



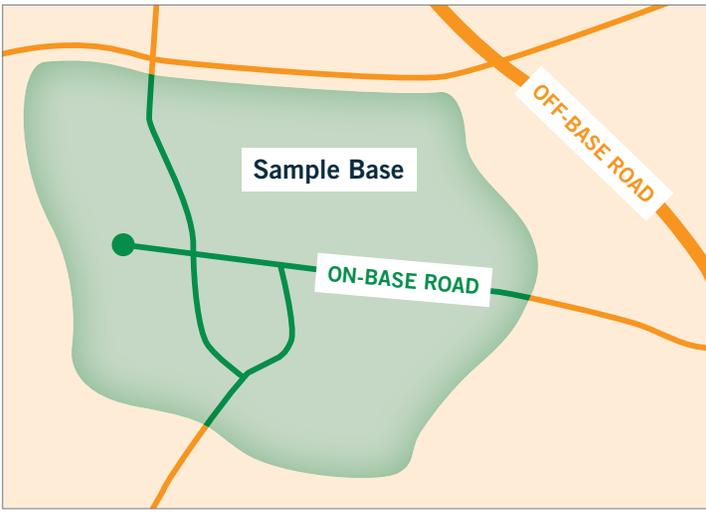
June 2015 

Funding for Installation Roads

Definitions and Overview 

Department of Defense (DoD) military installations are often challenged with finding funding sources to address existing or upcoming traffic issues. This bulletin provides an overview of the different funding sources that are available and when they may be applicable. SDDCTEA serves as an information resource for funding opportunities and can be a partner in helping to obtain funding for certain programs.

Funding sources for roadway improvements vary depending on whether the roadway is on-base or off-base. The distinction of whether a roadway is on- or off-base is the first step in understanding which funding opportunities are available.



- **On-base roads** are generally located within the installation boundary. Maintenance and management of the roadway is the responsibility of the DoD.
- **Off-base roads** are generally located outside the installation boundary. Maintenance and management of the roadways is the responsibility of the public agency that has jurisdiction of the facility.
- The **installation boundary** is defined by a recorded ownership or lease of property specific to the installation. Installation boundaries can occur at any point along a roadway but are most common at an intersection.

Funding for On-Base Roads

Common Installation Funding

On-base roads are the responsibility of the installation. As such, public funding opportunities for on-base roads are limited to DoD funding mechanisms. Funding for on-base road improvements primarily comes from DoD appropriations. Two common DoD appropriations for installations include:

- **Operations and Maintenance (O&M) Appropriations**, which are annualized funding budgets available for each installation. O&M funds need to be obligated within the fiscal year. Military construction projects costing less than \$750,000 may be funded with O&M Appropriations.
- **Military Construction (MILCON) Appropriations**, which have competitive annual budgets that help fund permanent improvements. Installations must program for MILCON funding 3 to 5 years in advance, and getting a project programmed does not guarantee funding.

 **To learn more about common DoD funding avenues, please contact your installation engineering and resources organizations.**

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TRAFFIC ENGINEERING & HIGHWAY SAFETY BULLETIN

Funding for On-Base Roads, continued ✓

! This is a funding source specific for response to emergency events and is not common.

Emergency Relief for Federally Owned Roads (ERFO)

What is the ERFO program?

The ERFO program is administered by the Federal Highway Administration (FHWA) and is funded with Highway Trust Funds authorized under the United State Code (USC) Title 23: "Highways." It was established to assist federal agencies with the unusually heavy expenses for the repair and reconstruction of eligible facilities. There are two main things to know about the program:

- The Federal share payable for the emergency repair of eligible facilities is 100 percent.
- ERFO is not intended to cover all repair costs, but rather supplement Federal Land Management Agency repair programs.

Eligibility Criteria

23 USC Section 125, "Emergency Relief" defines the general eligibility for use of the ERFO program as "...an emergency fund... authorized for expenditure by the Secretary for the repair or reconstruction of highways, roads, and trails, in any part of the United States...that the Secretary finds have suffered serious damage as a result of:

- (1) Natural disaster over a wide area, such as by a flood, hurricane, tidal wave, earthquake, severe storm, or landslide; or
- (2) Catastrophic failure from any external cause."

The roads must be open to public travel, maintained by the installations, and must be considered "public lands highways" as defined in 23 USC Section 101.

- The combined damages for an individual disaster for all Federal agencies must exceed \$700,000.

