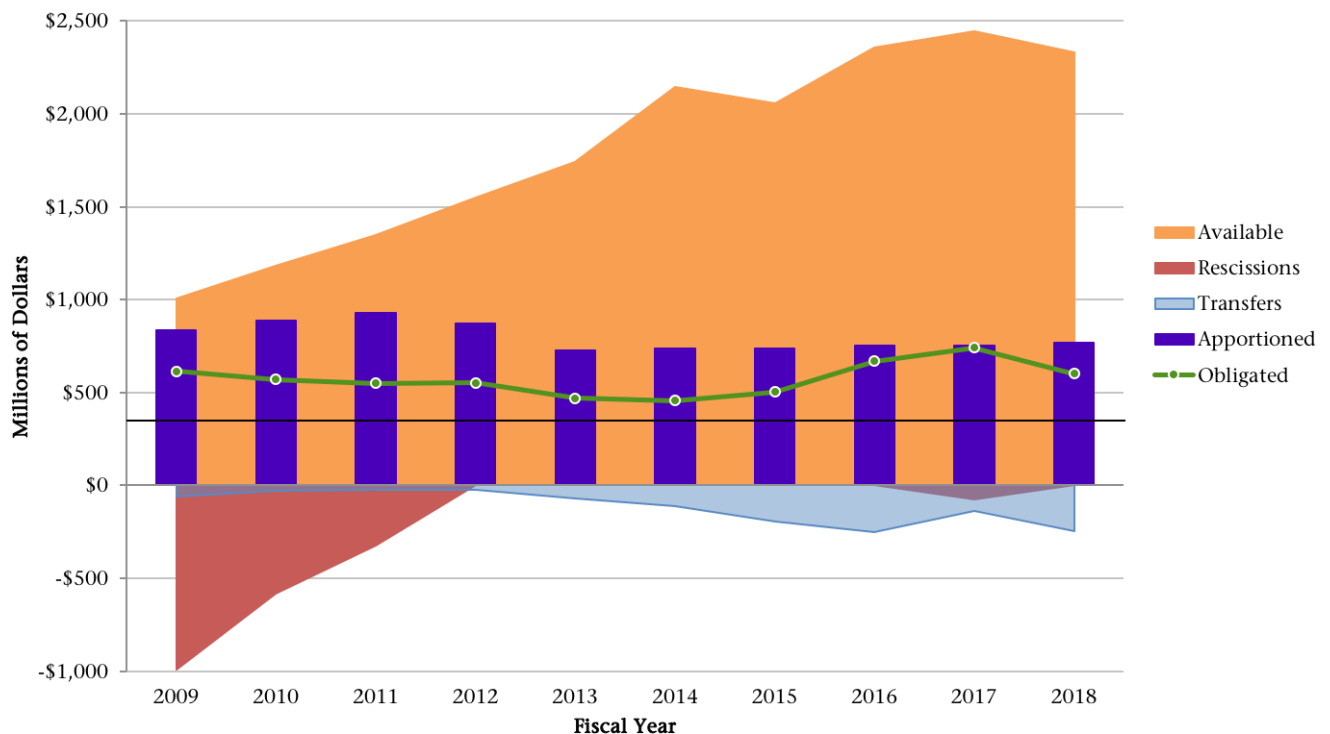
This chapter provides a summary of spending on Transportation Enhancements (TE), Transportation Alternatives Program (TAP) and Transportation Alternatives Set-Aside (TASA) funds from fiscal years (FYs) 1992–2018. Federal funding for surface transportation follows a multistep process, and TASA is a reimbursement program in which the Federal Highway Administration (FHWA) compensates states for project costs as they are incurred. The key steps of this cycle are:

- **Apportionment:** FHWA apportions funds to each state, as determined by a formula in the federal legislation (e.g., the Fixing America's Surface Transportation (FAST) Act). With TASA, 50% is suballocated to areas within the state based on population.
- **Programming:** State departments of transportation (DOTs) and metropolitan planning organizations (MPOs) select projects to receive funding.
- **Obligation:** FHWA commits to reimburse states for the federal share of the project cost (up to 80%).
- **Reimbursement:** FHWA reimburses states for work completed.

Funding amounts available may be reduced through rescissions, lapsing and transfers. Through legislation, a rescission cancels the unused balance of funds that have already been apportioned. Also, to an extent, federal law permits state DOTs to transfer funds from TASA to other agencies and transportation funding programs.*

Funding levels at each phase of this cycle, as well as reductions in funding, serve as key benchmarks that provide an overview of TE/TAP/TASA—from the apportionment of funds through project reimbursement. Figure 5 shows a national overview of the funding amounts by phase from the last decade (FYs 2009–18).

Figure 5: Available Balance, Apportionment, Obligation, Transfers and Rescissions by Year, FYs 2009–2018



*FHWA. Funding Federal-aid highways. Available at: www.fhwa.dot.gov/policy/olsp/fundingfederalaid/02.cfm.

This chapter provides an analysis of spending on TE, TAP and TASA with a focus on apportionments, obligations and reimbursements. An in-depth discussion of rescissions, lapsing and transfers follows in the next chapter. The final chapter provides a detailed look at the programming of projects.

Apportionments

Apportionment is the first step of the funding process, where funds are distributed across the country. From FYs 1992–2018, TE, TAP and TASA apportionments included the following:

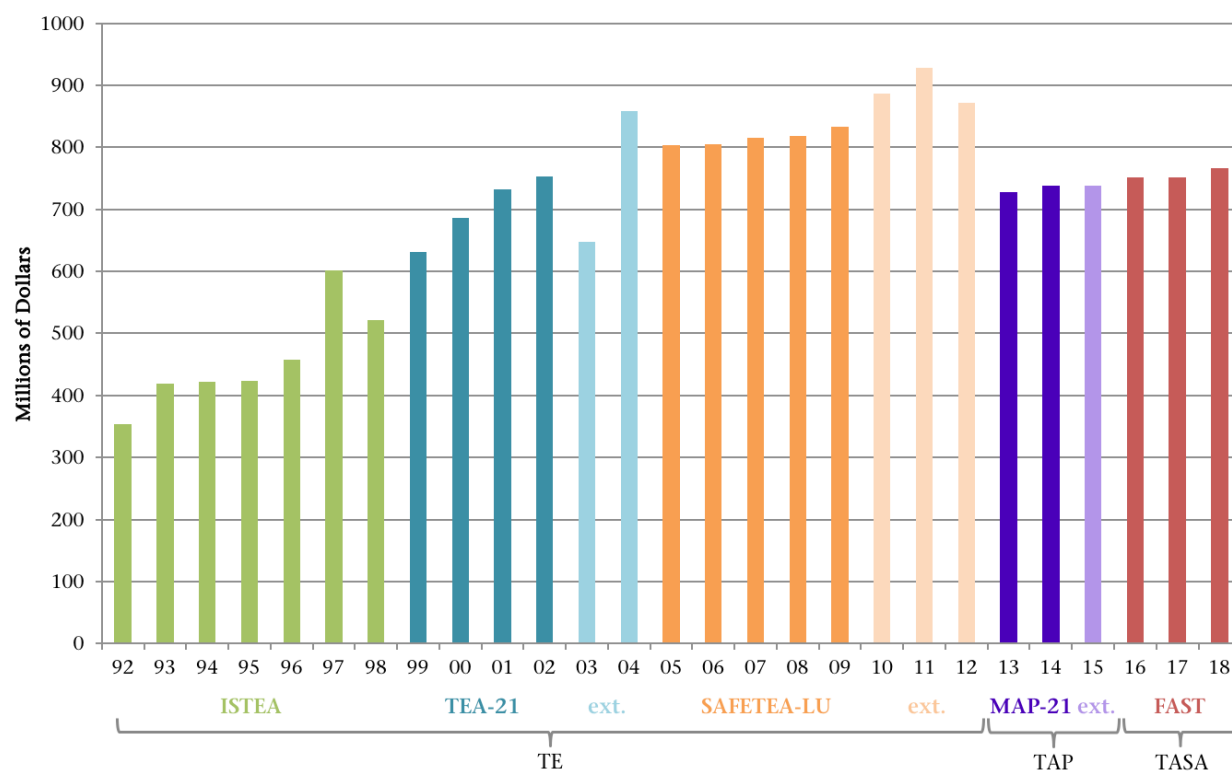
TE: Over the 21 years (FYs 1992–2012) of Transportation Enhancements, the cumulative apportioned funding provided was \$14.27 billion. The remaining unobligated balance is \$260.21 million, a decrease from FY 2017 in which the balance was \$304.78 million. States had the ability to de-obligate and re-obligate funding for projects, which reset the period of availability—causing the unobligated TE balance to fluctuate.

TAP: Over the three years (FY 2013–15) of TAP, cumulative funding apportioned to states was \$2.2 billion. The remaining unobligated balance is \$181.8 million, a decrease from FY 2017 in which the balance was \$406.4 million.

TASA: In FYs 2016 and 2017, \$750 million was apportioned, and \$767 million was apportioned in FY 2018 for a total apportionment of \$2.2 billion. These numbers do not include the \$85 million off the top for the Recreational Trails Program for each of the three years. The remaining unobligated balance is \$1.3 billion, an increase from FY 2017 in which the balance was \$991 million.

TE + TAP + TASA: The cumulative apportioned funding for TE, TAP and TASA (FYs 1992–2018) is \$18.74 billion. The national apportionments by year are shown in Figure 6.

Figure 6: TE/TAP/TASA Apportionments by Year, FYs 1992–2018



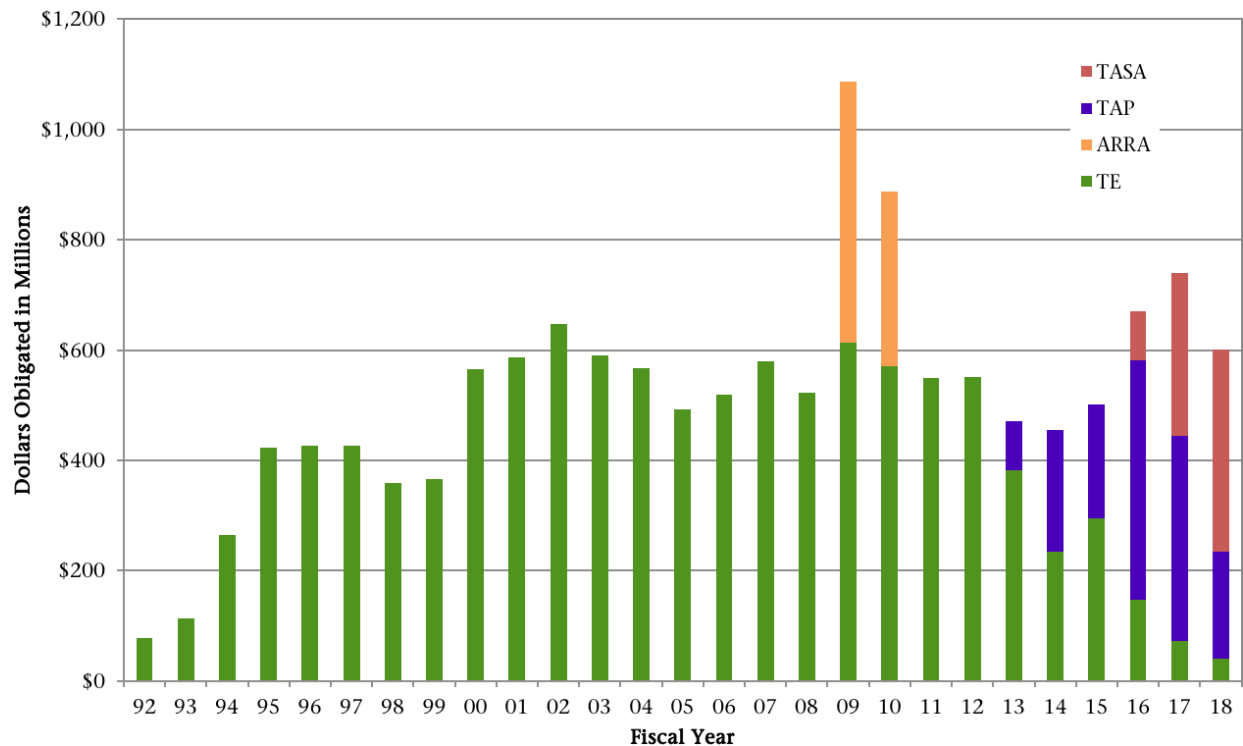
Obligations

Obligations represent a significant step in the project implementation process, during which FHWA commits to reimburse states for the federal share of the cost of selected projects. Figure 7 shows the amounts obligated by year. This analysis examines overall obligation rates, recent trends in obligation and obligation rates for suballocated funds.

