

FEDERAL LANDS ACCESS PROGRAM

**Eastern Federal Lands Highway Division
Federal Highway Administration
Sterling, Virginia**

**Lewis G. Grimm, P.E.
Planning Team Leader, EFLHD**

Moving Ahead for Progress in the 21 Century Act (MAP-21)

- ▶ MAP-21 was signed into law on July 6, 2012 and sunset on September 30, 2015.
- ▶ MAP-21 authorized the Federal Lands and Tribal Transportation Programs (FLTTP):
 - ▶ Federal Tribal Transportation Program, (TTP)
 - ▶ Federal Lands Transportation Program, (FLTP)
 - ▶ Federal Lands Access Program (FLAP)
 - ▶ Federal Lands Planning Program (FLPP)

Fixing America's Surface Transportation Act (FAST)

- ▶ FAST Act was signed into law on December 4, 2015 and was made retroactive to October 1, 2015.
- ▶ It provides 5 years of funding certainty for infrastructure, planning and investment, FY 2016-2020.
- ▶ Creates the Nationally Significant Federal Lands and Tribal Transportation Projects Program (**NEW**)
- ▶ Minor Changes to the overall FLTTP programs
- ▶ Federal Lands Access Program (FLAP)- **NEW** - \$5 million increase per fiscal year authorized nationally
 - from \$250 million in FY 2016 up to \$270 million in FY 2020

FAST Act Update Summary

- ▶ \$226.3 billion for highways over five years (FY2016-2020)
- ▶ Builds on the program structure and reforms of MAP-21
- ▶ Continued focus on accelerating project delivery
- ▶ Adds a new freight formula and expands national freight network definition
- ▶ Adds new discretionary programs:
 - ▶ Nationally Significant Freight and Highway projects
 - ▶ Nationally Significant Federal Lands & Tribal projects
- ▶ Provides a new tribal self-governance option

FAST Act Update (cont'd)

- ▶ **Federal Lands Transportation Program (FLTP)**
 - ▶ **New partners:** Bureau of Reclamation (BOR) and other independent federal agencies
 - ▶ Dedicated funding for Park Service, Fish & Wildlife, and Forest Service – **NEW for USFS**
- ▶ **Emergency Relief**
 - ▶ Clarified eligibility for debris removal on ERFO eligible facilities
 - ▶ Access program facilities no longer eligible for 100% Federal share
- ▶ **Nationally Significant Federal Lands & Tribal Projects – NEW**
 - ▶ Discretionary grants for large Federal and tribal land projects
 - ▶ *All funds subject to annual appropriations process*

Federal Lands & Tribal Programs Funding

Program	Average Annual Funding (Millions)	Change from MAP-21 / FY2015
Federal Lands Transportation Program (FLTP)	\$355	+ 18%
National Park Service	(284)	
US Fish & Wildlife Service	(30)	
US Forest Service – NEW	(17)	
Remainder (competitive)	(24)	
Federal Lands Access Program (FLAP)	\$260	+4%
Tribal Transportation Program (TTP)	\$485	+8%
Nationally Significant Federal Lands and Tribal Projects (General Fund) - NEW	\$100	

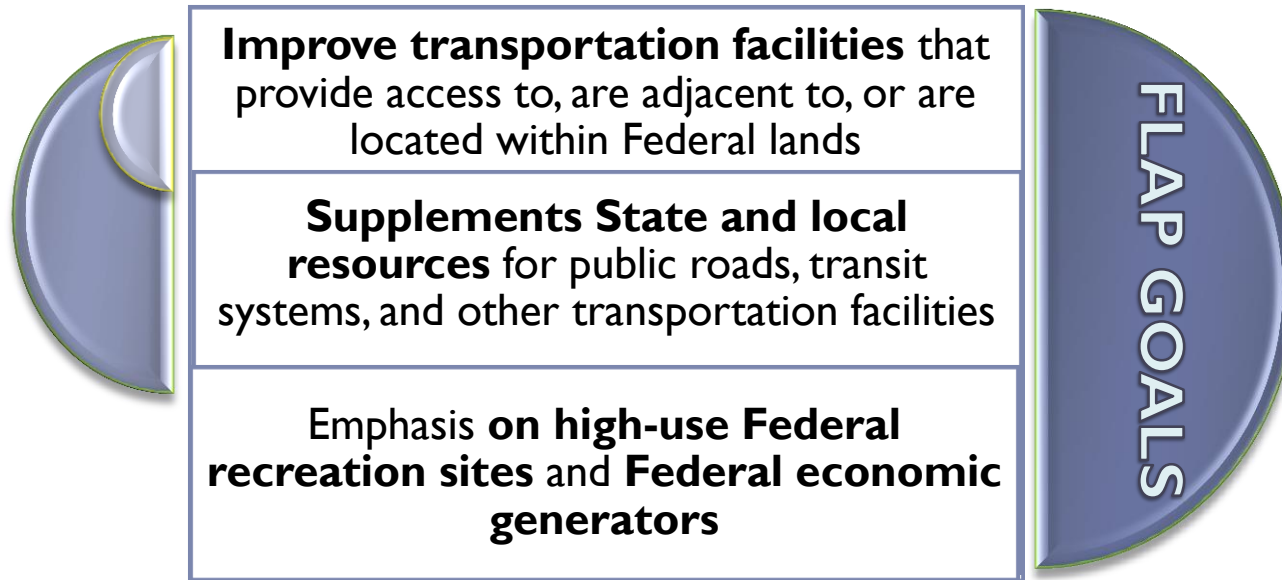
Federal Lands Transportation Program

- ▶ Funds to improve transportation facilities within Federal lands that support high-use Federal recreation sites, Federal economic generators, or support the agency's mission.
- ▶ Dedicated funding for NPS, FWS, and USFS
- ▶ Funds are allocated competitively amongst BLM, USACE, and BOR (\$24 million allocated nationally)
- ▶ Eligible routes must be on Federal Lands Transportation Inventory.
- ▶ Uses a Performance Management Model.