The Process

The military services or military installations must immediately notify SDDCTEA by telephone when on-base roads are damaged by a natural disaster or catastrophic failure. The installation will need to provide the date, time, and description of the event, and identify and describe the damaged road sections. SDDCTEA will compile all DoD impacts and coordinate with FHWA, who will determine disaster area eligibility. If determined to be an eligible ERFO disaster, SDDCTEA will guide the installation through the proper ERFO procedures for ERFO funding reimbursement.

Installation officials should immediately document the roadway damage with photographs, detail descriptions, and cost estimates. They should then begin emergency repairs to restore essential traffic services and prevent further damage to federally owned facilities. SDDCTEA will work with the installation officials and the Federal Lands Highway Division Engineer (FLHDE) to prepare a disaster assessment and field report.

Emergency repairs are those repairs undertaken during or immediately after a disaster to restore essential traffic, to minimize the extent of damage, or to protect the remaining facilities. Prior approval is not required; however, all other eligibility requirements of the program still apply. Properly documented costs may later be reimbursed once the FHWA FLHDE makes a formal finding that the disaster qualifies for funding under the ERFO program.

Permanent repairs are those repairs undertaken after the occurrence of the disaster to restore facilities to their pre-disaster conditions. Prior approval is required. **This program is a reimbursable system and not structured as a grant. The DoD must pay for the repairs themselves and then be reimbursed.** Detailed procedures can be found in the FHWA Emergency Relief for Federally Owned Roads Disaster Assistance Manual.

ERFO DO'S AND DON'TS FOR THE DoD

✓ **Do** determine what repairs need to be taken to restore essential traffic, minimize the extent of damage, or protect remaining facilities

✓ **Do** contact SDDCTEA immediately in the case of an emergency

✓ **Do** document the damages

✗ **Don't** begin permanent repairs of facilities without prior approval of funding



Funding for Off-Base Roads ✓

Off-base roads are the responsibility of the public roadway officials and, as such, funding is primarily obtained from sources outside of the DoD and requests are led by the local or State jurisdiction. Although not within the DoD’s realm of responsibility, off-base road sizes, locations, and control are often impacted by DoD operations. Off-base roads provide the important connections between the installation and the surrounding communities. There are no external transportation funding sources dedicated solely to support DOD installations; however, there are some funding sources that are intended to improve access to federal facilities such as DOD installations. Coordination with the public roadway officials is the most successful way to fund off-base road improvements.

Installation Master Planning

DOD Instruction 4165.70 establishes the requirement for installation master plans. These master plans are useful tools for coordinating with local government officials and determining long-term roadway improvement needs. Looking at off-base road connections during the master plan process enables the public roadway officials to plan their roadways to meet the needs of the installation and/or establish a development capacity for the installation. The master plans also look at transit, pedestrian, and bicycle connections; land use changes; and other environmental aspects to provide a comprehensive view of the needs on base and off base. UFC 2-100-01 provides guidance on preparation of an installation master plan.

Coordination

Coordination with local or State government can help plan for DOD beneficial off-base roadway improvements using local funding mechanisms, or to get local, State, or Federal monies. The type of and level of coordination will depend on the location of the installation. More urban installations may have multiple public stakeholders that would benefit from high levels of coordination, while more rural installations may have just one or two public officials to work with. 10 USC requires major installations to develop and update the transportation section of the master plan in consultation with the local or regional planning authority.

! **Local or State agencies can be a source for funding and constructing road projects near installations. Partnership between the installation and the local agencies is mandatory for accomplishing goals of both parties.**

Working with Regional Councils

Regional Councils are non-profit, public agencies dedicated to serving local governments. They are designated by many names, including Regional Planning Commissions, Regional Development Organizations, Metropolitan Planning Organizations, Councils of Governments, Regional Service Districts, and Rural Planning Organizations, among others. Transportation Management Agencies are a form of Regional Councils that can receive State and Federal funds, or assess their own fees and local taxes to build transportation projects. Generally they do not have a direct role in formulating and implementing land use planning and zoning, which is reserved for local government, but they are a great source of information and an asset. They have access to local government contacts; can provide information on regional growth patterns, upcoming plans, and projects; and have staff to help exchange information between the DoD installation and local jurisdictions. The National Association of Regional Councils (NARC) developed *Working With Regional Councils: A Guide for DoD Installations*, which provides more detail on how regional councils can be beneficial partners in planning road networks.

