CHAPTER 6: RAILS TO TRAILS PROGRAM

This chapter presents Kentucky’s Rails to Trails Program, including a description of the program, trail development, controlling legislation, agency coordination, funding, and the current status of the rails to trails system in Kentucky.

6.1 INTRODUCTION

The most common type of rail trails are public paths that have been created along inactive and/or abandoned railroad corridors. These paths are used for non-motorized activities such as walking, running, bicycling, and equestrian. Currently, more than 21,437 miles of rail trails are in service in the U.S., with more planned.86

An abandoned rail line is railroad right of way on which rail service has been discontinued and the STB has approved the abandonment (further discussed in Section 6.3). Rail banking is a method of preserving rail right of way for interim trail use while giving the railroad the option to reactivate service and/or reinstall the tracks at a later date. The right of way must be rail banked after the railroad has filed for abandonment but before STB issues final approval. Non-profit groups or governmental agencies may assume the taxes and responsibility for the rail corridor, including liability and maintenance. Once this process is complete, a trail along the corridor can be created.

In addition to rail trails converted from abandoned rail corridors, another type of rail trail is rails-with-trails, whereby the rail trail coexists alongside an active rail corridor. A Kentucky example of this arrangement can be found in Bullitt County, where portions of the Bernheim Hike Bike Trail are located within the Bardstown Line rail corridor right of way, owned by the R.J. Corman Railroad Group.

6.2 PROGRAM DESCRIPTION

In 1980, Congress passed the Staggers Act, which allowed the deregulation of railroads and the closure of unprofitable rail lines. A result of the Staggers Act was an increased number of rail line abandonments and growth of the Rails to Trails movement.

In 1983, Congress passed an amendment to the National Trails System Act. This legislation made it possible for state and local governments and other interested parties to preserve rail corridors during the abandonment process through rail banking, allowing those corridors to be preserved and possibly converted into trails and linear parks at a later date. These parks could be established with the understanding that, if in the future a railroad wished to re-establish an active railway within a corridor, they would be permitted to buy back the line at fair market value and re-establish service.

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Pursuant to 1998 Kentucky House Concurrent Resolution 77, *A Study on the Feasibility, Benefits, and Implementation of a Strategy for a Rails to Trails Program throughout the Commonwealth* was completed by a special committee established by the Legislative Research Commission (LRC). Much of this study centered on abandoned rail lines and their potential recreational use. Subsequently, House Bill 221 was passed by the Kentucky Legislature in 2000, which provided for the establishment of an Office of Rail Trail Programs in the Department for Local Government (DLG). The Office, as further discussed in Section 6.4.1, monitors abandonments and commissioned the Kentucky Abandoned Railroad Corridor Inventory. At the time the report was published in 2003, more than 1,200 miles of abandoned railroad lines existed in Kentucky. An inventory of Kentucky’s abandoned rail lines by location, a detailed assessment of lines that may be the most suitable for recreational trail use, and an inventory of historic railroad structures were also included in the report.

### 6.3 ABANDONMENT

As of 2014, Kentucky had more than 2,400 miles of active mainline track, down from over 4,000 miles at its peak in the 1930s, resulting in more than 1,000 miles of abandoned railroad beds in the state. In some cases, the lines supported industries that no longer exist. In other cases, the condition of the lines deteriorated to such an extent that restoration was considered uneconomical by rail line owners. State regulations regarding the abandonment process in Kentucky are covered in KRS 277.400 and KRS 277.402. More information on alternatives to abandonment is available on the Rails-to-Trails Conservancy’s website. It is important to note that most abandoned rail right of way is now privately owned, often by the adjacent land owner.

In order to officially abandon a rail line, railroads must either go through the STB abandonment procedure or be granted an exemption from it. An exemption may be granted when the railroad can demonstrate that the line has been out of service for two years, any overhead freight traffic on the line has been or can be rerouted, and no complaints over service are pending. An exemption can also be granted for rail lines with so little traffic on the line that the railroad cannot make a profit on it. If a railroad is granted an exemption, the requirement of public notification of intent to abandon is removed. Procedures are available for parties who wish to request that the STB stay or revoke the granting of exemption.