Performance Based Planning

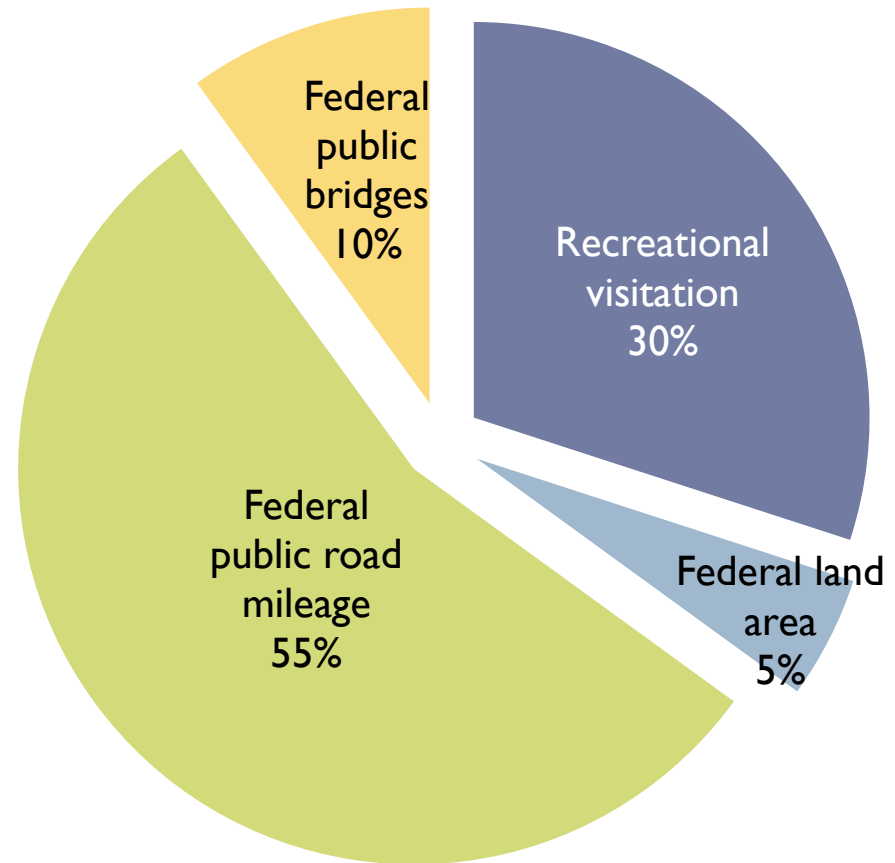
- ▶ *Performance Based Planning*: Transportation investment decisions made both in the short-term and long-term are based on the ability to meet established goals for improving the transportation system.
- ▶ MAP-21 / FAST Act places increased emphasis on performance management within the Federal-aid highway program.
- ▶ Federal Lands Highway (FLH) has implemented a performance management program as part of the FLTP.
- ▶ Each FLMA is required to have a transportation planning process consistent with existing statewide and metropolitan planning processes, and standards for measuring the performance of the FLTP.

What are the FLAP goals?

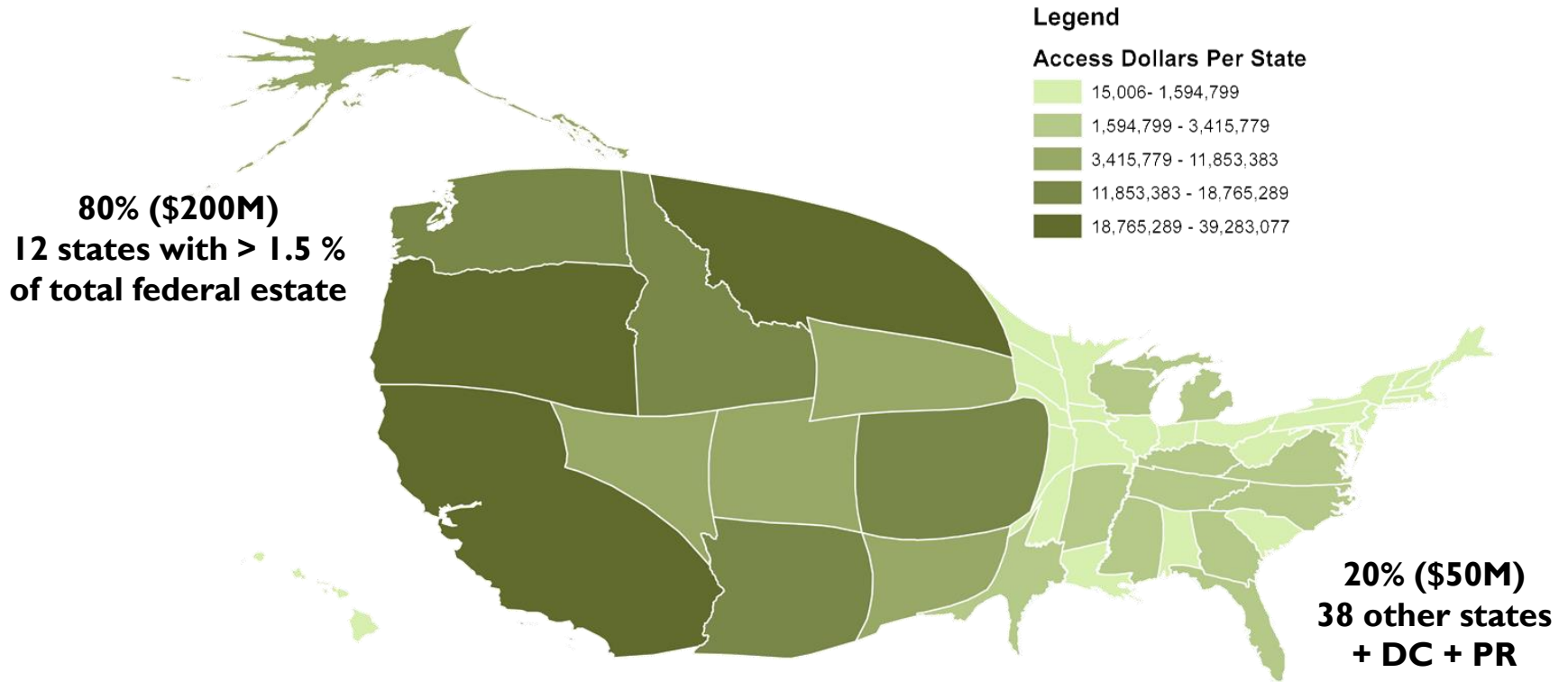


How are the FLAP funds allocated?

