



NPS Federal Lands Transportation Program Policy



Figure 1: (clockwise, from top left) Arlington Memorial Bridge, Zion National Park battery electric bus, Natchez Trace Parkway, Bryce Canyon National Park (Source: NPS)





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Executive Summary

The National Park Service (NPS) transportation system provides over 300 million visitors per year with access to America’s most treasured landscapes and historic sites. The NPS needs to keep pace with changes in visitation trends; maintain, restore, and update aging and antiquated infrastructure; and adapt to rapidly changing climate and technologies.

The NPS is actively working to address these challenges through investments in its transportation system, including the roads, bridges, transit systems, transportation trails¹, and ferries that provide critical access to and within parks. The NPS and the United States Department of Transportation (U.S. DOT) Federal Highway Administration (FHWA) through their partnership preserve and improve this infrastructure using transportation industry standards and performance-based, data-driven decisions. The NPS also works with other partners, including state departments of transportation and local and regional governments, to pursue transportation improvements in and around parks.

The Infrastructure and Investment Jobs Act, also referred to as the Bipartisan Infrastructure Law (BIL), includes the continuation of the Federal Lands Transportation Program (FLTP) for five years (fiscal years (FY)2022-FY2026). The BIL under Title 23 provides an average of \$346 million annually for the NPS portion of the FLTP and expands opportunities to participate in U.S. DOT grant programs, both directly and through sponsoring partners such as states, tribes, and metropolitan areas.

The purpose of this updated FLTP Policy is to provide consistent, strategic direction for the NPS to achieve its transportation priorities and funding needs. This update of the FLTP Policy, coinciding with the BIL, is important to inform how the FLTP pivots to address today’s challenges, accomplishes this Administration’s focus areas, continues within the framework of the current NPS National Long Range Transportation Plan (National LRTP), and aggressively seeks to leverage opportunities from other fund sources to best invest in multimodal transportation needs. This updated FLTP Policy addresses the focus areas in the [2021 NPS Current State of Transportation Priorities and Needs](#):

- Protect the Climate and Advance Resource Protection
- Enhance Visitor Experience and Connect Diverse Communities
- Reinvest in the System and Make Legacy Investments

This update to the FLTP Policy makes the following strategic direction changes and refinements over the life of the BIL:

- Continues to make state of good repair² a priority across all modes of transportation within the Roads and Bridges Program (legacy Category I) and the Transit, Transportation Trails, and Technology Program (legacy Category III).

¹ Accommodates pedestrians and/or bicycles and connects to a larger transportation system including land and water-based transit and/or regional trail systems or a direct connection to a community (not recreational trails)

² State of good repair means that the condition of the capital improvement is such that the asset can operate at a full performance level



- Dedicates 15 percent of the regional allocation of the FLTP to the Transit, Transportation Trails, and Technology Program, and a process to address national priorities. This involves a doubling of the previous FLTP funding level for transportation assets and systems other than roads and bridges and will allow the NPS to address on-the-ground resource protection, access, safety, equity, and visitation challenges.
- Updates and expands the eligibility criteria for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program to facilitate meeting the needs of parks.
- Develops and implements updated formulas for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program. The updated formulas incorporate performance management information for bridges, roads, transportation trails, transit real property, and transit fleets.
- Establishes a national multiyear program of projects to balance priorities across the NPS and ensure readiness to execute projects.
- Includes addressing this Administration’s priorities for transit fleet and vehicle electrification and for transportation trails to connect to underserved populations.
- Updates loan-borrow business practice to better support FLTP program execution.
- Balances the accountability for FLTP funds while meeting the pillars for the NPS Facility Investment Strategy, aligned with the Investment Review Board (IRB) and FHWA Stewardship and Oversight role.
- Meets FHWA’s guidance under Title 23, Sections 201 and 203 for a performance-based program by using data to make investment decisions to improve the overall transportation system.

This FLTP Policy update strategically informs several implementation steps, one of which is the next update to the National LRTP (beginning in 2022). The FLTP team and/or the National LRTP effort can inform further efforts to reduce crashes and improve safety on NPS roadways by using data-driven, evidence-based engineering and behavioral strategies and focusing funds on the greatest safety needs. It will also inform how the NPS transportation system can address damage from climate change and severe weather, make infrastructure more resilient, and reduce carbon emissions. These implementation steps can inform future changes to the FLTP Policy.



1. Policy Update Context

The National Park Service (NPS) transportation system provides over 300 million visitors per year with access to America’s most treasured landscapes and historic sites. This transportation system also contributes to economic benefits and connects national parks with nearby communities. The FLTP, established in 23 U.S.C. 201 and 203, is one of the primary funding sources for NPS transportation infrastructure. Other funding sources – including other NPS appropriated funds, fee revenue, and U.S. DOT discretionary and formula programs– provide significant, necessary funding for major transportation projects.