Under the STB’s railroad abandonment procedure, at least 60 days before filing an abandonment application, railroads must file a system diagram map with the STB that depicts the rail line(s) to be abandoned. One to three weeks before filing the abandonment

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88 Kentucky’s Abandoned Railroad Corridor Inventory Project, [http://kyrailbeds.com/](http://kyrailbeds.com/), 2014
89 Ibid.
90 [http://www.railstotrails.org](http://www.railstotrails.org), 2014
application, they must file a notice of intent to abandon. Following completion of these two steps, the railroad may then file the application. The abandonment application provides detailed information on the costs and revenues of the line to be abandoned as well as the overall financial condition of the railroad company. The STB then initiates a procedure whereby any party wishing to protest the abandonment may do so in the 45 days that follow the filing of the application. This is also typically the time when rail trail interested parties apply to rail bank the right of way. If any protests arise, they are usually attempting to demonstrate that discontinuance of service results in more economic harm to customers than the railroad suffers by continuing to serve the line. It is important to note that in some cases the rails may be physically removed, but the line may not be officially abandoned.

According to the STB, “the ICC Termination Act and the National Rails to Trails Act, along with the STB’s regulations, give interested parties the opportunity to negotiate voluntary agreements to use a railroad right of way that otherwise would be abandoned for recreational or other public use, such as commuter rail service or highway.”91 The method of preserving a railroad corridor for the possibility of future use as a railroad is known as rail banking. Many railroads do not own the land on which their tracks lie. Rather, they have easements over the land of adjoining property owners. Unless those easements are rail banked by converting them to a trail or other public use, the easements are extinguished and the property reverts back to the original landowner. 92

As further stated by the STB, “to begin the trail use process, a trail proponent must file a use request in the abandonment proceeding initiated by the railroad. A trail use request has no effect on the Board’s decision whether to give a railroad permission to abandon. It is considered only after the Board has decided to permit the abandonment. Trail use requests must be filed within 45 days of the railroad’s abandonment application, or 25 days after the publication of the application in the Federal Register.”93 Interested parties may contact the STB94 for further information regarding rail abandonment or exemption actions.

6.4 PUBLIC ORGANIZATION INVOLVEMENT IN RAIL TRAILS
Legislation covering Kentucky’s Rails to Trails Program has been codified in the KRS. The most recent significant legislation is House Bill 221 (HB 221) passed in the 2000 Regular Session of the Kentucky General Assembly. This act amended sections of the KRS to reorganize and enhance Kentucky’s rail trail process.

92 Ibid.
93 Ibid.
In addition to notifying STB, any railroad wishing to discontinue service or proceed with abandonment in Kentucky must notify the DLG Rail Trail Development Office, the Kentucky Tourism, Arts and Heritage Cabinet’s Department of Parks, and the KYTC.

6.4.1 Kentucky Department for Local Government – Rail Trail Development Office
House Bill 221 created a Rail Trail Development Office in the DLG, responsible for monitoring abandonment applications under consideration by the STB. The Rail Trail Development Office disseminates information and coordinates efforts among governmental agencies, including the KYTC and the Department of Parks. This office is also responsible for assisting local governments or other entities with funding applications to support conversion to public use trails, or with applications regarding rail banking and public use condition requests.

6.4.2 Kentucky Tourism, Arts & Heritage Cabinet
As specified in House Bill 221, Chapter 338, the Department of Parks has responsibility for maintaining public trails and adding public use facilities where required.95 This department reviews abandonment declarations by the STB for the possibility of adding sections to the trail system. The commissioner may request that a corridor be rail banked.

The Department of Parks operates the Dawkins Line Rail Trail, a linear state park currently extending from Hagerhill in Johnson County to Royalton in Magoffin County.

Adventure Tourism is an organization supported by the Kentucky Department of Travel and Tourism that promotes multiple outdoor activities in Kentucky, including rail trail development and promotion. This organization sponsors the Kentucky Trail Town program. Once a local area has met the qualifications and been approved and designated as a Kentucky Trail Town, Adventure Tourism promotes the area as a tourist destination.

Adventure Tourism also assists state and local tourism and development agencies with the development of trails, the identification of funding for trail facilities and promotion, and the promotion of trails in the Adventure Tourism materials.

More information can be found at the website www.kentuckytourism.com.