- ▶ Funding
 - ▶ **\$250 million per year**
 - ▶ Distributed by formula
- ▶ Period of availability: allocation year + 3 more years
- ▶ FLAP is **not** a grant program; rather, it is a federal-aid highway reimbursement program.



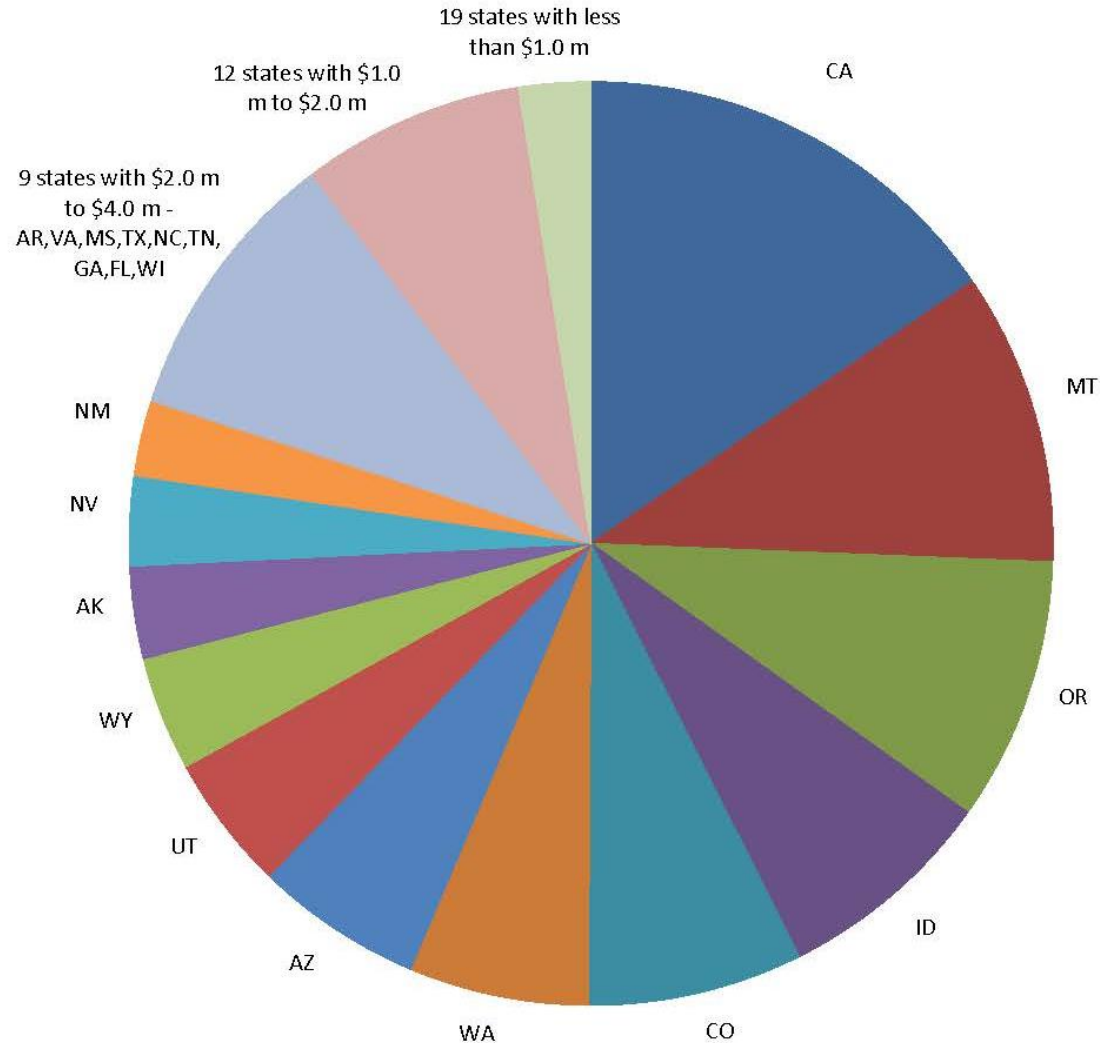
Access Program Dollars by State



Sources:
State Shapefile: US Census
Access Dollars: FLHD, Access Program Funding Table Dated 10/26/2012

Puerto Rico is not represented, but will receive around \$78,000 per year in Access Funds

Access Program Dollars by State

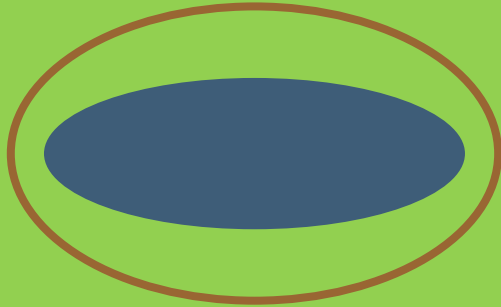


Where can FLAP funds be spent?