Obligation Rates by Fiscal Year

This report analyzes obligation rates in two ways. The first method is to compare obligations to the original apportionment. It is important to recognize that the entire apportionment is not available for obligation due to annual limitations on obligations. However, this rate gives a sense of the extent to which state DOTs and MPOs direct TE/TAP/TASA funds to eligible projects, as opposed to transfers to other programs; the retraction of available funds by the federal government through rescissions; losses through lapsing; or lingering available balances. Nationwide, over the course of 27 years, 71.1% of apportionments have been obligated on TE/TAP/TASA projects.

Figure 7: TE/TAP/TASA Funding Obligated by Year, FYs 1992–2018



Note: In 2009 and 2010, funds were available from the American Recovery and Reinvestment Act or ARRA (economic stimulus package) for Transportation Enhancements projects. In 2011 and 2012, \$4.63 million in ARRA funding was de-obligated.

The second method, shown in Table 1, is to compare the amount obligated in a particular fiscal year to the fiscal year apportionment. Table 1 shows the unobligated TE/TAP TASA balances. This amount shows how much of the year’s apportionment has been obligated. This amount can vary between years, and some states have two-year funding cycles. Table 2 shows this rate for the past five years. As seen in Table 2, it is possible for a state to obligate more than 100% of one year’s apportionment because a state has the ability to obligate prior-year funding. That states are “reaching back” to obligate funds apportioned from previous years.

During FYs 2016–18, only TASA funds were apportioned, but both “old” TE and TAP funds were obligated.

As shown in Table 2, some states have cumulative obligation rates higher than 100%, even though they did not spend all of their TASA funds. This indicates that those states are spending down old TE and TAP funds previously apportioned.

Recent Trends in Obligation

While the cumulative obligation rate is a useful measure, a state-by-state analysis of recent trends (i.e., past six years) in obligation rates provides further insight into TE/TAP/TASA spending by state DOTs and MPOs. Table 2 provides recent obligation rates (FYs 2013–18).

TE: During FY 2018, \$41 million in TE funds were obligated, a 44% decrease from the amount in FY 2017 (\$72.5 million). The unobligated TE balance was \$260.2 million, down from \$305 million in 2017. As noted previously, the unobligated TE balance will continue to fluctuate as states de-obligate and re-obligate funds.

TAP: In FY 2018, \$193 million in TAP funds were obligated down from \$373 million in 2017. The unobligated TAP balance was \$181.8 million, down more than 50% from FY 2017’s unobligated balance of \$406 million. The decrease in obligation of TAP funds coupled with the sharp decrease in unobligated balances shows that most TAP funds were obligated in previous years and that a significant amount was removed from the program through rescissions, lapsing and transfers. As TAP was not a set-aside like TE and TASA, but a separate program, it remains particularly susceptible to lapsing (see next chapter).

TASA: For FY 2018, the national obligation amount for TASA was \$367 million. This indicates that last year, states were focused on using remaining TE and TAP funds first, before obligating the newer TASA funds. As more TE and TAP funds became fully obligated and reimbursed, more TASA funds were obligated this year.

TE + TAP + TASA: In FY 2018, the combined obligation rate for TE, TAP and TASA was 78%, a decrease from 99% in FY 2017. The six-year cumulative obligated/apportioned rate was 77% for FYs 2013–18, a slight increase from 76% for FYs 2013–17. An increase in obligations may be due to accumulation of unobligated balances, combined with pressure to obligate funds to avoid rescissions and lapsing. A total of \$600 million was obligated in 2018 compared to \$741 million in 2017—a significant reduction.

Table 1: Unobligated Funds as of FY 2018

State	2018 Apportionment	Total Available (start of year)	Total Unobligated (end of year)	TE Unobligated	TAP Unobligated	TASA Unobligated
Alabama	\$15,903,966	\$53,349,686	\$40,587,326	\$414,303	\$6,687,946	\$33,485,076
Alaska	\$5,255,429	\$13,032,079	\$10,555,329	\$0	\$0	\$10,555,329
Arizona	\$15,780,308	\$44,580,888	\$37,986,221	\$894,491	\$13,056,545	\$24,035,185
Arkansas	\$9,893,667	\$38,601,126	\$30,209,306	\$0	\$7,656,737	\$22,552,569
California	\$70,243,076	\$172,010,701	\$136,903,281	\$6,871,234	\$7,456,283	\$122,575,764
Colorado	\$10,703,299	\$23,464,170	\$12,912,115	\$0	\$362,054	\$12,550,061
Connecticut	\$9,013,604	\$20,276,671	\$16,296,295	\$585,031	\$620,116	\$15,091,148
Delaware	\$2,857,957	\$8,285,869	\$1,910,056	\$484,164	\$0	\$1,425,892
District of Columbia	\$2,462,399	\$11,150,223	\$8,012,829	\$67,625	\$873,119	\$7,072,086
Florida	\$49,130,914	\$95,084,478	\$46,116,411	\$1,830,903	\$1,648,306	\$42,637,202
Georgia	\$32,530,791	\$84,220,995	\$66,933,384	\$16,582,346	\$7,227,655	\$43,123,383
Hawaii	\$2,813,683	\$22,457,706	\$18,846,111	\$9,635,704	\$2,463,361	\$6,747,046
Idaho	\$3,985,854	\$10,884,947	\$3,079,827	\$0	\$2,424,189	\$655,638
Illinois	\$28,260,632	\$120,621,369	\$106,698,446	\$42,287,776	\$13,613,930	\$50,796,740
Indiana	\$22,079,877	\$33,652,439	\$13,917,882	\$0	\$48,526	\$13,869,356
Iowa	\$9,389,410	\$18,018,220	\$11,567,242	\$4,908,739	\$428,024	\$6,230,480
Kansas	\$9,439,444	\$25,950,483	\$20,527,601	\$175,696	\$4,264,617	\$16,087,288
Kentucky	\$12,114,631	\$46,236,231	\$34,142,389	\$10,435,321	\$4,205,256	\$19,501,812
Louisiana	\$10,850,931	\$26,910,162	\$15,321,715	\$143,488	\$2,056,679	\$13,121,549
Maine	\$2,058,242	\$8,028,799	\$6,323,021	\$131,840	\$1,505,914	\$4,685,267
Maryland	\$11,424,717	\$54,110,920	\$41,041,113	\$9,414,712	\$2,506,355	\$29,120,045
Massachusetts	\$10,967,563	\$43,051,672	\$14,270,461	\$0	\$1,257,240	\$13,013,221
Michigan	\$24,500,248	\$64,887,911	\$39,241,866	\$620,382	\$2,377,104	\$36,244,380
Minnesota	\$14,892,924	\$30,977,761	\$15,265,164	\$338,557	\$121,255	\$14,805,353
Mississippi	\$9,644,301	\$42,813,803	\$33,691,070	\$10,890,888	\$3,825,863	\$18,974,319
Missouri	\$18,636,252	\$40,336,412	\$28,473,555	\$2,479,614	\$6,799,103	\$19,194,838
Montana	\$4,501,546	\$13,150,831	\$6,958,049	\$0	\$1,050,769	\$5,907,280
Nebraska	\$5,800,536	\$16,536,446	\$12,326,325	\$182,527	\$656,623	\$11,487,174
Nevada	\$5,118,674	\$18,387,740	\$14,927,555	\$3,140	\$3,742,929	\$11,181,485
New Hampshire	\$2,693,395	\$9,693,366	\$7,560,836	\$212,612	\$2,828,855	\$4,519,370
New Jersey	\$17,225,758	\$110,232,791	\$88,618,522	\$33,825,857	\$13,271,032	\$41,521,633
New Mexico	\$6,158,457	\$25,212,281	\$19,951,046	\$5,212,693	\$1,288,440	\$13,449,913
New York	\$27,292,595	\$153,548,617	\$126,132,836	\$40,901,445	\$10,820,774	\$74,410,617
North Carolina	\$22,574,906	\$77,867,453	\$52,636,422	\$2,493,848	\$8,508,364	\$41,634,210
North Dakota	\$3,319,767	\$4,939,324	\$4,606,480	\$0	\$317,452	\$4,289,028
Ohio	\$27,350,112	\$46,721,876	\$25,733,689	\$0	\$0	\$25,733,689
Oklahoma	\$13,020,292	\$38,614,809	\$31,329,438	\$9,334,093	\$1,783,328	\$20,212,017
Oregon	\$7,814,037	\$17,225,962	\$7,602,226	\$3,133	\$455,952	\$7,143,141
Pennsylvania	\$26,560,844	\$111,459,229	\$85,410,892	\$0	\$2,998,410	\$82,412,482
Rhode Island	\$2,426,060	\$11,806,301	\$8,405,036	\$1,187,710	\$1,386,146	\$5,831,180
South Carolina	\$15,157,163	\$40,783,279	\$33,734,077	\$6,794,832	\$5,785,385	\$21,153,861
South Dakota	\$4,383,744	\$9,517,027	\$1,677,252	\$0	\$0	\$1,677,252
Tennessee	\$17,402,983	\$84,855,378	\$68,860,694	\$19,060,086	\$3,460,866	\$46,339,741
Texas	\$77,823,495	\$178,544,617	\$145,540,928	\$16,571,922	\$491,067	\$128,477,939
Utah	\$5,187,512	\$13,137,882	\$10,743,901	\$0	\$1,749,960	\$8,993,941
Vermont	\$2,234,902	\$9,877,354	\$7,513,472	\$2,546,533	\$222,743	\$4,744,195
Virginia	\$21,178,294	\$80,542,579	\$67,759,867	\$2,532,613	\$12,174,903	\$53,052,352
Washington	\$11,076,742	\$26,621,565	\$21,369,540	-\$1,316,769	\$2,175,985	\$20,510,325
West Virginia	\$5,884,975	\$19,140,377	\$15,920,371	\$63,094	\$3,082,412	\$12,774,864
Wisconsin	\$17,483,397	\$51,286,994	\$47,978,941	\$1,394,446	\$9,945,525	\$36,638,970
Wyoming	\$2,297,911	\$7,853,972	\$5,968,328	\$14,692	\$153,064	\$5,800,572
National	\$766,802,216	\$2,330,553,772	\$1,730,096,739	\$260,211,321	\$181,837,162	\$1,288,048,257