6.4.3 Kentucky Transportation Cabinet (KYTC)
As specified in House Bill 221, Chapter 338,96 and codified as KRS 174.130,97 the KYTC is responsible for keeping a record of rail line abandonments. This record must include a description of the line, the former line operator, whether the line has been rail banked, and other pertinent information.

96 Ibid.
6.4.4 Kentucky Heritage Council
The Kentucky Heritage Council, in their capacity as the State Historic Preservation Office (SHP), is notified of abandoned rail lines within the state. This organization is responsible for identifying structures of historic significance along potential trails. More information can be found at the website [www.heritage.ky.gov](http://www.heritage.ky.gov).

6.4.5 Kentucky Bicycle and Bikeways Commission (KBBC)
The Kentucky Bicycle and Bikeways Commission (KBBC) was formed by the Kentucky Legislature in 1992. The KBBC offers knowledge in design, planning, and promotion that can assist in furthering the state’s rail trail efforts.98

As specified in KRS 174.125, the Commission is tasked with the following:

- Represent the interests of bicyclists in advising the Secretary of the KYTC on all matters pertaining to the use of bicycles and the extent and location of bikeways;
- Assist the bicycle and bikeway program in the exercise of its duties within the KYTC; and,
- Promote the best interests of the bicycling public, within the context of the total transportation system, to governing officials, and the public at large.

6.4.6 Rails-To-Trails Conservancy
The mission of the Rails-To-Trails Conservancy, which was founded in 1986, is to enrich the United States of America’s communities and countryside by creating a nationwide network of public trails from former rail lines and connecting corridors. The Rails-To-Trails Conservancy is the largest trails organization in the country, and connects people and communities to the assistance and resources of citizen groups, public agencies, railroad companies, and other organizations. The Conservancy also provides direct assistance for rail trail and greenway projects.99

6.4.7 Kentucky Rails to Trails Council (KRTC), Inc.
The mission of the KRTC is to enhance the quality of life in communities by developing a statewide rail trail program. Formed in 1994, KRTC, a not-for-profit volunteer organization, works with local organizations to develop trails and greenways and seeks to increase public awareness of the benefits of rail trails. KRTC is a source of information on project funding, design, and management and has also financed rail banking. The council maintains a website at [www.kyrailtrail.org](http://www.kyrailtrail.org) and is a trail partner of the national Rails-to-Trails Conservancy, described in the previous section. Included among the active local chapters of the KRTC are the Bluegrass Rail to Trail Foundation and the Lake Cumberland Trail Foundation.

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6.5 KENTUCKY’S EXISTING AND PROPOSED RAIL TRAILS

Currently, several rail trail organizations are assisting in the development, funding, and promotion of rail trails in Kentucky, including both governmental and non-governmental agencies.

Based on data furnished by the KRTC, the state has 75 miles of existing rail trails as of late 2013. An estimated 278 additional miles of rail trails are currently in a planning or development stage throughout Kentucky. The location of each of these trails can be seen in Figure 6-1, and a description follows of the existing and proposed rail trail projects, where available. More information including trail use and hours available to the public can be found at the KRTC website, http://www.kyrailtrail.org/.

100 http://www.kyrailtrail.org/, 2014
101 http://www.kyrailtrail.org/projects/, 2014
Figure 6-1: Kentucky Rail Trails

Source: Kentucky Rails to Trails Council (KRTC), 2014
Descriptions of known Kentucky rail trails are composed of information submitted by KRTC and the DLG, and are current as of November 2014.

**Benham Trail (Harlan County) - Existing/Proposed**
The Benham Trail, also known as the Benham Walking Trail and Coal Miners Walking Trail is located in Harlan County, with approximately 2.5 miles on an abandoned CSX line complete. This rail trail is currently used by pedestrians and has concrete barriers to prevent motorized vehicle access (including motorcycles).

**Bernheim Hike-Bike Trail (Bullitt County) - Existing**
The Bernheim Hike-Bike Trail is a rail-with-trail that runs along Lick Creek and generally parallels KY 245. It is a 3.2 mile trail with endpoints at the Bernheim Forest and KY 1064 at Lotus. The surface of this trail is crushed stone.

**Big Four Bridge, (Louisville, Jefferson County) – Existing**
The Louisville Big Four Bridge is a former railroad truss bridge that crosses the Ohio River, connecting Louisville with Jeffersonville, Indiana. It has been converted to a multi-use path, allowing only bicyclists and pedestrians. The bridge is 0.5 mile in length.