- On a Federal Lands Access Transportation Facility
 - ▶ public highway, road, bridge, trail or transit system
 - ▶ located on, is adjacent to, or provides access to Federal lands
 - ▶ title or maintenance responsibility is vested with State, County, Local Government, or Tribe (**not** a Federal government agency)



'Gorgeous' National Park



Federal Lands Transportation Program

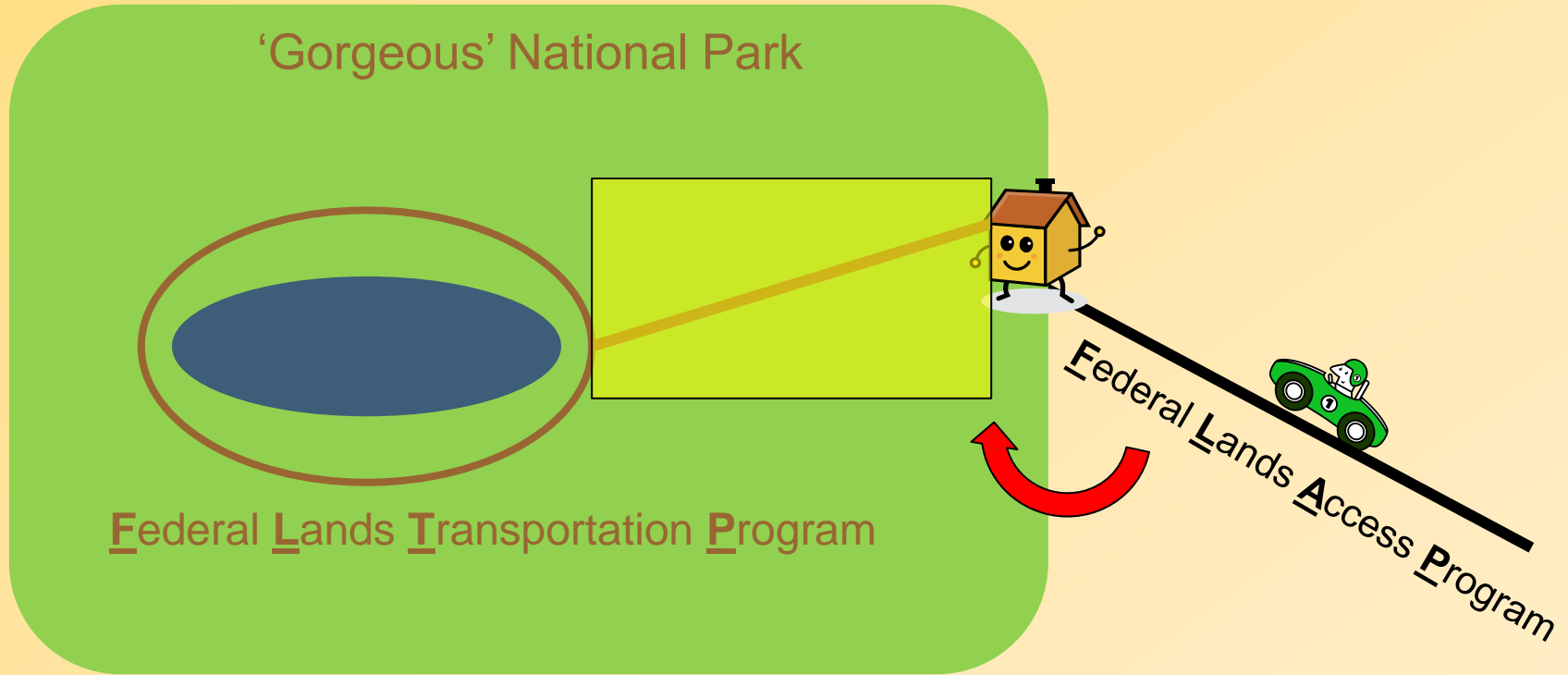


Federal Lands Access Program



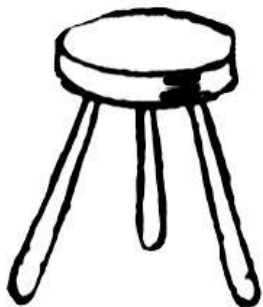
Blizzard County, MT

Title or Maintenance Responsibility?



Who makes programming decisions?

- ▶ The State Programming Decisions Committee (PDC)
- ▶ Members include representatives from:
 - ▶ The Federal Highway Administration (FHWA) - Federal Lands Highway Division Office (EFL, CFL, or WFL)
 - ▶ The State Department of Transportation
 - ▶ An appropriate political subdivision of the State (i.e. State Association of Counties, etc.)
- ▶ The PDC in each State develops their own processes



Programming Decisions Committee

▶ **Committee development**

- ▶ Federal Lands Highways coordinates with State FHWA Federal Aid Division office to identify and recruit the most appropriate state DOT representative.
- ▶ Each Federal Lands Division office requests a representative for the committee from State DOT.
- ▶ State DOT representative preferred background includes:
 - ▶ Knowledge of local assistance programs
 - ▶ Familiarity with Federal lands within state
 - ▶ Coordinating state and local access needs

Programming Decisions Committee

▶ **Committee development**

- ▶ Federal Lands Highways, State FHWA Division Office and State DOT representative develop criteria for “representative of any appropriate political subdivision of the state”
- ▶ State DOT representative recommends appropriate political subdivision or organization to provide local public agency (LPA) representative for committee
- ▶ Local Public Agency Representative preferred background:
 - ▶ Knowledge of local assistance programs
 - ▶ Familiarity with Federal lands within state
 - ▶ Coordinating state and local access needs