Transportation Alternatives Spending Report, FYs 1992–2018

Table 2: Cumulative Obligations and Unobligated Balances, FYs 2013–2018

State	2013		2014		2015		2016		2017		2018	
	Apport. Avail.		Apport. Avail.		Apport. Avail.		Apport. Avail.		Apport. Avail.		Apport. Avail.	
Alabama	46%	15%	1%	0%	91%	30%	129%	36%	75%	23%	80%	24%
Alaska	107%	37%	-8%	-5%	8%	3%	27%	7%	52%	22%	47%	19%
Arizona	25%	7%	98%	28%	86%	29%	86%	30%	60%	21%	42%	15%
Arkansas	60%	14%	48%	13%	114%	31%	63%	19%	88%	23%	85%	22%
California	80%	34%	42%	21%	55%	27%	70%	24%	162%	48%	50%	20%
Colorado	33%	7%	67%	18%	67%	30%	127%	43%	190%	64%	99%	45%
Connecticut	51%	21%	77%	40%	47%	41%	36%	24%	44%	22%	44%	20%
Delaware	121%	41%	42%	19%	107%	47%	88%	38%	81%	31%	223%	77%
District of Columbia	-6%	-2%	43%	11%	224%	59%	26%	9%	71%	17%	127%	28%
Florida	75%	54%	106%	70%	64%	67%	95%	65%	112%	60%	100%	51%
Georgia	44%	13%	77%	23%	37%	13%	70%	24%	79%	27%	53%	21%
Hawaii	22%	3%	2%	0%	-16%	-2%	138%	16%	95%	12%	128%	16%
Idaho	3%	1%	43%	14%	116%	37%	110%	36%	130%	43%	196%	72%
Illinois	105%	13%	74%	11%	75%	15%	95%	20%	229%	45%	49%	12%
Indiana	101%	30%	113%	36%	142%	56%	129%	50%	203%	82%	89%	59%
Iowa	59%	15%	54%	15%	85%	25%	71%	19%	91%	41%	69%	36%
Kansas	28%	6%	111%	23%	187%	44%	117%	31%	192%	53%	57%	21%
Kentucky	112%	16%	55%	10%	123%	21%	65%	15%	92%	19%	100%	26%
Louisiana	44%	21%	9%	5%	19%	17%	57%	27%	75%	31%	107%	43%
Maine	1%	0%	28%	14%	16%	7%	55%	16%	80%	21%	83%	21%
Maryland	54%	9%	66%	12%	58%	11%	91%	17%	72%	15%	114%	24%
Massachusetts	143%	15%	176%	22%	213%	32%	277%	50%	133%	33%	262%	67%
Michigan	130%	53%	107%	53%	46%	32%	100%	49%	74%	32%	105%	40%
Minnesota	96%	57%	110%	60%	27%	22%	125%	57%	112%	54%	106%	51%
Mississippi	27%	4%	154%	25%	47%	10%	179%	31%	70%	14%	95%	21%
Missouri	101%	25%	106%	33%	78%	29%	93%	33%	53%	25%	64%	29%
Montana	80%	14%	207%	42%	183%	54%	92%	30%	103%	34%	138%	47%
Nebraska	89%	79%	105%	80%	41%	55%	77%	57%	1%	1%	73%	25%
Nevada	5%	3%	-2%	-1%	55%	22%	76%	23%	110%	30%	68%	19%
New Hampshire	18%	3%	35%	6%	374%	61%	24%	6%	17%	5%	79%	22%
New Jersey	4%	1%	-18%	-4%	79%	15%	44%	8%	45%	7%	125%	20%
New Mexico	104%	30%	36%	13%	90%	31%	39%	14%	47%	13%	85%	21%
New York	112%	17%	12%	2%	40%	7%	109%	20%	95%	17%	100%	18%
North Carolina	95%	29%	36%	15%	38%	17%	64%	21%	38%	12%	112%	32%
North Dakota	49%	22%	60%	35%	57%	36%	25%	16%	82%	45%	10%	7%
Ohio	98%	41%	86%	43%	101%	62%	103%	56%	100%	49%	77%	45%
Oklahoma	19%	6%	11%	4%	5%	2%	72%	22%	69%	22%	56%	19%
Oregon	140%	48%	119%	53%	101%	72%	91%	64%	34%	24%	123%	56%
Pennsylvania	57%	26%	27%	14%	9%	4%	70%	20%	82%	21%	98%	23%
Rhode Island	52%	21%	53%	20%	98%	38%	-39%	-14%	54%	13%	140%	29%
South Carolina	46%	21%	28%	16%	-7%	-4%	44%	17%	61%	22%	47%	17%
South Dakota	10%	4%	3%	1%	22%	10%	47%	16%	79%	30%	179%	82%
Tennessee	78%	14%	79%	16%	85%	19%	67%	14%	89%	18%	92%	19%
Texas	15%	4%	44%	12%	70%	27%	110%	40%	69%	24%	42%	18%
Utah	134%	41%	62%	30%	47%	25%	52%	20%	93%	32%	46%	18%
Vermont	156%	23%	69%	11%	130%	21%	171%	27%	115%	21%	106%	24%
Virginia	-12%	-4%	-6%	-2%	72%	21%	104%	27%	134%	33%	60%	16%
Washington	48%	48%	110%	76%	48%	59%	78%	53%	50%	27%	47%	20%
West Virginia	5%	2%	89%	25%	28%	9%	152%	35%	114%	31%	55%	17%
Wisconsin	46%	28%	41%	26%	73%	52%	17%	9%	43%	17%	19%	6%
Wyoming	123%	33%	43%	17%	60%	24%	67%	20%	110%	31%	82%	24%
National	64%	18%	62%	19%	68%	24%	89%	28%	99%	30%	78%	26%

Unobligated Funding: While FY 2018 resulted in a decrease in the unobligated TE balance and the unobligated TAP balance as states continued to spend TE and TAP funds (which are no longer being apportioned) or as TAP funds lapsed (disappeared as though they never existed), the unobligated TASA balance increased. The TE/TAP/TASA combined unobligated balance at the conclusion of FY 2018 was \$1.73 billion, a slight increase from \$1.7 billion in FY 2017. State-specific unobligated balances at the close of FY 2018 are reported in Table 1.

TA Obligations by Area

TAP and TASA funds are partially suballocated to large urbanized areas within a state based on population. For census-designated urbanized areas with a population greater than 200,000, the FAST Act designates the local MPO to administer a competitive process to select projects for TASA funds in the region. Table 3 shows the FY 2018 obligation amounts for TAP and TASA projects, and the rates as compared to the FY 2018 apportionment.

State DOTs are responsible for administering a process to select projects for funds suballocated to small- and medium-sized areas (with population under 5,000, and between 5,001 to 200,000, respectively), as well as any area funds that can be used for projects throughout the state. Table 4 shows FY 2018 obligations of TA funds by state, separated into MPO-administered funds and state-administered funds. Historical apportionments by state are available online at trade.railstotrails.org/spending.

The national obligation rate for MPOs is 80%, but rates vary widely from state to state, ranging from 7% for Wisconsin to 488% for Maine (as previous-year funds can also be obligated). For FY 2018, Maine's was particularly high because the state DOT strongly encouraged MPOs to obligate as much funding as possible before the 2018 rescission was enacted (see next chapter). A similar trend is seen among states; the national obligation rate is 78%, and states range from 10% for North Dakota to 307% for Massachusetts. Negative obligation rates mean that funds were de-obligated from projects. While state DOTs have well-established processes for selecting projects for TASA funds, MPOs have only recently been responsible for this (starting with the Moving Ahead for Progress in the 21st Century Act (MAP-21) in FY 2013). Many individual MPOs receive relatively small apportionments. Assuming fixed costs for program administration, the ratio of administrative costs to project costs may be of concern to some MPOs. These factors might influence MPO obligation rates.

The national obligation rate for MPOs is slightly higher than state agencies, at 80% and 78%, respectively. In FY 2017, these rates for MPOs and state agencies were at 110% and 94% respectively.

Table 3: TA Obligations by Large Urbanized Area Suballocation, FY 2018

State	Apportionment	Obligations TAP	Rate TAP	Obligations TASA	Rate TASA	Obligations TAP + TASA	Rate TAP + TASA
Alabama	\$2,817,964	\$1,014,021	36%	\$359,574	13%	\$1,373,595	49%
Alaska	\$929,549	\$850,048	91%	\$233,294	25%	\$1,083,342	117%
Arizona	\$5,520,479	\$13,346	0%	\$3,864,812	70%	\$3,878,158	70%
Arkansas	\$1,300,767	-\$1	0%	\$1,559,692	120%	\$1,559,691	120%
California	\$28,343,726	-\$379,689	-1%	\$10,114,528	36%	\$9,734,839	34%
Colorado	\$3,403,126	\$295,467	9%	\$1,956,238	57%	\$2,251,705	66%
Connecticut	\$3,374,489	\$1,449,753	43%	\$777,883	23%	\$2,227,636	66%
Delaware	\$766,461	\$0	0%	\$537,164	70%	\$537,164	70%
District of Columbia	\$1,231,199	\$599,048	49%	\$0	0%	\$599,048	49%
Florida	\$18,989,361	\$11,918	0%	\$19,680,361	104%	\$19,692,279	104%
Georgia	\$8,949,110	\$725,447	8%	\$10,702,525	120%	\$11,427,972	128%
Hawaii	\$829,914	\$0	0%	\$840,056	101%	\$840,056	101%
Idaho	\$444,567	\$0	0%	\$445,224	100%	\$445,224	100%
Illinois	\$10,299,707	\$935,267	9%	\$444,349	4%	\$1,379,616	13%
Indiana	\$5,080,008	\$684,028	13%	\$4,864,571	96%	\$5,548,598	109%
Iowa	\$1,019,457	\$34,570	3%	\$770,893	76%	\$805,463	79%
Kansas	\$1,879,834	\$66,880	4%	\$1,711,991	91%	\$1,778,871	95%
Kentucky	\$2,143,913	\$648,168	30%	\$721,000	34%	\$1,369,168	64%
Louisiana	\$2,447,481	\$0	0%	\$1,867,718	76%	\$1,867,718	76%
Maine	\$157,978	\$333,214	211%	\$438,084	277%	\$771,298	488%
Maryland	\$4,170,589	\$4,712,467	113%	\$2,910,083	70%	\$7,622,550	183%
Massachusetts	\$4,679,378	\$623,119	13%	\$8,876,055	190%	\$9,499,174	203%
Michigan	\$6,884,136	\$154,000	2%	\$4,409,509	64%	\$4,563,509	66%
Minnesota	\$3,721,338	-\$92,272	-2%	\$3,103,390	83%	\$3,011,118	81%
Mississippi	\$1,119,264	\$486,749	43%	\$684,215	61%	\$1,170,964	105%
Missouri	\$4,523,673	\$43,969	1%	\$6,812,594	151%	\$6,856,563	152%
Montana							
Nebraska	\$1,453,327	-\$20,000	-1%	\$1,477,655	102%	\$1,457,655	100%
Nevada	\$2,220,618	\$0	0%	\$1,848,988	83%	\$1,848,988	83%
New Hampshire	\$319,286	\$250,814	79%	\$522,093	164%	\$772,907	242%
New Jersey	\$7,738,236	\$811,474	10%	\$2,171,326	28%	\$2,982,800	39%
New Mexico	\$1,154,468	\$124,981	11%	\$862,225	75%	\$987,206	86%
New York	\$10,783,948	\$7,422,133	69%	\$2,015,539	19%	\$9,437,672	88%
North Carolina	\$5,177,705	\$2,547,440	49%	\$3,164,753	61%	\$5,712,193	110%
North Dakota							
Ohio	\$8,142,461	\$37,620	0%	\$6,311,958	78%	\$6,349,578	78%
Oklahoma	\$2,632,595	\$2,350,496	89%	\$0	0%	\$2,350,496	89%
Oregon	\$2,013,528	\$337,230	17%	\$2,156,454	107%	\$2,493,685	124%
Pennsylvania	\$8,251,352	\$8,297,169	101%	\$881,526	11%	\$9,178,695	111%
Rhode Island	\$1,097,248	\$1,001,172	91%	\$0	0%	\$1,001,172	91%
South Carolina	\$3,057,672	\$1,903,011	62%	\$163,113	5%	\$2,066,124	68%
South Dakota							
Tennessee	\$3,732,985	\$3,157,827	85%	\$863,152	23%	\$4,020,979	108%
Texas	\$25,567,954	\$10,021,648	39%	\$7,747,080	30%	\$17,768,728	69%
Utah	\$1,923,896	\$435,151	23%	\$37,430	2%	\$472,581	25%
Vermont							
Virginia	\$6,404,578	\$3,605,526	56%	\$1,218,902	19%	\$4,824,428	75%
Washington	\$3,309,065	\$30,753	1%	\$2,496,759	75%	\$2,527,512	76%
West Virginia	\$178,277	\$0	0%	\$37,000	21%	\$37,000	21%
Wisconsin	\$3,430,359	\$78,108	2%	\$148,528	4%	\$226,636	7%
Wyoming							
National	\$223,617,026	\$55,602,070	25%	\$122,810,284	55%	\$178,412,354	80%

Table 4: Obligations by Large Urbanized Area Suballocation and State Allocation, FY 2018