**Blue Heron Trail (McCreary County) - Existing**
This rail trail is part of the Blue Heron Loop trail in the Big South Fork National River and Recreation Area. The Blue Heron Loop is a 6.5 mile hiking trail with about two miles of rail trail.

**Brighton East Rail Trail (Fayette County) - Existing**
The Brighton East Rail Trail, located on the east side of Fayette County, is 1.8 miles long. It begins at the intersection of Man O’ War Boulevard and Bryant Road and ends at Walnut Grove Lane. It is a 12-foot wide asphalt/concrete trail intended for non-motorized traffic. It was partially funded by KYTC Transportation Enhancement Funds.

**Cadiz Railroad Trail (Trigg County) - Existing**
The Cadiz Railroad Trail, located in downtown Cadiz, is 1.5 miles long. The surface is asphalt and it is used for hiking, jogging, bicycling, rollerblading, and skateboarding. This rail trail is the site of the former Cadiz Railroad that connected with the Illinois Central and Louisville & Nashville Railroads. The rail trail was dedicated in 1989, making it the first rail trail in Kentucky.
**Carter County Rail Trail (Carter County) - Existing/Proposed**
The Carter County Rail Trail consists of 0.5 mile of rail trail located in Olive Hill. The city of Olive Hill was selected and approved for Recreation Transportation Program funding in 2012 to provide maintenance of the existing trail and acquire 0.75 mile of additional rail trail.

**Cathy Crockett Memorial Trail (McCreary and Pulaski Counties) - Existing/Proposed**
The Cathy Crockett Memorial Trail begins in Sloans Valley and ends in McCreary County. The trail is currently about 1.5 miles long with a gravel surface. Most of this trail is on remnants of the old Cincinnati-Southern rail bed and is used for walking, running, and bicycling. The project was funded by a federal Transportation, Community, and System Preservation (TCSP) grant.

**Clarks River National Wildlife Refuge Rail Trail (Marshall County) - Existing**
This rail trail is located in the city of Benton and runs along 1.5 miles of the Clarks River. Right of way for the project was purchased as a National Wildlife Refuge and was funded by a Recreational Trails Program grant.

**Clear Creek Trail (Bell County) - Existing**
The Clear Creek Trail traverses through the campus of Clear Creek Baptist Bible College, in the Kentucky Ridge State Forest, adjacent to the Pine Mountain State Resort Park. There are approximately 1.6 miles of existing trail along what was formerly a spur from the Louisville & Nashville Railroad. It is commonly used by hikers, runners, mountain bikers, and fishermen.

**Dawkins Line Corridor (Breathitt, Johnson, and Magoffin Counties) - Existing/Proposed**
Currently, 18 miles of the proposed 36 mile Dawkins rail trail have been completed. The completed section runs from Hagerhill in Johnson County to Royalton in Magoffin County, and was opened to hikers, cyclists, and horseback riders in June 2013. The rail trail follows the old Dawkins Line railroad bed, most recently owned by the R.J. Corman Railroad Group before the company abandoned it in 2004. It is the longest rail trail in Kentucky.

**Elkhorn Creek Trail (Scott County) - Existing**
This rail trail is part of the Elkhorn Corridor Trail System, located in Scott County. The trail system is comprised of three trails.

**Eminence Trail (Henry County) - Existing**
The Eminence Trail is 0.8 mile in length and located in Henry County.
**Fredonia Trail (Caldwell County) - Existing**
The Fredonia Trail is a 0.2 mile rail trail located in Caldwell County.

**Grand Rivers (Livingston County) - Existing**
This is a 0.6 mile rail trail in Livingston County.

**Hopkinsville Rail Trail (Christian County) – Existing**
On September 27, 2014, 3.15 miles of this proposed 15 mile trail using the abandoned Fort Campbell rail spur was opened for public use. It runs from the Hopkinsville Riverwalk trailhead at North Street southward to Pardue Lane.

**Industrial Park Rail Trail (Madison County) - Existing**
The Industrial Park Rail Trail is a 0.8 mile rail trail in Madison County.

**Lafayette Trail (Fayette County) - Existing/Proposed**
The Lafayette Trail, located on the south side of Fayette County, is approximately 0.15 mile long with another 0.6 mile proposed.