Programming Decisions Committee

▶ **Committee members for CFL states**

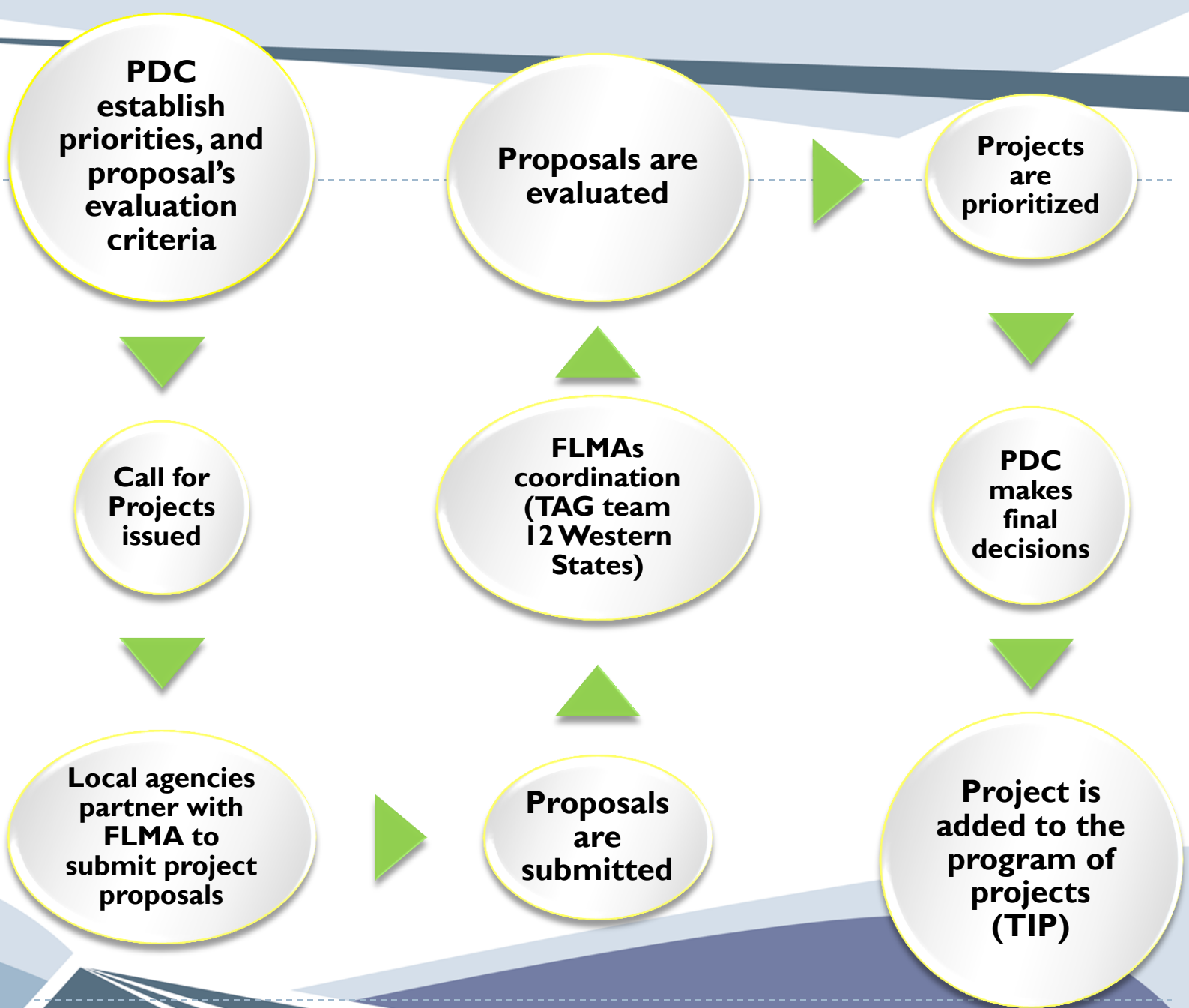
▶ **State DOTs**

- ▶ One Division Director
- ▶ One Chief Engineer
- ▶ One Deputy Director
- ▶ One Program Finance Director
- ▶ One Project Management Group Manager
- ▶ One Secondary Roads Engineer
- ▶ Three Local Assistance Engineers
- ▶ Three Staff Services Engineer/Engineering Program Managers
- ▶ Two Planning Directors

Programming Decisions Committee

- ▶ **Committee members for CFL States**
 - ▶ **Local Public Agency Representative in each State**
 - ▶ 4 Executive Directors for State Association of Counties
 - ▶ 4 Transportation Committee Member State Association of Counties/County Engineers/County Supervisors
 - ▶ 3 Members of State Association of Counties
 - ▶ 1 Deputy Director for State Association of Counties
 - ▶ 1 Assistant Director of Policy & Programs for State Association of Counties
 - ▶ 1 Local Road Engineer for State Association of Counties

What is the FLAP decision-making process?



Evaluation Criteria

- ◆ Endorsed by pertinent Federal agency as a high priority?
- ◆ High-use Federal facility/Federal economic generator?
- ◆ Consistent with State's PDC goals?
- ◆ Project sponsor can provide the required match?
- ◆ Realistic scope, schedule, and budget?
- ◆ Typical Evaluation Criteria:
 - Recreation & Economic Development
 - Safety
 - Accessibility & Mobility
 - Preservation
 - Environmental Quality & Sustainability



How are Federal Land Management Agencies engaged?

- ▶ **FLMA Engagement**

- ▶ 204(c)(2) – Consultation Requirement – The committee described in paragraph (1) shall cooperate with each applicable Federal agency in each State before any joint discussion or final programming decision.

Federal Land Management Agency Engagement

▶ **Who are the Federal Land Management Agency (FLMA) Partners in this process?**

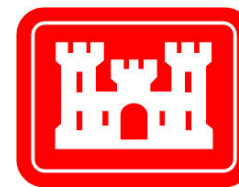
▶ **Traditional Partners**

- ▶ Forest Service
- ▶ Fish and Wildlife Service
- ▶ National Park Service
- ▶ Tribes



▶ **New Partners**

- ▶ Bureau of Land Management
- ▶ Army Corps of Engineers
- ▶ Military (Army, Air Force, Navy, Marines)
- ▶ Bureau of Reclamation
- ▶ Other Federal Estate Owners (NASA, DOE, DHS, etc.)



RECLAMATION
Managing Water in the West

Federal Land Management Agency Engagement

- ▶ **How are FLMAs engaged in the process?**
 - ▶ **Technical Advisory Group (12 largest funded states)**
 - ▶ Assists in “getting the word out” about the program and notifications of the “calls for projects”
 - ▶ Defines for their own agency both “high-use recreation” and “economic generator”
 - ▶ Help group project proposals into highly qualified, qualified, or minimally qualified categories.
 - ▶ Prioritizes projects that benefit their agency



Federal Land Management Agency Engagement

▶ Lessons learned

- ▶ Requiring signature of Federal Land Unit Manager helps ensure that project application is supported by FLMA.
- ▶ Engaging FLMA early = better proposals = better projects
- ▶ FLMA learn from each other = better proposals = better projects



What types of projects are eligible?