The DoD can	The DoD cannot
<ul style="list-style-type: none"> • Partner with local agencies to develop projects that mutually benefit the community and the DoD • Provide planning information to local, regional, and State agencies • Be a member of local planning agency boards • Perform installation master plans 	<ul style="list-style-type: none"> • Perform construction projects outside of their installation • Pay development impact fees to local jurisdictions • Fund projects outside of their installation (unless certain special requirements are met)

TRAFFIC ENGINEERING & HIGHWAY SAFETY BULLETIN

Funding for Off-Base Roads: Public Funding ✓

Federal-aid Highway Program

An overview of two public funding programs are provided: the Federal-aid Highway Program and the Federal Lands Access Program. These funding sources require coordination with local agencies to obtain funding for roadway improvements for off-base roads.

What is the Federal-aid Highway Program?

Congress established the Highway Trust Fund in 1956 to support building the interstate system as one of the earliest major initiatives of the Federal-aid Highway Program. Today, this fund continues to provide a steady source of surface transportation financing. DoD installations cannot directly receive funding through this program, but can benefit from the program by working with their State Department of Transportation (DOT).

The Process

Apportionment of funds are usually made on the first day of the Federal fiscal year for which the funds are authorized. At that time, the funds are available for obligation by the State in accordance with the State's approved transportation improvement program. States are notified of the new funding available and then have the opportunity to request the Federal government to approve the obligation of funds. Funds are provided to States under specific sub-programs, each with its own eligibility criteria. For example, the Surface Transportation Program focuses on funding eligible surface transportation project activities, while the Highway Safety Improvement Program focuses on safety projects.

FEDERAL-AID HIGHWAY PROGRAM DO'S AND DON'TS FOR THE DoD

- | | | |
|--|---|---|
| ✓ Do understand the applicable State guidelines | ✓ Do contact SDDCTEA if you have questions | ✗ Don't apply for this funding as the lead agency – DoD cannot receive funding from this program |
| ✓ Do partner with local agencies to identify and implement projects | ✗ Don't promise funds to help cover a share of project costs | |

Once a project is approved by the State for inclusion in the Federal-aid Highway Program, it can be initiated. The project does not need to be completed before a State begins to receive reimbursement.

Federal Lands Access Program

What is the Federal Lands Access Program?

The Federal Lands Access Program provides FHWA funds for projects on publicly owned roadways that are adjacent to, or that provide access to Federal lands. The intent of the program is to fund a wide range of transportation projects in the 50 States, the District of Columbia, and Puerto Rico. Emphasis tends to be on roadways accessing lands that are high recreational use facilities or high economic generators. Eighty percent of this funding is distributed by legislative formula among 12 western states based upon the amount of federal land owned by the following agencies: National Park Service, U.S. Forest Service, Bureau of Land Management, U.S. Fish and Wildlife Service, and the U.S. Army Corps of Engineers (civil works). The remainder of the funding is distributed to the remaining States according to the infrastructure data reported by those five agencies. The funding is not limited to those agencies and DoD is one of the other federal agencies that can benefit from this program.

Installations can benefit from the Federal Lands Access Program by gaining funding for off-base roads that connect to or serve the installation; however, the projects need to be developed and submitted in collaboration with State and local transportation officials. Applications should note that the DoD is not a recreational use generator, but does generate a lot of traffic and can be a high economic generator. The total funding under this program is not a significantly large number—after distribution to each state, the available funding for a specific project is small. The program focuses on smaller projects and is not intended to fund large, multimillion dollar projects. For example, funding in Fiscal Year 2014 resulted in:

- California receiving the highest amount, with an obligation of approximately \$36 million.
- Eight states exceeding obligations of at least \$10 million.
- Rhode Island receiving the smallest amount, with an obligation of only \$13,747.
- Twelve states exceeding obligations over \$3.5 million.



Funding for Off-Base Roads: Public Funding, continued ✓

Eligibility Criteria

Funds made available under the Access Program shall be used to pay the cost of:

- A. transportation planning, research, engineering, preventive maintenance, rehabilitation, restoration, construction, and reconstruction of Federal Lands Access Transportation Facilities located on or adjacent to, or that provide access to, Federal land, and—
 - i. adjacent vehicular parking areas;
 - ii. acquisition of necessary scenic easements and scenic or historic sites;
 - iii. provisions for pedestrians and bicycles;
 - iv. environmental mitigation in or adjacent to Federal land to improve public safety and reduce vehicle-caused wildlife mortality while maintaining habitat connectivity;
 - v. construction and reconstruction of roadside rest areas, including sanitary and water facilities; and
 - vi. other appropriate public road facilities, as determined by the Secretary;
- B. operation and maintenance of transit facilities, including the operation of all components of a transit system, including vehicles; and
- C. any transportation project eligible for assistance under 23 USC that is within or adjacent to, or that provides access to, Federal land; this includes transit capital projects eligible under 49 USC Chapter 53 that are also eligible under 23 USC and that are within or adjacent to, or that provides access to, Federal lands open to the public.