**Louisville Riverwalk (Jefferson County) - Existing**
The Louisville Riverwalk is located in Louisville, predominantly along the Ohio River. It is comprised of two separate segments that are each approximately six miles long and connected by city streets. It runs between the Belvedere river wharf and Chickasaw Park. The surface is paved asphalt and concrete. Approximately 0.5 mile of this total project is considered a rail trail.

**Mammoth Cave Hike and Bike Trail (Barren and Edmonson Counties) - Existing**
The Mammoth Cave Trail is eight miles long and paved with crushed stone. A five mile segment of the trail extends from Park City to Mammoth Cave National Park, and three miles of the trail follow an old rail corridor of the Mammoth Cave Railroad.

**Marion Crittenden County Park Trail – Existing**
This paved trail in the city of Marion is approximately 0.4 mile long and is part of a larger loop trail around the inside of the Marion Crittenden County Park. It is located along a section of rail bed that was operated by the Western Kentucky Railway.

**Muhlenberg County Rails to Trails (Muhlenberg County) - Existing**
This rail trail is located on right of way previously owned by PAL, with the end points in Central City and Greenville. The paved rail trail is approximately six miles long.

**Purple People Bridge (Campbell County) - Existing**
The Purple People Bridge is a 0.3 mile long bridge across the Ohio River and connects the proposed Ohio River Trail in Cincinnati with the proposed River Path in Kentucky. The bridge is
open to pedestrians and bicyclists. On the Cincinnati side, a rail trail connects the Great American Ball Park with the Theodore Berry International Friendship Park and a bike path.

**Riney B Park Trail (Jessamine County) - Existing**
This is a one mile rail trail located in Jessamine County.

**Rucker Park Rail Trail (Johnson County) - Existing**
This approximately 0.2 mile rail trail in Johnson County is owned by the Van Lear Historical Society and is a former Chesapeake and Ohio corridor.

**Sheltowee Trace (McCreary, Lee, and Jackson Counties) - Existing**
The Sheltowee Trace is a 307 mile national recreation trail that runs through the Daniel Boone National Forest, Big South Fork National Recreation Area, Natural Bridge, Cumberland Falls, and Pickett State Parks in Kentucky and Tennessee. Currently, 3.6 miles of the trail located in McCreary County, near Whitley City, is a rail trail along Railroad Fork and Barren Fork. The right of way was part of the Barren Fork Coal Camp. It is in Section 30 of Sheltowee Trace and horses are permitted. Another 9.6 miles of rail trail are located in Lee and Jackson counties.

**South Elkhorn Trail (Lexington, Fayette County) - Existing**
This is a 0.4 mile asphalt rail trail that extends from Man O’ War Boulevard to Waveland State Historic Site, south of Shillito Park, near the Norfolk Southern railroad tracks.

**Stanford Depot and Rail Trail (Lincoln County) - Existing**
This is a 0.3 mile asphalt rail trail that extends two city blocks in downtown Stanford. It includes the historic restored Louisville & Nashville Depot.

**Sturgis Trail (Union County) - Existing**
This paved rail trail is located in southern Union County in the community of Sturgis and is approximately 0.5 mile in length.

**Town Branch Trail (Fayette County) - Existing/Proposed**
The Town Branch Trail, located on the west side of Fayette County, extends 1.8 miles from Masterson Station to Alexandria Drive.

**Tradewater (Blackford Bridge) Rail Trail (Webster and Crittenden Counties) - Existing**
This rail trail is approximately 0.5 mile in length and utilizes an abandoned railroad bridge across the Tradewater River in Blackford, providing pedestrian access for both sides. The Tradewater River separates Crittenden and Webster counties in western Kentucky. The project was funded through the KYTC Transportation Enhancements Program.

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**Uniontown Trail (Union County) - Existing**
The Uniontown Rail Corridor Trail is an existing 0.35 mile long asphalt trail that lies in northern Union County in western Kentucky. It is used for walking, jogging, rollerblading, skateboarding, in-line scooters, and bicycling. This trail was funded through the KYTC Recreational Trails Program and the KYTC Transportation Enhancements Program.

**White Plains Trail (Hopkins County) - Existing**
This eight-foot wide paved trail is located in White Plains, which lies in southeastern Hopkins County. The length of the trail is 1.5 miles.