- ▶ Per base enabling legislation (MAP-21):
 - ▶ Transportation planning, research, engineering, preventive maintenance, rehabilitation, restoration, construction, and reconstruction of Federal Lands Access Transportation Facilities that are located on or adjacent to, or that provide access to, Federal lands, and —
 - ▶ (i) adjacent vehicular parking areas; (adjacent parking areas can be under Federal maintenance responsibility)
 - ▶ (ii) acquisition of necessary scenic easements and scenic or historic sites;
 - ▶ (iii) provisions for pedestrians and bicycles;

What types of projects are eligible?

- ▶ (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;
- ▶ (B) operation and maintenance of transit facilities; and
- ▶ (C) any transportation project eligible for assistance under Title 23 that is within or adjacent to, or that provides access to, Federal land.

Safety Projects

Certain types of safety projects are eligible for 100% of the federal share:

Title 23 U.S.C. Section 120(c)(1) allows certain types of Highway Safety Improvement Projects (HSIP) to be funded at 100 percent.

<https://www.fhwa.dot.gov/federalaid/141125.cfm>

◆ This applies to projects that may include but are not limited to:

- ◆ Traffic control signalization;
- ◆ Priority signal controls for emergency vehicles or transit vehicles;
- ◆ Installation of traffic signs, traffic lights, guardrails, impact attenuators, concrete barrier end treatments, breakaway utility poles;
- ◆ Traffic circles/roundabouts;
- ◆ Safety rest areas;
- ◆ Pavement markings;
- ◆ Shoulder and centerline rumble strips;
- ◆ Retroreflectivity of highway signs and pavement markings

◆ Please coordinate with your State DOT's Safety Engineer or FHWA Federal Aid Office Safety Engineer for eligibility approval; <http://www.fhwa.dot.gov/about/field.cfm>

States can be more restrictive and limit the types of eligible safety activities

Types of projects

Capital improvement

- Rehabilitation, restoration, construction, and reconstruction of roads and trails
- Safety improvements, widening, realignments, surfacing, culverts, bridges, signing and associated road appurtenances

Enhancement

- Road and trail improvements
- Interpretive signs, kiosks, viewpoints, restrooms, provisions for pedestrians and bicycles, scenic easements, trailheads, and improvements that reduce vehicle-wildlife conflicts

Transit

- Construction of transit facilities (passenger waiting shelters, ferry docks, helipads, etc.)
- Operation and maintenance of transit facilities, including vehicles
- Purchase of transit vehicles

Planning

- Engineering studies, corridor management planning, bicycle/pedestrian planning, and alternative transportation planning

What is match and how does it work?

- ◆ Match Requirement: up to 20% match
- ◆ Other Federal agency funds (**non Title 23 or 49**) may be used as match
- ◆ **Exception:** FLTP and TTP Title 23 funds may be used as match
- ◆ Access funds may **NOT** be used to match other Federal-aid program funds

FLAP Match

- ◆ Commonly accepted types of match funding:
 - ◆ **Hard matches:** cash (prefer)
 - ◆ “**Soft-matches**” or “**in-kind matches**” are permitted if approved by the FLAP PDC and in alignment with current State DOT practices
 - ◆ Examples: Value of engineering design and/or construction services, project labor cost (case by case), right-of-way/easements, materials, equipment rental valued at fair market price
- ◆ Match Funds must be generated and applied **after** a project agreement is signed
- ◆ **The FLAP PDC in each state can be more restrictive and limit the types of match accepted**

Mt Hood Express; Sandy, Oregon

- Project Applicant:
Clackamas County,
City of Sandy
- Benefiting FLMA unit:
Mt Hood National
Forest
- Project Purpose:
Reduce congestion,
improve safety, and
provide travel options
to the Mt Hood
National Forest Area