State	Apportionment			Obligation			Rate		
	MPO	State	Total	MPO TAP + TASA	State TE + TAP + TASA	Total	MPO	State	Total
Alabama	\$2,817,964	\$13,086,002	\$15,903,966	\$1,373,595	\$11,388,766	\$12,762,360	49%	87%	80%
Alaska	\$929,549	\$4,325,880	\$5,255,429	\$1,083,342	\$1,393,408	\$2,476,750	117%	32%	47%
Arizona	\$5,520,479	\$10,259,829	\$15,780,308	\$3,878,158	\$2,716,509	\$6,594,667	70%	26%	42%
Arkansas	\$1,300,767	\$8,592,900	\$9,893,667	\$1,559,691	\$6,832,129	\$8,391,820	120%	80%	85%
California	\$28,343,726	\$41,899,350	\$70,243,076	\$9,734,839	\$25,372,582	\$35,107,421	34%	61%	50%
Colorado	\$3,403,126	\$7,300,173	\$10,703,299	\$2,251,705	\$8,300,350	\$10,552,055	66%	114%	99%
Connecticut	\$3,374,489	\$5,639,115	\$9,013,604	\$2,227,636	\$1,752,739	\$3,980,375	66%	31%	44%
Delaware	\$766,461	\$2,091,496	\$2,857,957	\$537,164	\$5,838,649	\$6,375,813	70%	279%	223%
District of Columbia	\$1,231,199	\$1,231,200	\$2,462,399	\$599,048	\$2,538,346	\$3,137,394	49%	206%	127%
Florida	\$18,989,361	\$30,141,553	\$49,130,914	\$19,692,279	\$29,275,788	\$48,968,067	104%	97%	100%
Georgia	\$8,949,110	\$23,581,681	\$32,530,791	\$11,427,972	\$5,859,638	\$17,287,610	128%	25%	53%
Hawaii	\$829,914	\$1,983,769	\$2,813,683	\$840,056	\$2,771,539	\$3,611,595	101%	140%	128%
Idaho	\$444,567	\$3,541,287	\$3,985,854	\$445,224	\$7,359,895	\$7,805,120	100%	208%	196%
Illinois	\$10,299,707	\$17,960,925	\$28,260,632	\$1,379,616	\$12,543,308	\$13,922,923	13%	70%	49%
Indiana	\$5,080,008	\$16,999,869	\$22,079,877	\$5,548,598	\$14,185,959	\$19,734,557	109%	83%	89%
Iowa	\$1,019,457	\$8,369,953	\$9,389,410	\$805,463	\$5,645,515	\$6,450,978	79%	67%	69%
Kansas	\$1,879,834	\$7,559,610	\$9,439,444	\$1,778,871	\$3,644,011	\$5,422,882	95%	48%	57%
Kentucky	\$2,143,913	\$9,970,718	\$12,114,631	\$1,369,168	\$10,724,675	\$12,093,843	64%	108%	100%
Louisiana	\$2,447,481	\$8,403,450	\$10,850,931	\$1,867,718	\$9,720,729	\$11,588,446	76%	116%	107%
Maine	\$157,978	\$1,900,264	\$2,058,242	\$771,298	\$934,480	\$1,705,779	488%	49%	83%
Maryland	\$4,170,589	\$7,254,128	\$11,424,717	\$7,622,550	\$5,447,258	\$13,069,807	183%	75%	114%
Massachusetts	\$4,679,378	\$6,288,185	\$10,967,563	\$9,499,174	\$19,282,036	\$28,781,210	203%	307%	262%
Michigan	\$6,884,136	\$17,616,112	\$24,500,248	\$4,563,509	\$21,082,536	\$25,646,046	66%	120%	105%
Minnesota	\$3,721,338	\$11,171,586	\$14,892,924	\$3,011,118	\$12,701,479	\$15,712,597	81%	114%	106%
Mississippi	\$1,119,264	\$8,525,037	\$9,644,301	\$1,170,964	\$7,951,769	\$9,122,733	105%	93%	95%
Missouri	\$4,523,673	\$14,112,579	\$18,636,252	\$6,856,563	\$5,006,294	\$11,862,857	152%	35%	64%
Montana	\$0	\$4,501,546	\$4,501,546	\$0	\$6,192,782	\$6,192,782	0%	138%	138%
Nebraska	\$1,453,327	\$4,347,209	\$5,800,536	\$1,457,655	\$2,752,466	\$4,210,121	100%	63%	73%
Nevada	\$2,220,618	\$2,898,056	\$5,118,674	\$1,848,988	\$1,611,197	\$3,460,185	83%	56%	68%
New Hampshire	\$319,286	\$2,374,109	\$2,693,395	\$772,907	\$1,359,622	\$2,132,529	242%	57%	79%
New Jersey	\$7,738,236	\$9,487,522	\$17,225,758	\$2,982,800	\$18,631,469	\$21,614,270	39%	196%	125%
New Mexico	\$1,154,468	\$5,003,989	\$6,158,457	\$987,206	\$4,274,029	\$5,261,235	86%	85%	85%
New York	\$10,783,948	\$16,508,647	\$27,292,595	\$9,437,672	\$17,978,109	\$27,415,781	88%	109%	100%
North Carolina	\$5,177,705	\$17,397,201	\$22,574,906	\$5,712,193	\$19,518,838	\$25,231,031	110%	112%	112%
North Dakota	\$0	\$3,319,767	\$3,319,767	\$0	\$332,844	\$332,844	0%	10%	10%
Ohio	\$8,142,461	\$19,207,651	\$27,350,112	\$6,349,578	\$14,638,609	\$20,988,187	78%	76%	77%
Oklahoma	\$2,632,595	\$10,387,697	\$13,020,292	\$2,350,496	\$4,934,876	\$7,285,372	89%	48%	56%
Oregon	\$2,013,528	\$5,800,509	\$7,814,037	\$2,493,685	\$7,130,051	\$9,623,736	124%	123%	123%
Pennsylvania	\$8,251,352	\$18,309,492	\$26,560,844	\$9,178,695	\$16,869,642	\$26,048,337	111%	92%	98%
Rhode Island	\$1,097,248	\$1,328,812	\$2,426,060	\$1,001,172	\$2,400,093	\$3,401,265	91%	181%	140%
South Carolina	\$3,057,672	\$12,099,491	\$15,157,163	\$2,066,124	\$4,983,077	\$7,049,201	68%	41%	47%
South Dakota	\$0	\$4,383,744	\$4,383,744	\$0	\$7,839,775	\$7,839,775	0%	179%	179%
Tennessee	\$3,732,985	\$13,669,998	\$17,402,983	\$4,020,979	\$11,973,705	\$15,994,684	108%	88%	92%
Texas	\$25,567,954	\$52,255,541	\$77,823,495	\$17,768,728	\$15,234,962	\$33,003,690	69%	29%	42%
Utah	\$1,923,896	\$3,263,616	\$5,187,512	\$472,581	\$1,921,399	\$2,393,981	25%	59%	46%
Vermont	\$0	\$2,234,902	\$2,234,902	\$0	\$2,363,882	\$2,363,882	0%	106%	106%
Virginia	\$6,404,578	\$14,773,716	\$21,178,294	\$4,824,428	\$7,958,284	\$12,782,712	75%	54%	60%
Washington	\$3,309,065	\$7,767,677	\$11,076,742	\$2,527,512	\$2,724,513	\$5,252,025	76%	35%	47%
West Virginia	\$178,277	\$5,706,698	\$5,884,975	\$37,000	\$3,183,006	\$3,220,006	21%	56%	55%
Wisconsin	\$3,430,359	\$14,053,038	\$17,483,397	\$226,636	\$3,081,417	\$3,308,053	7%	22%	19%
Wyoming	\$0	\$2,297,911	\$2,297,911	\$0	\$1,885,644	\$1,885,644	0%	82%	82%
National	\$223,617,026	\$543,185,190	\$766,802,216	\$178,412,354	\$422,044,679	\$600,457,033	80%	78%	78%

Note: Montana, North Dakota, South Dakota, Vermont and Wyoming do not have large MPOs that qualify for suballocated TA funds.

Reimbursements

The final stage of the project funding cycle is reimbursement. FHWA reimburses states for projects as they are completed. This process can be long, and when projects are stalled or are not separated into phases, there can be a significant period between obligation and reimbursement. Reimbursements do not occur until the project is complete on the ground and has been inspected.

The reimbursement rate indicates the percentage of obligated funds that were reimbursed. Within a fiscal year, differences in reimbursement rates can be explained a number of ways. Therefore, when looked at alone, reimbursement rates are insufficient benchmarks for the funding analysis. A low reimbursement rate together with a high obligation rate in recent years could indicate that many projects in that state are ongoing. A high reimbursement rate together with a low obligation rate in recent years could indicate that few new projects are being implemented and older projects are being completed. Reimbursement rates should be interpreted in the context of the whole funding process. Consequently, the cumulative reimbursement rate is a more accurate portrayal of overall project implementation over time. The cumulative reimbursement amount was \$12.21 billion, and the rate was 92%. Table 5 has the state-specific and national cumulative amounts and rates for all the program benchmarks.

TASA: In FY 2018, the national reimbursement rate for TASA was 35% of the amount obligated. In comparison, in FY 2017, the reimbursement rate for TASA was 33.1%. This reflects that TASA is no longer in its starting phase but has matured in comparison to FY 2016, which was the first year of TASA.

TE + TAP + TASA: The cumulative (FYs 1992–2018) reimbursement rate nationally was 92% of obligations and 65% of apportionments. State reimbursement rates ranged from a low of 73% in Massachusetts to a high of 100% in Colorado.

Table 5: State TE/TAP/TASA Program Benchmarks, FYs 1992–2018 (in thousands of dollars)