The Infrastructure and Investment Jobs Act, also referred to as the BIL, includes a five-year (FY2022-FY2026) reauthorization of federal surface transportation programs and a major one-time investment in U.S. infrastructure of all kinds. The BIL provides an average of \$346 million annually for the NPS portion of the FLTP over five years. The law also continues and establishes new discretionary grant programs for which the NPS is eligible to apply directly or in partnership with states or local communities.

The NPS transportation system provides essential public access to parks, improves visitor mobility, is intrinsic to the visitor’s experience, is instrumental to successfully balancing the NPS mission, and allows the staff to conduct park operations.³ Planning for transportation infrastructure of NPS units occurs within a framework of laws, policies, and guidance that starts with the enabling act for the NPS: The Organic Act of 1916 (54 U.S.C. 1), and U.S.C. Title 23, which governs highways and transportation planning and construction.



Park units represent some of the country’s most unique urban and rural areas, from mountainous terrain to desert climates to busy city streets. The NPS transportation system plays a key role in providing access to visitors, including visitors from underserved communities. Today, the NPS transportation system faces major challenges, including overcrowding in some parks, visitation challenges in others, and increased costs for transportation services.

The NPS needs to keep pace with changes in visitation trends; maintain, restore, and update aging and antiquated infrastructure; and adapt to rapidly changing technologies. The NPS is committed to reducing crashes and improving safety on its roadways by using data-driven, evidence-based engineering and behavioral strategies and focusing funds on the greatest safety needs. The NPS also faces damage from climate change and severe weather and needs to make its infrastructure more resilient while also reducing carbon emissions.

Figure 2: NPS Transportation System

³ Park refers to the approximately 423 national park system units, including national parks, seashores, monuments, trails, historic sites, battlefields, and other NPS administered sites.



The NPS is actively working to address these challenges through investments in its transportation system, including the roads, bridges, transit systems, transportation trails, and ferries that provide critical access to and within parks. The NPS and its U.S. DOT FHWA partners preserve and improve this infrastructure using transportation industry standards and performance based, data-driven decisions, as required by Title 23, section (b)(2) (B). NPS also works with other partners, including state departments of transportation and local and regional governments, to pursue transportation improvements in and around parks.

1.1. *FLTP Policy Purpose*

The purpose of this updated FLTP Policy is to provide consistent, strategic direction for the NPS to achieve its transportation priorities and funding needs. The NPS FLTP Policy reflects national priorities identified in the [2021 NPS Current State of Transportation Priorities and Needs](#) white paper and [NPS National Long Range Transportation Plan](#). The [NPS FLTP Implementation Guide \(July 2018\)](#) provides additional detailed information on the program for reference.

The FLTP Policy is aligned with the BIL authorization, covering FY2022-FY2026. The Policy focuses on NPS FLTP funds, while also addressing opportunities for leveraging other funding sources in Titles 23, 49, and 54, including new funding sources. The process for developing this FLTP Policy is summarized in **Appendix A - Funding Policy Charter and the major contributors are in Appendix F - Contributors**.

This FLTP Policy addresses:

- **FLTP Program Structure:** The FLTP will be administered to ensure that the NPS’s critical and urgent national needs are addressed, while continuing to support the regions in flexibly managing their FLTP allocation to meet on-the-ground needs of individual park units.
- **Program Expenditures:** The NPS focuses its FLTP funds on main public access roads, public bridges and tunnels, transit fleet and infrastructure, and public transportation trails to protect the state of good repair. In addition, FLTP funding will be used for transportation projects that address key NPS national priorities within overall U.S. DOT parameters.
- **Investment Strategy:** The NPS FLTP investment decision-making process is informed by NPS priorities and U.S. DOT stewardship and technical consultation, as identified in the NPS National LRTP, which establishes a strategic framework for transportation investment servicewide. This FLTP investment strategy includes a description of how FLTP funding is allocated across different program areas.
- **Performance: Targets, Monitoring, Reporting:** The FLTP is a performance-based program, meaning that funds are invested based on NPS priorities using management systems data as inputs to project selection and programming, monitoring performance measures to measure progress, and setting performance targets to reflect program goals or aspirations. The performance measures listed in section 5.2 represent NPS priorities of the FLTP.

This document also includes appendices that relate to policy implementation and are considered addendums outside of the formal FLTP Policy. These implementation addendums can be revisited and updated without a full update to the FLTP Policy.



1.2. Significant Changes to the FLTP Policy Since 2016

The 1998 Federal Lands Highway (FLH) Program (predecessor to FLTP) Revised Funding Allocation and Project Prioritization Criteria laid out NPS processes and procedures for transportation funding and prioritized maintaining the existing roadway system before investing in new capacity. The NPS issued [interim policy](#) for implementing the Fixing America's Surface Transportation Act (FAST Act) in November 2016, after President Obama signed the FAST Act into law in December 2015. The interim policy built on the Transportation Program FY2016-2020 Investment Strategy, issued by the NPS in March 2016. These two documents provided a temporary extension and supplement to the 1998 policy and guided the investment and implementation of the FLTP from 2016 to 2021.