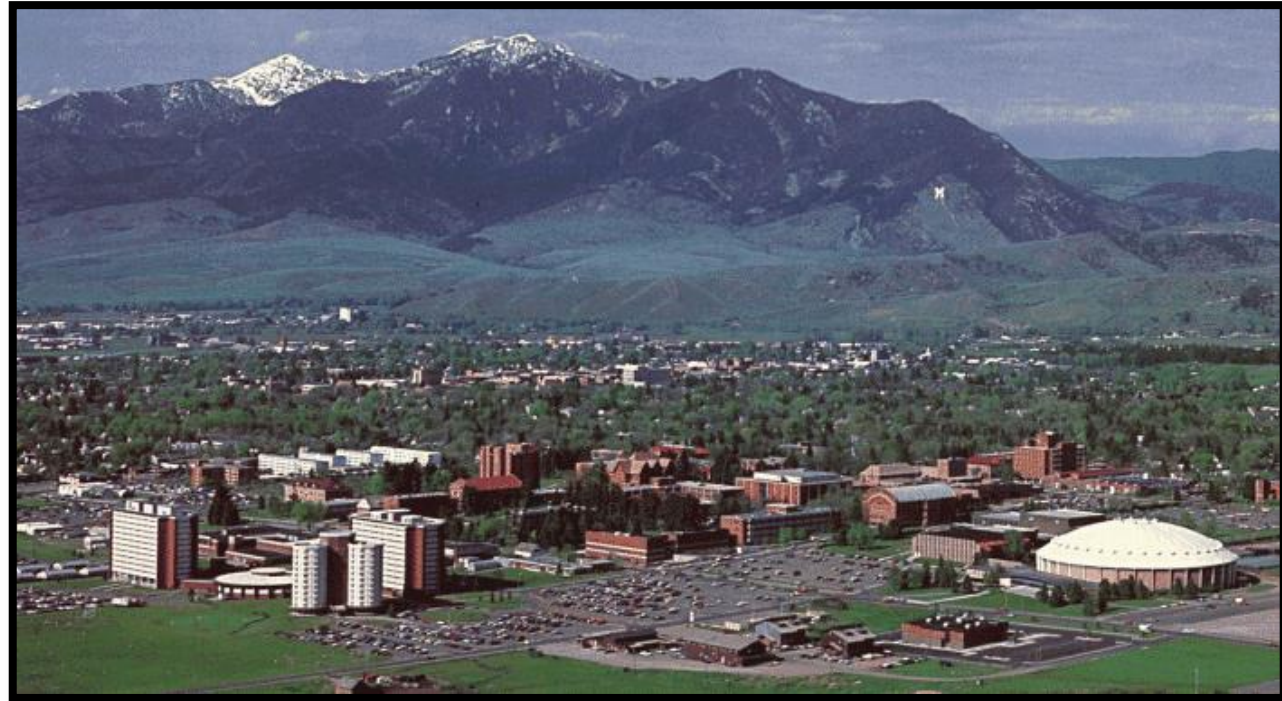
Mt Hood Express; Sandy, Oregon

- Total FLAP amount requested:
\$250,000/year for 4 years
- Amount of match funding provided:
\$1,500,000 in-kind
 - Clackamas County
 - City of Sandy
 - Ski Areas



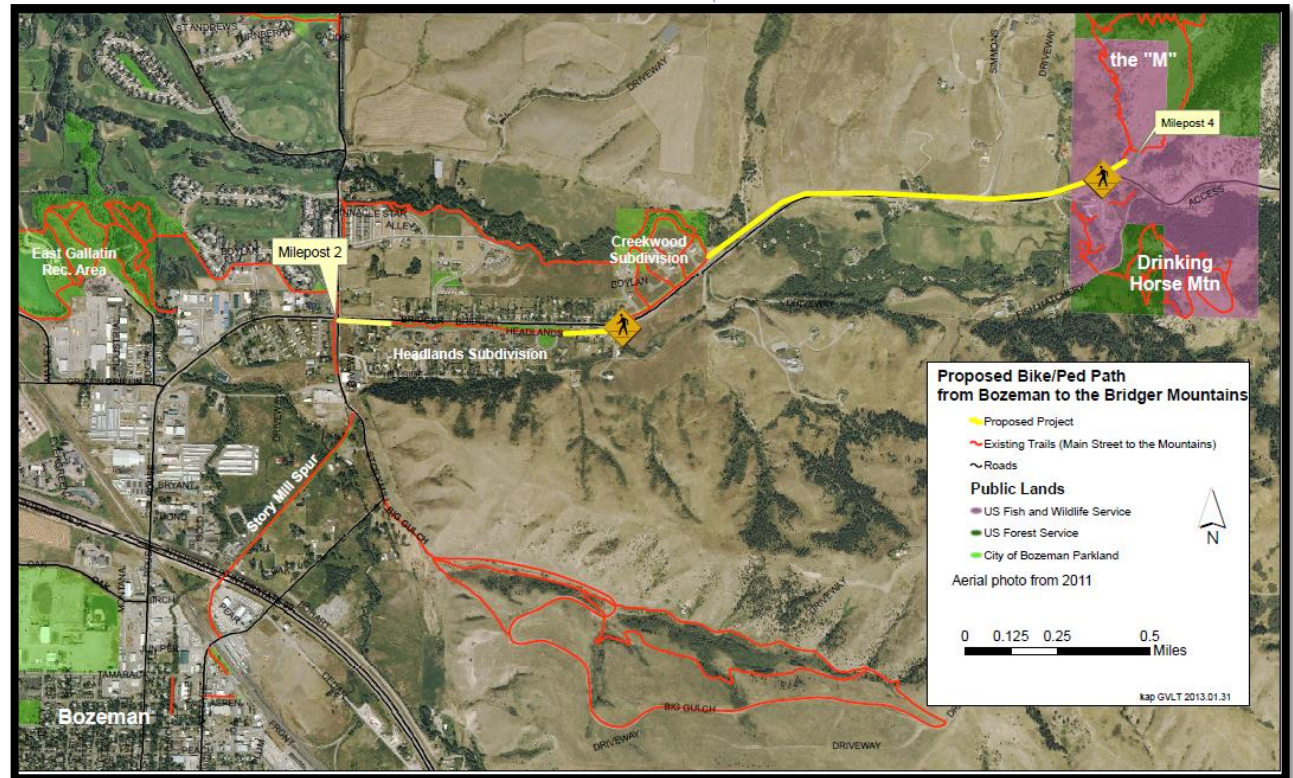
Bike and Pedestrian Path from Bozeman to the Bridger Mountains, Montana

- Project Applicant: City of Bozeman, Gallatin National Forest
- Benefiting FLMA unit: Gallatin National Forest, USFWS Fish Technology Center
- Project Purpose: Improve safety for bikes and pedestrians by creating a 2 mile separated bike path between Bozeman and a popular trailhead.