The Process

Each State is responsible for developing their procedures for project submittal and selection. In general, the project selection criteria should be based on the following:

- Before any joint discussion or final programming decision, did the Programming Decisions Committee (PDC) cooperate with the applicable Federal Land Management Agency (FLMA)?
- Does the project provide access to Federal high-use recreation sites or Federal economic generators?
- Is the project endorsed by the pertinent FLMA(s) as a high priority?
- Is the project consistent with the owner's long-range transportation plan and is it consistent with the FLMA and other planning efforts in the State and/or region?
- Does the project improve safety while improving access to a Federal facility?
- Can the project be realistically completed based on the scope, schedule, and budget proposed?
- Does the project sponsor have the ability to meet the local match requirements?
- Are local match requirements required to obtain funding?

Project selection is decided through a PDC composed of one FHWA representative, one State DOT representative, and one local transportation representative. The PDC will issue calls for projects to county or local organizations and receive project candidates from those agencies or the State DOT. The PDC does not accept project nominations directly from Federal agencies.

Federal agencies must work with their local transportation authority or state DOT to coordinate and develop project submittals. During the selection process, each Federal agency will be required to assist the PDC to prioritize their projects. Further, the DoD is one of several Federal agencies competing for this funding and decisions on which projects are funded are ultimately made by the State DOT and its PDC. Projects that benefit more than one Federal agency are looked upon favorably.

FEDERAL LANDS ACCESS PROGRAM DO'S AND DON'TS FOR DoD

- ✓ **Do** understand the applicable State guidelines
- ✓ **Do** partner with local agencies to identify projects
- ✓ **Do** contact Highways for National Defense for further information and assistance in providing a review of applications
- ✗ **Don't** apply for this funding as the lead agency
- ✗ **Don't** rely on funding until a project is approved
- ✗ **Don't** rely on this program for funding major projects

Defense Access Roads (DAR) Program

What is the DAR Program?

The DAR Program provides an opportunity for DoD installations to address off-base road transportation requirements. It establishes a method for the DoD to pay a share for public highway improvements required because of sudden or unusual, DoD-generated traffic impacts that cannot be anticipated by local highway authorities. There is no separate source of funding for the DAR Program, however, and specific requirements must be met to be eligible for the program.

The DAR Program is defined in 23 USC Section 210, and authorizes the Secretary of the DOT to construct required roadways when such roads are certified as important to national defense by the Secretary of Defense. The program is jointly administered by SDDC and FHWA. DoD funds may not be passed to public highway authorities for non-installation highway improvements through any other means without special legislation. When projects do qualify and gain approval for defense funding under the DAR Program, the project usually is designed and constructed by the owning highway authority or by FHWA.

There is no funding for the DAR Program; the program is a mechanism for defense funding to be used on a situational basis. Funding these projects is the responsibility of the military service departments as part of their construction programs. DAR projects must compete within the normal DoD budgeting process. Thus, a determination of eligibility and certification for the DAR Program does not guarantee funding.

Eligibility Criteria

Prior to submitting a project for inclusion in the funding budget, the project needs to be certified as an eligible project to program defense funding. Army Regulation 55-80 describes the eligibility requirements for the program as follows:

“To qualify for certification, a candidate access road must accomplish one or more of the following:

- (a) Provide a new connection between an installation and a new non-installation public highway.
- (b) Provide urgently needed relief to an existing highway where traffic has suddenly doubled due to a new installation or expanded workforce.
- (c) Avoid intolerable congestion or structural failure on a non-installation public highway caused by a projected temporary surge in installation-generated traffic
- (d) Accommodate a new requirement for regular and frequent movements of oversized and/or overweight vehicles or equipment that may cause severe damage to public highways.
- (e) Replace a non-installation public highway closed by military necessity.”

The DAR program does not provide for maintenance of roadways funded by the program.