State	Total Apportioned (Millions)	Rescinded		Available		Programmed		Obligated			Reimbursed	
		Total	% of App.	Total	% of App.	Total	% of App.	Total	% of App.	% of Avail.	Total	% of App.
Alabama	\$382	\$80	21%	\$302	79%	\$309	81%	\$262	68%	87%	\$239	91%
Alaska	\$210	\$27	13%	\$168	80%	\$162	77%	\$157	75%	94%	\$151	96%
Arizona	\$356	\$24	7%	\$312	88%	\$209	59%	\$274	77%	88%	\$260	95%
Arkansas	\$252	\$64	25%	\$182	72%	\$165	65%	\$152	60%	83%	\$140	92%
California	\$1,683	\$288	17%	\$1,371	81%	\$1,257	75%	\$1,235	73%	90%	\$1,102	89%
Colorado	\$267	\$44	17%	\$212	79%	\$178	66%	\$199	74%	94%	\$199	100%
Connecticut	\$235	\$54	23%	\$159	67%	\$158	67%	\$142	60%	90%	\$129	91%
Delaware	\$87	\$2	3%	\$87	99%	\$80	92%	\$85	97%	98%	\$76	90%
District of Columbia	\$74	\$18	25%	\$59	80%	\$46	63%	\$51	69%	86%	\$48	93%
Florida	\$1,089	\$137	13%	\$999	92%	\$1,018	93%	\$953	87%	95%	\$879	92%
Georgia	\$732	\$145	20%	\$500	68%	\$362	49%	\$433	59%	87%	\$389	90%
Hawaii	\$109	\$12	11%	\$97	89%	\$90	83%	\$78	72%	81%	\$65	83%
Idaho	\$128	\$35	28%	\$87	68%	\$106	83%	\$84	66%	96%	\$76	91%
Illinois	\$689	\$80	12%	\$579	84%	\$715	####	\$472	69%	82%	\$449	95%
Indiana	\$504	\$25	5%	\$498	99%	\$490	97%	\$484	96%	97%	\$450	93%
Iowa	\$242	\$18	7%	\$212	87%	\$314	####	\$200	83%	95%	\$192	96%
Kansas	\$242	\$14	6%	\$234	97%	\$234	97%	\$214	88%	91%	\$200	93%
Kentucky	\$305	\$30	10%	\$263	86%	\$245	80%	\$229	75%	87%	\$203	89%
Louisiana	\$275	\$73	27%	\$179	65%	\$270	98%	\$163	59%	91%	\$145	89%
Maine	\$83	\$10	12%	\$72	87%	\$84	####	\$66	80%	91%	\$65	98%
Maryland	\$279	\$20	7%	\$237	85%	\$284	####	\$195	70%	83%	\$177	91%
Massachusetts	\$284	\$53	19%	\$236	83%	\$200	70%	\$222	78%	94%	\$163	73%
Michigan	\$598	\$102	17%	\$522	87%	\$523	87%	\$483	81%	92%	\$458	95%
Minnesota	\$364	\$30	8%	\$338	93%	\$398	####	\$323	89%	95%	\$314	97%
Mississippi	\$242	\$17	7%	\$224	93%	\$192	79%	\$191	79%	85%	\$177	93%
Missouri	\$435	\$31	7%	\$369	85%	\$270	62%	\$340	78%	92%	\$326	96%
Montana	\$145	\$18	12%	\$127	88%	\$133	92%	\$120	83%	95%	\$115	96%
Nebraska	\$162	\$47	29%	\$114	71%	\$111	69%	\$102	63%	89%	\$97	95%
Nevada	\$140	\$38	27%	\$105	75%	\$118	84%	\$90	64%	86%	\$80	90%
New Hampshire	\$88	\$6	7%	\$80	91%	\$99	####	\$73	83%	91%	\$70	96%
New Jersey	\$407	\$63	15%	\$309	76%	\$224	55%	\$221	54%	71%	\$186	84%
New Mexico	\$177	\$35	20%	\$142	81%	\$207	####	\$122	69%	86%	\$110	90%
New York	\$692	\$105	15%	\$585	85%	\$637	92%	\$459	66%	78%	\$402	88%
North Carolina	\$542	\$103	19%	\$434	80%	\$557	####	\$381	70%	88%	\$328	86%
North Dakota	\$110	\$20	18%	\$83	75%	\$73	66%	\$78	71%	94%	\$76	98%
Ohio	\$644	\$73	11%	\$528	82%	\$565	88%	\$502	78%	95%	\$488	97%
Oklahoma	\$326	\$88	27%	\$210	64%	\$165	50%	\$178	55%	85%	\$161	90%
Oregon	\$214	\$51	24%	\$162	76%	\$168	78%	\$154	72%	95%	\$142	92%
Pennsylvania	\$593	\$44	7%	\$576	97%	\$555	94%	\$490	83%	85%	\$462	94%
Rhode Island	\$80	\$3	4%	\$78	98%	\$185	####	\$70	87%	89%	\$66	95%
South Carolina	\$347	\$70	20%	\$235	68%	\$166	48%	\$201	58%	86%	\$189	94%
South Dakota	\$130	\$50	39%	\$64	49%	\$59	46%	\$62	48%	97%	\$59	94%
Tennessee	\$416	\$70	17%	\$354	85%	\$328	79%	\$286	69%	81%	\$259	91%
Texas	\$1,697	\$436	26%	\$1,025	60%	\$1,189	70%	\$880	52%	86%	\$775	88%
Utah	\$141	\$13	9%	\$125	88%	\$110	78%	\$114	81%	91%	\$111	97%
Vermont	\$79	\$4	5%	\$76	96%	\$72	92%	\$68	87%	90%	\$65	95%
Virginia	\$483	\$38	8%	\$435	90%	\$460	95%	\$368	76%	84%	\$317	86%
Washington	\$295	\$42	14%	\$245	83%	\$268	91%	\$223	76%	91%	\$215	96%
West Virginia	\$148	\$7	5%	\$139	94%	\$103	70%	\$124	84%	89%	\$101	82%
Wisconsin	\$434	\$163	38%	\$250	58%	\$242	56%	\$202	46%	81%	\$189	94%
Wyoming	\$87	\$1	1%	\$87	100%	\$72	83%	\$81	93%	93%	\$78	96%
Total	\$18,725	\$3,025	16%	\$15,064	80%	\$15,227	81%	\$13,334	71%	89%	\$12,211	92%

Rescissions, Lapsing and Transfers

There are three primary ways in which Transportation Enhancements (TE), Transportation Alternatives Program (TAP) and Transportation Alternatives Set-Aside (TASA) funding can be prevented from being used for TE/TAP/TASA-eligible activities: rescissions, lapsing and transfers.

In this section, we discuss the three mechanisms and recent trends for each mechanism. However, to understand these fully, it is also important to understand how funding is distributed through **contract authority**.

Contract Authority

Most federal transportation programs, including TE/TA, are **contract authority (CA) programs**, a one-step congressional process: (1) the authorizing legislation—like the Fixing America’s Surface Transportation (FAST) Act—sets policy and maximum funding levels, and then funds are simply distributed to state departments of transportation (state DOTs) with no further legislative action needed.

This is in contrast to the vast majority of federal programs funded through **appropriated budget authority**, a two-step congressional process: (1) authorizing legislation sets policy and maximum funding levels, but then (2) yearly funding levels are decided through the annual Congressional budget and appropriations process. Funding is decided annually, but with uncertainty until a spending bill is passed by Congress, and with volatility in funding amounts from year to year.

Transportation planners and engineers consider the one-year-at-a-time approach to have too much uncertainty to be able to complete future infrastructure projects that may take multiple years to plan, design and build. To deal with this uncertainty, **contract authority** allows transportation funding to bypass the messy yearly appropriations debate in Congress over funding levels and for the United States Department of Transportation (USDOT) to distribute FAST Act funds to the states.

However, Congress does not always have enough money to fully reimburse the total amount of FAST Act funding apportioned to the states. At times, it even chooses to limit overall federal expenditures. In order to ensure that it is able to reimburse states, Congress limits the total amount that states can spend (obligate). This is called an **obligation limitation**, obligation ceiling or obligation authority—the terms are interchangeable. Congress does not limit states on a program-by-program basis; rather it limits each state as a whole, allowing states to make decisions about how they wish to spend their funding.

In practice, Congress passes an obligation limitation every year. Consequentially, over the course of many years, states have accumulated funds apportioned to them that they cannot use because of the obligation limitation. This is where rescissions, lapsing and transfers come in.

Rescissions

From time to time, Congress takes back some—but not all—unobligated federal transportation money from the states. Unobligated balances can occur if a state does not obligate the dollars, and they can also accumulate due to the difference between **contract authority** funding and **obligation limitations**.

Historically, Congress has enacted 14 rescissions that affected TE/TAP/TASA funds. In FY 2017, Congress enacted its first rescission since 2012. The rescission applied to all contract authority funds under Chapter 1 of Title 23, United States Code. Chapter 1 contains the Federal-aid Highway Program and several smaller programs subject to the rescission, including TE, TAP and TASA funds.

Unobligated funds were rescinded proportionally by program. For example, if Transportation Alternatives made up 10% of a state’s unobligated funds, 10% of the amount to be rescinded to Congress was required to come from TA. This is in contrast to the previous TE rescissions in which states had the autonomy to select which programs to rescind unobligated funds from. In practice, this often led to greater amounts of rescissions coming from TE than the percentage of un-obligated TE funds in relation to total unobligated funds.

In contrast to FY 2017, no rescissions occurred in FY 2018. For data on previous rescissions, please see the FY 2017 Transportation Alternatives and Enhancements Spending Report.

Lapsing

Funds that are rescinded are returned from the states to the federal government. In contrast, funds that have lapsed are not returned to the federal government, but “disappear” and are unavailable for any use as though they never existed.

For most transportation programs, funding is available to be obligated for four fiscal years—the current year in which funds were apportioned plus three additional fiscal years. Programs are allowed to “carry over” some unobligated funds every year without having them lapse. That amount is equal to the program’s total apportionments for the past three years. Unobligated amounts above the carryover limit lapse, starting with the oldest program first.

These rules apply to most transportation programs—including the Surface Transportation Program/Block Grant program. STP/STBG is the most versatile funding source, typically used to build roads, bridges and highways but also eligible to build trails, bike lanes or sidewalks. As the most flexible federal source for building infrastructure, states take great care and attention not to let STP/STBG funds lapse. States can prevent lapsing by either spending (obligating) funds or transferring funds to another program where funds won’t lapse.

So what about TE, TAP and TASA funds? Will they lapse?

- **TE** funds were legally part of STP. With states taking care not to let STP funds lapse, TE funds also won't lapse.
- **TAP** funds from the Moving Ahead for Progress in the 21st Century Act (MAP-21) are not part of STP. If states are not careful to obligate or transfer funds, TAP funds will lapse within four years of apportionment.
- **TASA** funds from the FAST Act are a set-aside of the STBG program and are therefore part of the STBG program. With states taking care not to let STBG funds lapse, TASA funds also won't lapse.

In other words, lapsing for TAP is a three-fiscal-year occurrence, from fiscal years (FYs) 2016–18, caused by how TAP was positioned in MAP-21. Table 6 shows TAP funding that has lapsed to date. So far, \$26 million in TAP funds have lapsed from ten states.

For more information on how lapsing works, visit: fhwa.dot.gov/cfo/pgc/memo20140117.cfm.

Table 6: Lapsing Funds, FYs 2016-18

State	FY 2013 Funds Lapsed End of FY 2016	FY 2014 Funds Lapsed End of FY 2017	FY 2015 Funds Lapsed End of FY 2018	Total
Alaska	\$2,682,062			\$2,682,062
Arizona			\$1,830,409	\$1,830,409
Georgia		\$4,356,459		\$4,356,459
Hawaii	\$39,598			\$39,598
Maryland		\$2,498,575		\$2,498,575
New Hampshire	\$1,725,424	\$1,252,684	\$1,595,652	\$4,573,759
North Dakota	\$326,952			\$326,952
New Jersey		\$6,247,239		\$6,247,239
North Carolina		\$4,067,845		\$4,067,845
Wisconsin			\$2,747,270	\$2,747,270
Total	\$4,774,036	\$18,422,802	\$3,426,061	\$26,622,899

Transfers

There are two types of transfers of TE/TAP/TASA funds. The first is an **inter-agency transfer**, and the second is an **inter-program transfer**.

For **inter-agency transfers**, funding is transferred from the state DOT to federal agencies such as the Federal Transit Administration (FTA), the Bureau of Indian Affairs (BIA), the National Park Service (NPS), etc. Inter-agency transfers of TE/TAP/TASA funds must be spent on TE/TAP/TASA-eligible projects. In Western states, the federal government directly maintains a large amount of land; thus, transfers to the U.S. Forest Service (FS), Bureau of Land Management (BLM) or NPS to administer TE/TAP/TASA-eligible projects are not uncommon. Indeed, the Forest Service, for example, has become more proactive about applying for TA funding. Generally speaking, transfers to the FTA are for pedestrian and bicycle access to transit, such as sidewalks or trails to transit stations, bike parking at transit stations and, perhaps, bike racks on buses—all eligible uses of TE/TAP/TASA funds. With inter-agency transfers, although funding is administered by a different agency, the funding must still be used for TE/TAP/TASA-eligible projects.

In contrast, **inter-program transfers** allow funding to be transferred to another Federal-aid Highway Program and used for non-TE/TAP/TASA eligibilities. For example, a transfer of funds to the National Highway Performance Program means that former TE/TAP/TASA funding could be used to build a freeway. Most inter-program transfers from TE/TAP/TASA are to the STBG program, which is the most flexible program with a wide range of eligibilities. Theoretically, a transfer to the STBG program could be used to construct a bike lane or a sidewalk, as they are STBG eligibilities.

For example, Connecticut transfers the full amount allowable, which in turn frees up funds to hire a consultant to administer the TA program. Oregon has a “fund exchange” where federal dollars are exchanged for state dollars and then used to fund TA-eligible projects; the transferred TA funds are then freed up for general STBG use (e.g., building roads). However, most states almost exclusively use STBG funds to build roads, bridges and highways; apart from a few examples, it is likely that the transferred funds are ultimately used for road and highway purposes and not TE/TA-eligible projects. An additional report on transferred funds would be needed to track the ultimate fate of these dollars.

For TE funding, transfers were allowed beginning with TEA-21 for FY 1999. States could make inter-program transfers of up to 25% of the portion of the annual TE funding that is above the state’s FY 1997 TE apportionment level. States are also permitted to make inter-agency transfers of TE funds to the FTA under the requirements of Chapter 53 of Title 49, United States Code. There is no limit on the amount that can be transferred to FTA; however, the transferred funds must be used for TE-eligible activities. Today, these TE provisions are largely unused, but in FY 2018, Maryland used the inter-agency transferability provision to transfer \$2.94 million to FTA (Table 7).