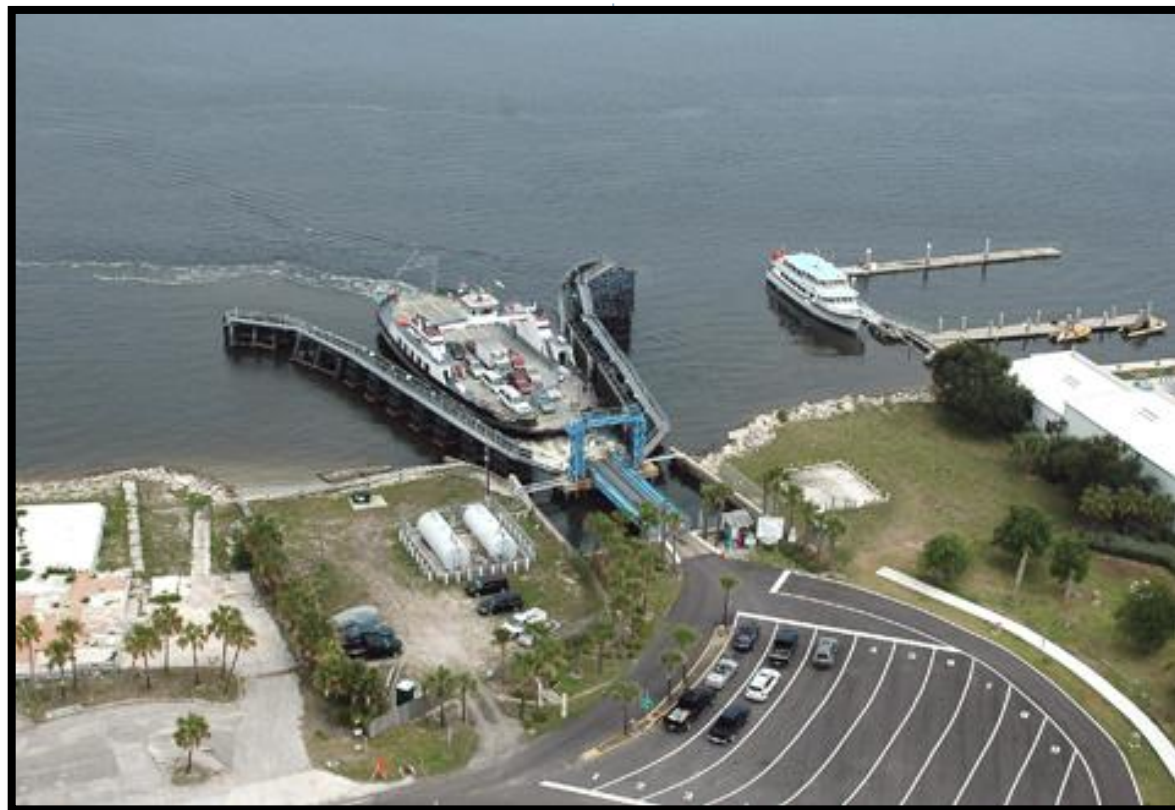
Bike and Pedestrian Path from Bozeman to the Bridger Mountains, Montana

- Total FLAP amount requested: ~\$2.8 million
- Amount of match funding provided: \$432,000
 - Bozeman Parks and Trails Bond
 - Private contributions



St. Johns River Ferry; Jacksonville FL

- Applicant: City of Jacksonville, FL
- Benefiting FLMAs: Timucuan Ecological & Historical Preserve, USFWS and Mayport Naval Station, US Navy/DOD
- Project Purpose: Provide operating assistance for a vehicle/passenger river ferry linkage on the Florida Route A1A corridor across a 1 mile section of the St. Johns River



St. Johns River Ferry; Jacksonville FL

- Total FLAP amount requested: \$900,000
- Amount of match funding provided: \$900,000
 - Florida DOT Toll Credits (100%)



Truman Lake Area Multi-Use Trail; Warsaw, MO

- Project Applicant: Town of Warsaw, Missouri
- Benefiting FLMA unit: US Army Corps of Engineers-Truman Lake Recreational Area
- Project Purpose: Preliminary Engineering and Construction of multi-phased trail network serving the Truman Lake Recreational Area



Truman Lake Area Multi-Use Trail; Warsaw, MO

- Total FLAP amount requested: \$678,948
- Amount of match funding provided: \$305,181
 - Benton County
 - Town of Warsaw
 - Missouri DOT



New Mexico State Route 126

Sandoval County, New Mexico

- Project Applicant: New Mexico Department of Transportation
- Benefiting FLMA unit: U.S. Forest Service - Santa Fe National Forest
- Project Purpose: Construction of 4.4 miles of 26 foot wide asphalt surfaced roadway to replace 20 foot wide aggregate surface roadway including a replacement bridge, three reinforced concrete box culverts and two structural plate arch culverts.



Roadway subgrade preparation – view to Southeast

New Mexico State Route 126

Sandoval County, New Mexico

- Total Construction Construction Contract Amount: \$11,837,305
- Amount of funding provided:
 - NM DOT funding - \$7,022,472
 - Access Program funding - \$3,895,394
 - NM DOT Match funding - \$919,439



Concrete box culvert – view to Northwest

Tsali Overlook Helipad, US Route 28 Graham and Swain Counties, North Carolina

- Project Applicant: Swain County, North Carolina
- Benefiting FLMA unit: U.S. Forest Service – Nantahala National Forest, Cheoah Ranger District
- Project Purpose: Construction of a 50-foot by 50-foot concrete helipad on NCDOT right of way to provide improved emergency services access.



Swain County Helipad on day of opening.

Tsali Overlook Helipad, US Route 28 Graham and Swain Counties, North Carolina

- Total Construction Contract Amount: \$89,000
- Amount of funding provided:
 - Access Program funding - \$75,000
 - Swain County match funding - \$7,000
 - Graham County match funding - \$7,000
 - NCDOT construction engineering support
 - Southwest Regional Planning Commission grant application support



Helipad opening ceremonies

What are future actions for the program?

- ▶ Future Actions
 - ▶ Sharing best practices across FLH Divisions/States to improve program consistency
 - ▶ “One-stop shop” info for Access Program status per state

FLAP Contacts

▶ Federal Lands HQ and Division Contacts

- FLH HQ, Frances Ramirez, Frances.Ramirez@dot.gov
- EFLHD, Jacinda Russell, Jacinda.Russell@dot.gov
- EFLHD, Lewis Grimm, Lewis.Grimm@dot.gov
- CFLHD, Chris Longley, Christopher.Longley@dot.gov
- CFLHD, Morgan Malley, Morgan.Malley@dot.gov
- WFLHD, Neal Christensen, Neal.Cristensen@dot.gov
- WFLHD, George Fekaris, George.Fekaris@dot.gov

FLAP Resources

- Status of the program:

<http://flh.fhwa.dot.gov/programs/flap/>

- Implementation guidance: *Under revision for FAST Act*

<http://www.fhwa.dot.gov/map21/guidance/guideflap.cfm>

- Fact Sheet: *Under revision for FAST Act*

<http://www.fhwa.dot.gov/map21/flap.cfm>