The Process

Once an installation commander determines that new or changed missions may result in transportation deficiencies, the commander should start by discussing the challenges with the transportation agency that owns the affected facility. State and local highway agencies are responsible for developing and maintaining highways to serve traffic in their area, including permanent defense installations; however, changes in DoD missions that result in new traffic issues may be outside of reasonable planning efforts that the State or local highway agency anticipated.

If the State and local highway agencies are unable to address the defined traffic issues and the installation commander determines the installation cannot tolerate the deficiency or it creates a safety or security situation, then the installation commander should check to see if the changes meet the eligibility requirements for the DAR program. If so, a DAR Needs Report should be prepared.

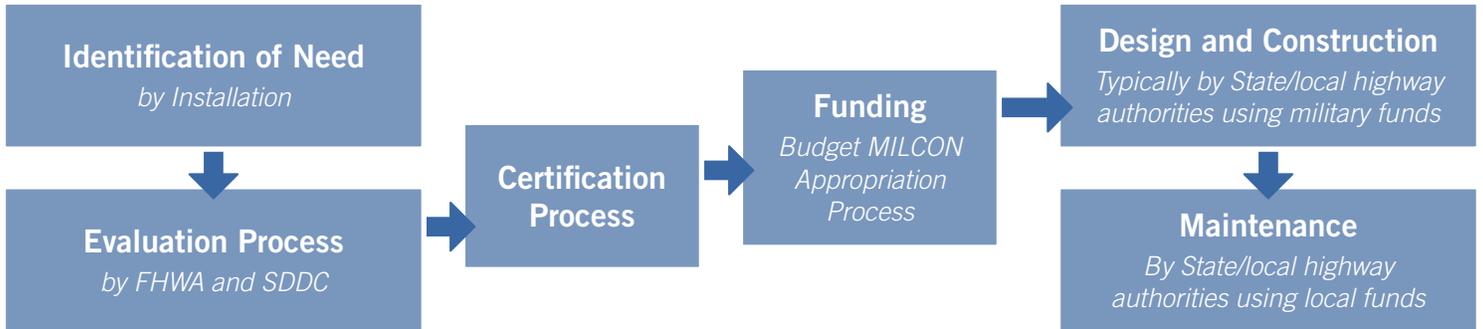
A DAR Needs Report includes the following data and descriptions:

- Installation population.
- Existing road (if there is one).
- Existing and projected traffic data.
- Defense-generated development and population growth and related roadway impacts.
- Possible transportation improvements needed, along with time frame and gross cost estimate for improvements.



Funding for Off-Base Roads: DoD Funding ✓

The installation commander is responsible for submitting the DAR Needs Report to the parent military Service. The Service would review and validate the report, making an initial determination whether to support funding through the DAR program as a MILCON requirement. The Service would then provide the Needs Report to SDDC for review to determine if it meets DAR eligibility criteria. If SDDC confirms the impact may be eligible for the DAR program, SDDC will formally request FHWA to conduct an engineering evaluation with participants from the State DOT, local highway officials, the installation, and SDDC. The FHWA evaluation report is provided to SDDC for review to again determine eligibility. At any point in this process, the project could be considered not eligible and it would be the responsibility of the installation and State or local highway authority to find other means for addressing the issue.



Occasionally, the FHWA evaluation report recommends transportation improvements in excess of that required for the defense-generated impact. In those instances, SDDC attempts to negotiate a defense share and adjustments to civil transportation programs to meet the defense impacts and have other identified improvements funded through civil programs.

Once approved by SDDC, the military Services are responsible for programming and budgeting funds in their MILCON Programs. For projects necessary to complete a Base Realignment and Closure (BRAC)-directed action, BRAC funds are a possible source of funding. If the project is approved, funds are forwarded from the Service to FHWA. As a joint administrator, FHWA is responsible for ensuring the proper execution of DAR projects. SDDC ensures DAR projects meet the defense requirements by reviewing project documents and authorizing FHWA's expenditure of defense funds.

After construction is complete and work is accepted by the owning highway authorities and FHWA, the road becomes the responsibility of the owning highway authorities.

DAR PROGRAM DO'S AND DON'TS FOR THE DoD		
✓ Do coordinate with DAR Program Office and local highway officials early	✓ Do submit DAR funding requests through Services budget	✗ Don't think of DAR funding as a separate funding source
✓ Do determine eligibility of project prior to considering funding	✓ Do understand funding typically comes from MILCON funds	✗ Don't promise off-base improvements relying on DAR funding

TRAFFIC ENGINEERING & HIGHWAY SAFETY BULLETIN



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for pamphlets, bulletins, and studies

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