Under MAP-21 and the FAST Act, states are allowed to make an inter-program transfer, moving up to 50% of their TA funds to other Federal-aid highway programs, after the Recreational Trails Program (RTP) set-aside. A state can only transfer the funds designated for use in any area of the state. Suballocated funds cannot be transferred. (See Figure 3 for details.) Additionally, states may transfer funds from any other Federal Highway Administration (FHWA) program into TE/TAP/TASA, and TASA projects are eligible under the STBG program without a transfer.

Inter-Agency: In FY 2018, a cumulative \$46 million in inter-agency transfers was made to the Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), Office of Federal Lands Highway (FLH), Federal Transit Administration (FTA), U.S. Forest Service (FS), U.S. Fish and Wildlife Service (FW) and National Park Service (NPS) for TE/TAP/TASA-eligible activities. Table 7 indicates the breakout by state and agency.

Inter-Program: A cumulative \$197 million in inter-program transfers was made in FY 2018 to the STBG program or, in the case of South Dakota, to the Highway Safety Improvement Program. At \$188.5 million, or 95%, the majority of transfers were made from TASA funds. Just \$8.5 million, or about 5%, of transfers were made from TAP funds. No inter-program transfers were made from TE funds.

TE: Table 8 shows inter-program transfers from TE since the program began, although funds were not eligible for transfers until FY 1999. In that time, states transferred \$219 million away from TE—with \$4.7 million going to RTP. The funds were transferred in varying amounts to the National Highway System (NHS), Recreational Trails, Interstate Maintenance (ISM), the “Bridge 85% Program” and the Congestion Mitigation and Air Quality Improvement (CMAQ) Program. However, in FY 2018 as in FY 2017, no states made inter-program TE transfers.

TAP: As shown in Table 7, \$8.5 million was transferred from TAP in 2018, which is lower than \$16 million in 2017. As shown in Table 8, between FYs 2013–18, 31 states transferred a total of \$447 million in varying amounts to the National Highway Performance Program (NHPP) and STP.

Table 7: Inter-Agency and Inter-Program Transfers of TE/TAP/TASA, FY 2018 (in thousands of dollars)

State	Inter-Agency Transfers FY 2018				Inter-Program Transfers FY 2018		
	TE	TAP	TASA	Total	TAP	TASA	Total
Alabama						\$3,000k STP	\$3,000k
Alaska		\$831k FLH	\$270k FLH	\$1,101k		\$1,314k STP	\$1,314k
Arizona						\$7,890k STP	\$7,890k
Arkansas			\$100k NPS	\$100k			
California			\$31,985k FTA	\$31,985k			
Connecticut						\$4,056k STP	\$4,056k
Georgia						\$16,265k STP	\$16,265k
Hawaii					\$800k STP		\$800k
Indiana			\$367k FTA	\$367k			
Iowa						\$4,000k STP	\$4,000k
Kansas			\$904k FTA	\$904k			
Kentucky		\$123k FTA		\$123k		\$11,995k STP	\$11,995k
Louisiana		\$175k FTA		\$175k		\$2,713k STP	\$2,713k
Maryland	\$2,940k FTA	\$133k NPS	\$867k NPS	\$3,940k			
Mississippi					\$2,588k STP	\$4,792k STP	\$7,380k
Missouri						\$9,318k STP	\$9,318k
Nevada					\$559k STP		\$559k
New Hampshire						\$1,347k STP	\$1,347k
New Jersey	\$1,000k FTA			\$1,000k			
New Mexico		\$103k FTA		\$103k			
North Carolina						\$5,644k STP	\$5,644k
North Dakota						\$1,660k STP	\$1,660k
Ohio						\$12,968k STP	\$12,968k
Oklahoma						\$6,510k STP	\$6,510k
South Carolina						\$7,579k STP	\$7,579k
South Dakota			\$193k BIA \$400k FLH	\$593k		\$2,192k HSIP	\$2,192k
Tennessee		\$40k FTA		\$40k	\$4,182k NHPP		\$4,182k
Texas		\$4,410k FTA	\$357k FTA	\$4,766k		\$75,694k STP	\$75,694k
Utah			\$348k FTA	\$348k		\$2,594k STP	\$2,594k
Vermont					\$373k STP	\$1,200k STP	\$1,573k
Virginia							
Washington			\$182k FLH \$945k FTA	\$1,128k			
West Virginia						\$1,471k STP	\$1,471k
Wisconsin						\$4,371k STP	\$4,371k
Subtotals							
to BIA			\$193k	\$193k			
to FLH		\$831k	\$853k	\$1,683k			
to FTA	\$3,940k	\$4,850k	\$34,907k	\$43,697k			
to NPS		\$133k	\$967k	\$1,100k			
to HSIP						\$2,192k	\$2,192k
to NHPP					\$4,182k		\$4,182k
to STP					\$4,320k	\$186,380k	\$190,700k
Totals	\$3,940k	\$5,814k	\$36,918k	\$46,673k	\$8,502k	\$188,572k	\$197,074k

Table 8: Cumulative Inter-Program Transfers (in thousands of dollars)

State	TE Total FYs 1999-2018	TAP Total FYs 2013-18	TASA Total FYs 2016-18	TE + TAP + TASA Total FYs 1999-2018
Alabama			\$5,000,000	\$5,000,000
Alaska		\$2,870,000	\$3,436,858	\$6,306,858
Arizona	\$2,212,153	\$11,299,490	\$19,491,076	\$33,002,719
Arkansas	\$1,162,274	\$4,872,189		\$6,034,463
Colorado	\$7,591,470	\$10,110,027		\$17,701,497
Connecticut		\$12,303,247	\$11,738,249	\$24,041,496
Georgia	\$27,090,195	\$49,501,087	\$45,410,502	\$122,001,784
Hawaii		\$800,000		\$800,000
Idaho		\$1,851,000		\$1,851,000
Illinois	\$52,341,663	\$20,293,395		\$72,635,058
Indiana	\$284,354			\$284,354
Iowa		\$11,327,780	\$12,400,000	\$23,727,780
Kansas		\$2,503,000		\$2,503,000
Kentucky		\$17,911,717	\$11,995,170	\$29,906,887
Louisiana	\$8,883,566	\$9,913,838	\$7,566,576	\$26,363,979
Maryland		\$8,676,263	\$2,313,303	\$10,989,566
Massachusetts			\$2,600,000	\$2,600,000
Michigan	\$2,470,000			\$2,470,000
Minnesota	\$4,396,908			\$4,396,908
Mississippi		\$5,021,733	\$5,292,401	\$10,314,134
Missouri	\$7,231,033	\$18,951,850	\$26,005,126	\$52,188,009
Nebraska	\$1,299,020			\$1,299,020
Nevada	\$4,396,241	\$1,209,481	\$1,250,000	\$6,855,722
New Hampshire			\$2,658,698	\$2,658,698
New Jersey	\$21,911,211	\$4,074,457	\$3,000,000	\$28,985,668
New York		\$26,138,472	\$11,055,260	\$37,193,732
North Carolina	\$1,700,000	\$16,209,184	\$15,753,468	\$33,662,652
North Dakota		\$4,991,918	\$4,620,699	\$9,612,617
Ohio		\$7,435,900	\$12,967,537	\$20,403,437
Oklahoma		\$19,744,185	\$18,159,027	\$37,903,212
Oregon	\$4,584,496		\$3,479,815	\$8,064,311
Rhode Island			\$1,081,455	\$1,081,455
South Carolina	\$8,400,000	\$23,038,983	\$21,152,284	\$52,591,267
South Dakota	\$425,000	\$6,614,144	\$6,106,124	\$13,145,268
Tennessee	\$2,503,755	\$12,475,672		\$14,979,427
Texas	\$30,946,534	\$118,432,522	\$107,230,073	\$256,609,129
Utah		\$4,116,993	\$6,175,149	\$10,292,142
Vermont		\$372,720	\$1,200,000	\$1,572,720
Virginia	\$28,009,661		\$2,500,000	\$30,509,661
West Virginia		\$771,000	\$1,471,244	\$2,242,244
Wisconsin	\$1,475,000	\$13,190,225	\$12,193,655	\$26,858,880
Subtotals				
to B85	\$45,756,885			\$45,756,885
to CMAQ	\$9,196,000			\$9,196,000
to HSIP			\$4,334,872	\$4,334,872
to ISM	\$5,607,864			\$5,607,864
to NHPP		\$42,941,359	\$16,694,065	\$59,635,424
to NHS	\$154,041,655			\$154,041,655
to RTP	\$4,712,129			\$4,712,129
to STP		\$404,081,112	\$364,274,810	\$768,355,922
Total	\$219,314,534	\$447,022,471	\$385,303,747	\$1,051,640,752

TASA: In FY 2018, \$188 million was transferred by 22 states to STBG/Highway Safety Improvement Program, which accounts for 24% of the 2018 apportionment. This is much higher than FY 2017 where \$95.5 million was transferred by 20 states, accounting for 11% of the 2017 apportionment.

TE + TAP + TASA: The total inter-program transfers between FYs 1992–2018 equate to \$1.05 billion. The \$197 million in inter-program transfers during FY 2018 is an increase of \$86 million as compared to FY 2017, when states transferred \$111 million.

Metropolitan Planning Organization Uses of TASA Funds

The FAST Act introduced a new provision, allowing up to half of the funds allocated by population to areas with >200,000 people to be used for STBG program-eligible projects. In other words, half of those funds could be spent on roads, highways, bridges or any other STBG program eligibility (including trails, walking, biking, streetscaping, etc.) The use of this provision is *not* considered a transfer by FHWA. However, it is mentioned in this section, as the provision could be used to fund non-TA-eligible projects, much like inter-program transfers.

*www.wamponline.org/Work/Pages/BikePed.aspx

Program Analysis

This chapter presents major findings from the self-reported programming data collected from state departments of transportation (state DOTs). The funding levels represented in this section are programming numbers, not obligations. These numbers are obtained through a voluntary survey of state DOTs.

The Project List

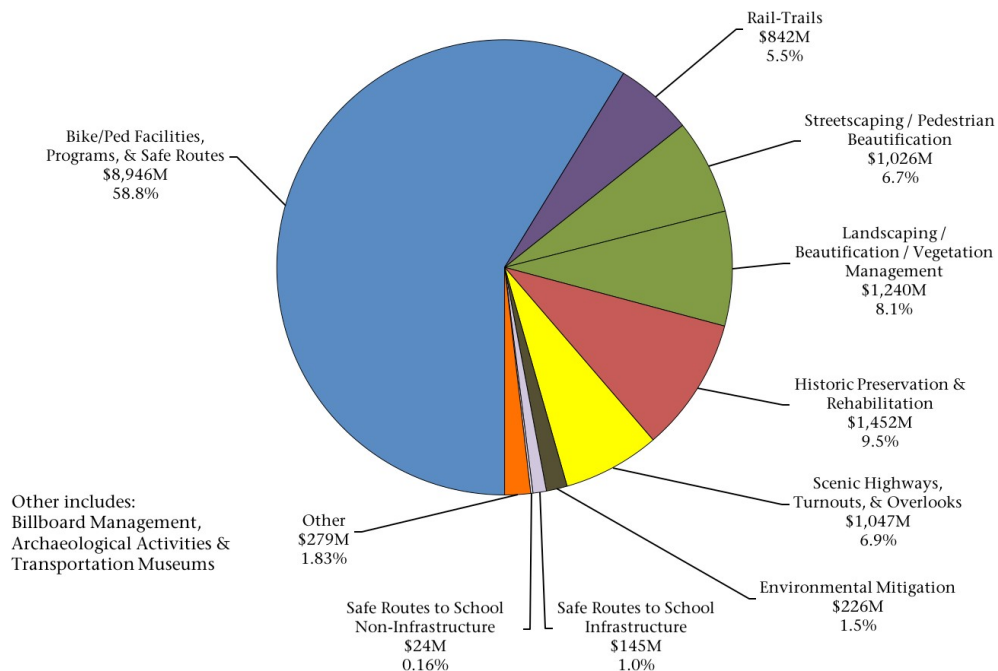
Programmed projects are those approved to receive funding by individual states.* The Transportation Alternatives Data Exchange (TrADE) project database now spans 27 fiscal years of Transportation Enhancements (TE), Transportation Alternatives Program (TAP) and Transportation Alternatives Set-Aside (TASA) programming. Table 5 indicates that the cumulative level of programming for fiscal years (FYs) 1992–2018 is \$15.23 billion, representing 81% of all apportionments.