**Whittleton Branch Trail (Powell County) - Existing**
This rail trail is a 1.8 mile section of the Whittleton Branch Trail that begins at the Natural Bridge camping area and extends northward to an intersection with KY 15.

**Wingo Trail (Graves County) - Existing/Proposed**
The Wingo Trail is located in Graves County in western Kentucky. This rail trail is 1.3 miles in length and is built on an Illinois Central abandonment.

### 6.6 FUNDING SOURCES FOR RAIL TRAILS
Funding for rails to trails projects can come from many sources, including federal, state and local agencies. Some of these funding types have already been discussed in Chapter 4, but are identified as specifically available for rail trails, below. Other sources of financial support for rail trails include assistance from foundations, corporations, or individuals.

Any person with a legal interest in land adjoining or traversed by a rail trail has the right to grant a conservation easement for tax purposes. This easement may be granted for a specified duration or in perpetuity, and could encourage neighboring landowners to grant easements for rail trail developments. The easements are administered through the Department of Parks.

### 6.6.1 Federal Funding Sources
#### 6.6.1.1 Transportation Alternatives
MAP-21, the most recent federal transportation funding law, consolidated a number of transportation funding programs previously available under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) into a single program called the Transportation Alternatives Program (TAP). This program expands travel choices and enhances the transportation experience by integrating modes and improving the cultural, historic, and environmental aspects of our transportation infrastructure. The TAP funds provide the primary federal transportation funding for recreational trail development. TAP funds are administered by the KYTC’s Office of Local Programs. The federal share of a project is generally 80 percent of the total cost, leaving project sponsors with the responsibility for 20 percent of
the project’s cost. Entities eligible to receive TAP funds include local governments, regional transportation authorities, transit agencies, natural resource or public land agencies, schools, school districts, local education agencies, tribal governments, or other local/regional government agencies as designated by the KYTC.

6.6.1.2 Congestion Mitigation Air Quality Program
The Congestion Mitigation Air Quality (CMAQ) program was discussed in more detail in Chapter 4. CMAQ funds may be used for pedestrian and non-recreational bicycle transportation infrastructure that contributes to reduction in travel by single-occupancy vehicles. CMAQ funds are administered by the KYTC’s Office of Local Programs.

6.6.1.3 Recreational Trails Program
The Recreational Trails Program (RTP) is another program authorized under MAP-21. This program is administered through the DLG. It provides funding for acquisition, construction, and maintenance for both motorized and non-motorized recreational trails, including rail trails. Federal funding is available to cities, counties, and non-profit organizations, and requires a 50 percent non-federal match. The program is intended to be competitive and projects that meet certain criteria are considered for funding. Approximately $1.1 million was available in Kentucky through this program in fiscal year 2013.

6.6.1.4 Land and Water Conservation Fund
The Land and Water Conservation Fund is a federal fund administered in Kentucky by the DLG. This program supports land acquisition and development for all types of outdoor recreation facilities, including rail trails. Approximately $0.6 million was available through this program in fiscal year 2013 for Kentucky.

6.6.1.5 Community Development Block Grant Program (CDBG)
The Community Development Block Grant Program, which is offered by the United States Department of Housing and Urban Development, is administered in Kentucky by the DLG. Rail trails are eligible for this program, which funds projects for cities and towns that produce community-wide benefits.

6.6.1.6 Federal Lands Transportation Program
The Federal Lands Transportation Program funds projects that improve access within the federal estate (national forests, national parks, national wildlife refuges, national recreation areas, and other federal public lands). This program is restricted to transportation facilities in the national federal lands transportation inventory that are owned and maintained by the federal government. In Kentucky, federal lands include Mammoth Cave National Park, the Land Between the Lakes, and some property within the various National Forest areas. Among the eligible uses are facilities for pedestrians and bicycles, such as rail trails. About 45 percent of
the project to develop the Mammoth Cave Railroad Bike & Hike Trail came from the National Park Service within the Federal Lands Program.

6.6.2 State Funding Sources
Although some rail trail projects such as the Dawkins Line Rail Trail were funded from the Kentucky Highway Construction Contingency Funds, no permanent or recurring sources of funding for rail to trail projects have been identified at the state level.