Future Programming: The programming data also show that 18 states have selected projects for future fiscal years. The database now has 512 future-programmed projects worth \$351 million in federal funding. The future programming data suggest that there are projects in the design and development stages planned for future years; however, the actual federal funding level of these projects will be higher because some projects do not yet have funding levels fixed.

Findings by Eligibility

Over the years, as TE evolved into TAP and then was renamed TASA, the categories of eligible projects changed as well. For the purpose of comparison, this analysis groups similar TE, TAP and TASA eligibilities. For instance, the TE activity titled “pedestrian and bicycle facilities” was combined with the TAP/TASA eligibility of the same name. “Landscaping and other scenic beautification” was combined with “vegetation management.” While acknowledging that there are differences between these eligibilities, the categories are similar enough that grouping them serves the purpose of identifying the types of projects being funded. Figure 8 illustrates the distribution of funding by eligibility through FY 2018.

Figure 8: Distribution of Federal Funding by TE/TAP/TASA Eligibility Grouping, FYs 1992–2018 (in millions of dollars)



To see Figure 8 for an individual state, please visit trade.railstotrails.org/stateprofile.

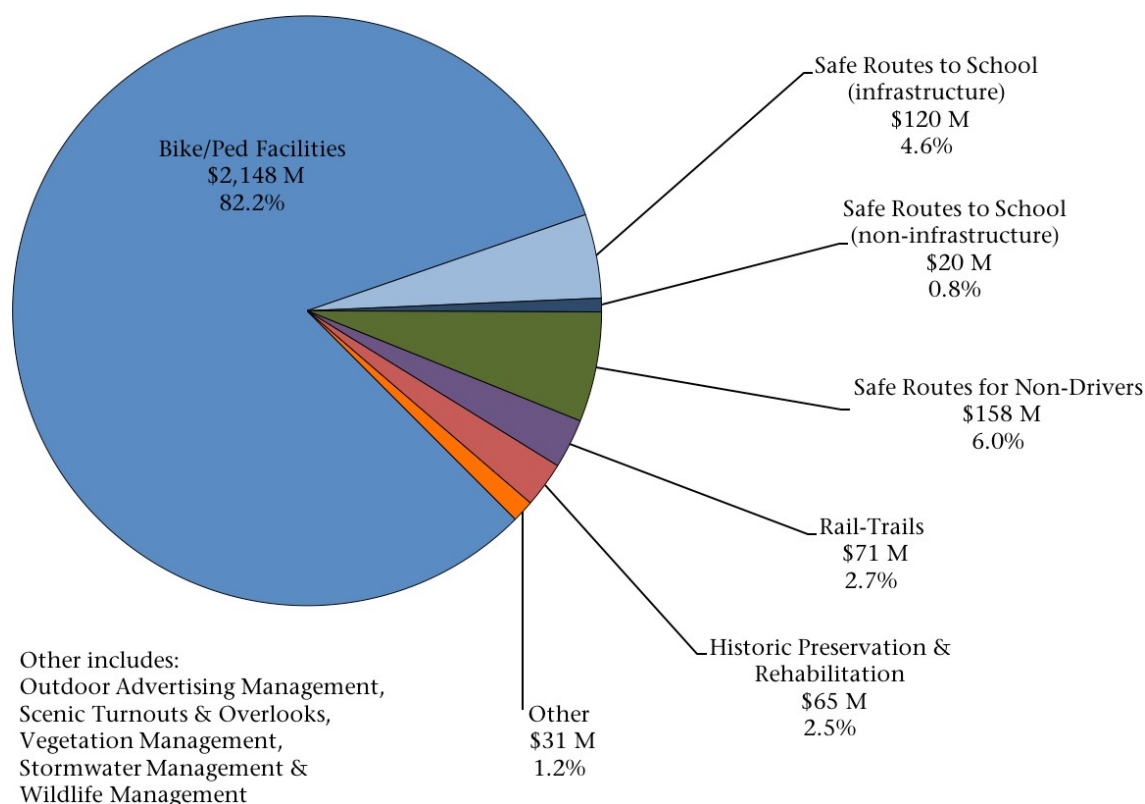
*For detailed project information on a state’s list of programmed projects, see the Statewide Transportation Improvement Plan (STIP). Each state DOT publishes a STIP to provide the public with information on capital expenditures related to transportation.

The percentages have shifted only slightly from previous years, and the ranking of categories in order of expenditures has not changed. Pedestrian and bicycle facilities still account for the majority of all programmed funding at 58.8%. Beautification continues to be the second-largest category of spending at 14.8% (this category combines 6.7% for streetscaping/pedestrian beautification and 8.1% for landscaping/beautification/vegetation management). Historic preservation and rehabilitation of transportation structures is the third-largest eligibility category, with 9.5% of programmed funding. Scenic highways, turnouts and overlooks accounts for 6.9% of all programmed funding, followed by rail-trails with 5.5% of funding.

The remaining categories, including environmental mitigation, billboard removal, archaeology and transportation museums, and safe routes to school have received only 4.5% of the total combined TE, TAP and TASA funding from FYs 1992–2018.

Figure 9 illustrates the distribution of funding across all 10 TASA eligibilities during FYs 2014–18. Similar to last year’s report, pedestrian and bicycle facilities continue to dominate the distribution, with 82.2% of funding. Percentages for most categories only shifted slightly, with the exception of safe routes for non-drivers, which increased (from 4.3%, or \$84 million, to 6%, or \$158 million) and rail-trails which also increased from last year (from 2.5%, or \$49.5 million to 2.7%, or \$71 million). Pedestrian and bicycle facilities funding increased from \$1.6 billion to \$2.1 billion, and safe routes to school infrastructure funding decreased slightly from 123.1 million to 120 million.

Figure 9: Distribution of Federal Funding by TA Activity, FYs 2014–2018 (in millions of dollars)

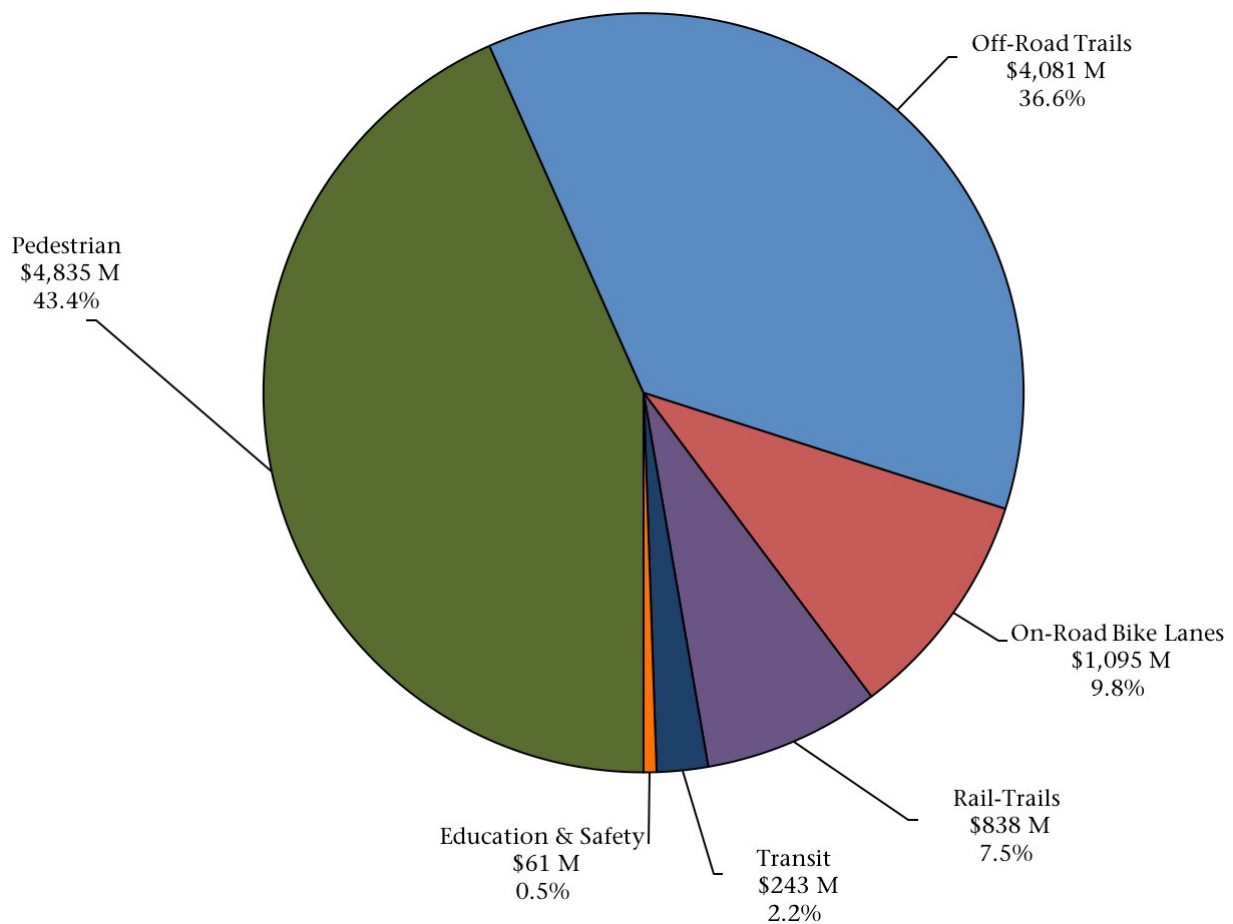


Bicycle and Pedestrian Project Subtypes

Since bicycle and pedestrian facilities comprise the majority of programmed TE, TAP and TASA funding, TrADE also tracks funding of subtypes within this activity. The subtypes are: pedestrian, off-road trails, on-road bike lanes, rail-trails, transit, and education and safety.

Figure 10 depicts the distribution of federal programmed funding between the bicycle and pedestrian subtypes. The percentages shifted only slightly from last year, and the order of distribution did not change. Pedestrian facilities and off-road trails received the highest and second-highest shares of programmed funding across these categories, at 43.4% and 36.6% respectively. On-road bicycle facilities (9.8%) and rail-trails (7.5%) comprised the third- and fourth-largest shares.

Figure 10: Distribution of Funding Across Projects With Designated Bike and Pedestrian Subtypes, FYs 1992–2018 (in millions of dollars)



Future Programming

Eighteen states programmed 512 projects for future years (FYs 2019–22), though these are subject to change. The total federal dollar amount for these projects is \$351,532,959. Bicycle and pedestrian projects and safe routes for non-drivers projects together account for 86.6%—or a large majority—of future programmed projects. The next-largest categories are Safe Routes to School infrastructure and non-infrastructure, accounting for 8.6% of the total. Recreational trails and rail-trails account for 1.6% each, with the remaining 1.5% to be spent on historic preservation and vegetation management.

Data on future programming should not be interpreted as a prediction of where TASA funding will be programmed by all states in the future, since most states did not report future programming. Nonetheless, these numbers simply provide an interesting glimpse into future projects that are slated for funding.

Average Federal Awards and Match Rates

An examination of project-level data provides insight into typical TE/TAP/TASA projects across the country. Table 9 shows that as of FY 2018, the average federal project award was \$422,692 nationwide—ranging from \$149,141 in Montana to \$1,808,668 in Hawaii.

The Federal-aid Highway Program requires that federal monies be matched with funding from another source. These funds are commonly referred to as the non-federal share of project costs, or non-federal match. The federal government can reimburse up to 80% of the eligible costs of a Federal-aid highway project, which includes TE/TAP/TASA projects. At a minimum, 20% of the funding must come from non-federal sources.

Cumulatively, the average national match rate was 27%. As in previous years, this rate surpassed the federal share required under Section 120 of Title 23, United States Code. Table 9 shows that 36 states had a match rate higher than 20%, and 18 of these states had a rate higher than the national average. Overall, this higher national match rate is attributable to state policies that encourage or require a higher non-federal share, project sponsors voluntarily providing more funding than required, or the state choosing not to use federally approved procedures for reducing or eliminating the required non-federal share.

With TE, the ratios were allowed to vary on a project-to-project basis as long as the program as a whole reflected the 20% match rate, but this is no longer the case. Since the Moving Ahead for Progress in the 21st Century Act (MAP-21), every project is required to meet the minimum non-federal match. However, most Western states are eligible for a “sliding scale” that allows a higher federal share (up to 95% in Nevada) based on the proportion of federal lands within the state.*

These changes to the innovative financing and programmatic match pieces of the federal legislation may be perceived as increased barriers to using TAP and TASA funds and may result in fewer TASA projects taken on by communities. Without the option of other matching sources, communities may struggle to come up with those funds.

*Western states eligible for the sliding scale include: Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, South Dakota, Utah, Washington and Wyoming.

Source: Federal Highway Administration, Sliding Scale Rates in Public Lands. Available at: www.fhwa.dot.gov/legregs/directives/notices/n4540-12a1.cfm.

Table 9: Cumulative Programmed Federal Awards and Matching Funds, FYs 1992–2018 (in thousands of dollars)

State	Project Count	Total Federal Awards	Average Federal Award	Matching Funds	Match Rate
Alabama	1190	\$309,305,655	\$259,921	\$77,097,731	20%
Alaska	480	\$162,008,572	\$337,518	\$21,067,299	12%
Arizona	490	\$209,276,060	\$427,094	\$57,861,227	22%
Arkansas	748	\$164,695,139	\$220,181	\$81,547,753	33%
California	1876	\$1,256,730,299	\$669,899	\$531,468,076	30%
Colorado	702	\$177,512,311	\$252,867	\$77,703,921	30%
Connecticut	245	\$157,609,721	\$643,305	\$40,656,634	21%
Delaware	257	\$80,406,458	\$312,866	\$44,640,444	36%
District Of Columbia	127	\$46,442,506	\$365,689	\$10,821,828	19%
Florida	3376	\$1,018,433,577	\$301,669	\$64,928,688	6%
Georgia	809	\$361,676,860	\$447,067	\$93,932,418	21%
Hawaii	50	\$90,433,397	\$1,808,668	\$28,249,268	24%
Idaho	195	\$106,489,429	\$546,100	\$15,327,096	13%
Illinois	883	\$715,101,419	\$809,854	\$203,881,188	22%
Indiana	753	\$490,226,572	\$651,031	\$172,600,018	26%
Iowa	986	\$313,946,039	\$318,404	\$217,292,132	41%
Kansas	547	\$233,937,076	\$427,673	\$105,611,366	31%
Kentucky	932	\$245,267,212	\$263,162	\$70,571,756	22%
Louisiana	596	\$270,477,344	\$453,821	\$60,169,791	18%
Maine	366	\$83,890,435	\$229,209	\$22,711,073	21%
Maryland	363	\$284,348,148	\$783,328	\$356,877,628	56%
Massachusetts	359	\$199,997,943	\$557,097	\$63,172,411	24%
Michigan	1710	\$522,791,697	\$305,726	\$257,878,902	33%
Minnesota	859	\$397,635,664	\$462,905	\$264,418,344	40%
Mississippi	455	\$191,965,320	\$421,902	\$38,890,451	17%
Missouri	1017	\$270,369,117	\$265,850	\$115,568,437	30%
Montana	889	\$132,586,275	\$149,141	\$34,965,256	21%
Nebraska	628	\$111,227,473	\$177,114	\$59,604,959	35%
Nevada	244	\$117,611,480	\$482,014	\$43,990,302	27%
New Hampshire	262	\$99,066,312	\$378,116	\$31,145,655	24%
New Jersey	446	\$224,076,902	\$502,415	\$53,276,856	19%
New Mexico	636	\$206,576,602	\$324,806	\$65,548,033	24%
New York	710	\$637,289,725	\$897,591	\$385,810,905	38%
North Carolina	1213	\$557,279,267	\$459,422	\$129,616,473	19%
North Dakota	340	\$72,950,521	\$214,560	\$27,979,518	28%
Ohio	1102	\$564,609,004	\$512,349	\$149,667,560	21%
Oklahoma	434	\$164,664,652	\$379,412	\$40,717,259	20%
Oregon	274	\$167,935,718	\$612,904	\$65,187,392	28%
Pennsylvania	1093	\$555,166,259	\$507,929	\$113,216,339	17%
Rhode Island	242	\$184,822,484	\$763,729	\$43,462,848	19%
South Carolina	808	\$165,864,585	\$205,278	\$74,709,141	31%
South Dakota	254	\$59,258,896	\$233,303	\$26,346,329	31%
Tennessee	701	\$327,825,361	\$467,654	\$77,526,390	19%
Texas	885	\$1,189,383,758	\$1,343,936	\$311,991,276	21%
Utah	256	\$109,620,145	\$428,204	\$29,124,151	21%
Vermont	427	\$72,251,316	\$169,207	\$21,526,325	23%
Virginia	993	\$460,041,443	\$463,284	\$386,105,012	46%
Washington	982	\$268,345,509	\$273,264	\$137,268,178	34%
West Virginia	593	\$103,256,399	\$174,125	\$25,787,763	20%
Wisconsin	801	\$242,198,174	\$302,370	\$67,976,513	22%
Wyoming	440	\$72,171,894	\$164,027	\$16,408,900	19%
Total	36,024	\$15,227,054,123	\$422,692	\$5,513,905,214	27%

Each state DOT establishes its own guidelines and requirements for providing the non-federal share of project costs. Some states require local sponsors to provide a share of project costs, though the amount required varies by state. For example, historically Maryland required a 50% match by project sponsors in order to spread the available federal funding across more projects. This high match rate was decreased in FY 2013 in an attempt to lower the barriers to these federal funds from a state perspective and potentially attract more projects. This is just one instance of a state changing its standard to adapt to the new requirements by, and shifting procedures of, the program. In some states (e.g., Florida, New Jersey and Pennsylvania), toll credits supplement sponsor contributions in order to meet non-federal share requirements. All states are allowed by law to count the value of donations (i.e., cash, land, materials or services) toward the non-federal share. While some states recognize these in-kind donations as part of the non-federal share, others do not. State-specific policies can be found on the TrADE website: trade.railstotrails.org/stateprofile.

States report non-federal share information in different ways. Some states report the entire non-federal share of project costs, while others (e.g., Florida) report only the portion of the non-federal share that the sponsor actually pays and not the portion supplied by toll credits. Some states report the value of in-kind donations, while others do not. On a project level, nearly 70% of all projects since 1992 have had a match rate of greater than 20.5%.

Programming Analysis Caveats

Every effort possible was made to collect accurate project-level data from states. However, there are clear inconsistencies in the dataset. For example, for 14 states, the programming figures are lower than actual obligations. Possible reasons for this could include the following:

- Older project data were not completely reviewed or updated (some states report an inability to track older, Intermodal Surface Transportation Efficiency Act (ISTEA)-era projects).
- The project data provided by state DOTs did not include all selected projects.

Additionally, 11 states have programming totals that are higher than their available balances—the amount available before obligations were made during FY 2018. Possible reasons for this include the following:

- States program more than their apportionments with the expectation that some projects will be dropped or some work bids will come in lower than the initial cost estimate.
- Older project data were not updated, especially canceled projects.
- Future-year projects that are in the engineering or design phases are included with current projects.
- States may combine a project with other federal or state funding but not differentiate these in their data submission.

Conclusion

In the years since the landmark Intermodal Surface Transportation Efficiency Act (ISTEA) legislation ushered in a multimodal approach to federal transportation funding, states have, over time, increasingly separated out into two distinct groups: 1) states with a long-standing commitment to Transportation Enhancements (TE), Transportation Alternatives Program (TAP), and now Transportation Alternatives Set-Aside (TASA) projects; and 2) states who are divesting from the program through inactivity, lapsing or transfers. An examination of the programmed spending performance of individual states indicates that many states continue to exhibit a commitment to use these funds to expand travel choice, strengthen the local economy, improve quality of life and protect the environment.

Obligations

Obligation activity was lower in the past fiscal year, with the cumulative rate at 78% compared to 99% in 2017.

However, with the FY 2018 rate at 78%, FY 2017 rate at 99% and the FY 2016 rate at 89%, 2018 had the lowest obligation rates. The 2018 rates fall between the FYs 2016–17 higher rates and FYs 2008–15 lower rates, where the average obligation rate was 64.75%, ranging by year from 59% to 74%. It is clear that during the first two years of TASA, obligation rates were very high and in 2018 it is lower.

Rescissions, Lapsing and Transfers

Rescission rates per state can be considered a reflection of a state's historically low obligation rates leading to a buildup of unobligated funds—a buildup too high to fully obligate, thus leading to a rescission. There were no rescissions in 2018.

It is impossible to determine individual state reasons for transferring funds without interviewing the 22 states who transferred funds.

In the past three years, 10 states have **lapsed** \$26 million in TAP funding, with the funds disappearing and no longer useable. Because there are simple measures to prevent lapsing from occurring—either obligating or transferring funds—the \$26 million in TAP that has lapsed reflects either neglect or ignorance on the part of state DOTs.

In 2013, the Moving Ahead for Progress in the 21st Century Act (MAP-21) allowed a much greater percentage of TAP funds to be moved via inter-program transfers—up to half of all funds apportioned to the state. This continues today under the FAST Act. There is now enough data to indicate that **inter-program transfers** have risen significantly since the beginning of MAP-21 and that most states are taking advantage of the policy changes in MAP-21 to disinvest from the program through such transfers. While some states *have* spent transferred funds on TA-eligible projects, others do not keep track or use funds for road construction. Nevertheless, the amount transferred is staggering.

For example, in the past six years (FYs 2013–18), \$447 million in TAP and \$385 million in TASA was transferred. In just six years, the \$832 million in TAP + TASA inter-program transfers represents 79% of the cumulative \$1.05 billion of all transferred funds—inter-agency and inter-program alike—transferred in the past 25 years since 1992. Put another way, the MAP-21 transfer policy changes have resulted in 79% of all transfers ever made from the program.

Taken together, rescissions, lapsing and inter-program transfers represent a collective “leaky bucket,” providing holes through which TE/TAP/TA funds can be lost or used for non-eligible projects (e.g., building highways). In FY 2018, \$3.4 million in lapsing plus \$197 million in inter-program transfers represents a cumulative \$200 million “lost” from the traditional competitive TA program. This is 26% of the total apportioned that year (\$865 million minus \$85 million for the Recreational Trails Program equals \$767 million).

Reflecting on 27 Years

A sizeable portion of funding for the program has been “lost” through lapsing and transfers. Most of this has occurred in the past six years through inter-program transfers, due to a broadened transferability policy in MAP-21.

Overall, while the “leaky bucket” of rescissions, lapses and transfers are slightly lower than the previous years, the number of projects funded and amount of funding obligated continues to grow slowly. FY 2018 represents the 27th year of funding apportioned to the TE/TAP/TASA program. In that time, the program has obligated more than \$13.3 billion for close to 34,000 projects across the country to create more infrastructure for walking and biking, preserving historic transportation assets, protecting environmental assets and more. Communities across the country are seeing changes that reflect the transformative power of these investments: more protected bicycle lanes, more multiuse pathways, more streetscaping that invites foot traffic and lively main streets.

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About TrADE

The Transportation Alternatives Data Exchange (TrADE) is operated by Rails-to-Trails Conservancy. TrADE helps stakeholders at the federal, state and local levels understand and implement the use of Transportation Alternatives Set-Aside (TASA) funds. TASA provides funding from the federal government for projects that expand travel choice, strengthen the local economy, improve quality of life and protect the environment. Eligible projects include most activities historically funded as “Transportation Enhancements,” the Recreational Trails Program and the Safe Routes to School program. TrADE provides transparency, promotes best practices, and provides citizens, professionals and policy makers with information and access to funding data.

From 1996–2013, TrADE operated as the National Transportation Enhancements Clearinghouse, as a partnership between Rails-to-Trails Conservancy and the Federal Highway Administration.

For more information, visit trade.railstotrails.org.

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