This updated FLTP Policy replaces the 1998 Funding Policy and reflects major changes to the NPS transportation program in the last several decades and anticipated changes in the future. This FLTP Policy increases focus on and funding for alternative transportation systems (ATS) and emerging mobility, seeks to maintain roads and bridges in a state of good repair, advances performance-based aspects of the program, and aligns with the National LRTP strategies.

The updated Policy supersedes the following documents:

- 1998 Funding Policy and [2016 Interim Funding Policy Update](#)
- Portions of the [NPS FLTP Implementation Guide \(July 2018\)](#) in Chapter 4 (Investment Strategy) and Chapter 6 (Program Development and Management)

This FLTP Policy may be updated in response to the update of the NPS National LRTP (starting in 2022). In particular, there may be implications for program priorities and formulas resulting from updates of the National LRTP performance measures and targets. The FLTP Policy will again be reviewed and updated at the conclusion of the BIL.

Before the next update, NPS will develop additional addendums to this FLTP policy, including:

- National LRTP updates
- A transition and change management plan to move to one pot of FLTP funding logically and systematically [rather than separate programs for Roads and Bridges (legacy Category I) and Transit, Transportation Trails, and Technology (legacy Category III)], including appropriate schedule and milestones
- Business practices for funding project Full Time Equivalents
- Improve alignment between the NPS IRB and FHWA Stewardship and Oversight
- Business practices for the budget mechanics in administration of a pool of FLTP funds to expedite urgent and emergency funding that can be reimbursed by Emergency Relief for Federally Owned Roads (ERFO) program.



2. FLTP Program Structure

2.1. NPS National and Regional Roles

The Washington Support Office (WASO) Transportation Branch and the regions⁴ will collaborate closely to administer and implement the FLTP. The FLTP will be administered to ensure that the NPS’s critical and urgent needs are addressed as a whole, while giving the regions flexibility to manage their FLTP allocation to meet on-the-ground needs of individual park units.

This program structure allows increased coordination and collaboration to facilitate the development of large, complex, and/or national priority projects that are beyond the means of a unit, region, or the NPS as a whole. Overall, this approach will offer more opportunities for leveraging funding to ensure that critical projects beyond the financial resources of the region are being addressed and programmed appropriately.

Table 1 describes the role of WASO and the regions across the following categories of activity:

- FLTP allocation
- FLTP multiyear/annual program of projects
- FLTP program delivery
- Meeting overall transportation program needs
- Reporting

The [NPS FLTP Implementation Guide \(July 2018\)](#) further elaborates on roles for these activities as well as planning (long-range, unit-level, and project-specific planning). It also discusses the role of parks in generating Project Management Information System (PMIS) project proposals for the Servicewide Comprehensive Call (SCC).

Table 1. WASO and Regional Roles in FLTP Administration and Implementation⁵

	<i>FLTP Multiyear/Annual Program of Projects (Annual Cycle)</i>
WASO	<p>Administer the SCC to coordinate, develop and approve a FLTP NPS multiyear program of projects on an annual cycle and forward to FHWA for concurrence as required by Title 23, Section 201. Distribute funding targets to regions per established funding formula and facilitate the identification of over target project priorities. Review priority projects and adjust program as needed to meet national priorities. Develop an annual obligation plan to coordinate execution with and request funding from FHWA.</p> <p>Track funding needs that exceed the FLTP funding allocations for regions to ensure there are adequate projects ready for obligation to achieve a high obligation rate at a national level and that projects are ready to go as opportunities arise. Develop project needs that could leverage potential end of year funds and other opportunities; develop</p>

⁴ Refers to the Department of Interior’s 12 unified regions. NPS’s previous regions align fully with the unified regions: Alaska (Region 11), Intermountain (Regions 6, 7, and 8), Midwest (Regions 3, 4, and 5), National Capital Area (portion of Region 1), Northeast (Region 1, excluding the National Capital Area), Pacific West (Regions 9, 10 and 12), Southeast (Region 2)

⁵ Coordination with FLH is an important aspect of FTLTP administration and implementation, but this FLTP Policy focuses on NPS roles. Integration with FLH is managed through separate but related efforts.



	<p>a cohesive strategy for implementation, including responsibilities, building partnerships, and identifying a schedule and financing strategy utilizing multiple funding programs.</p> <p>Ensure projects meet eligibility requirements (legal and NPS policy).</p> <p>Confirm FHWA’s project approval requirements.⁶</p>
Regions	<p>Administer SCC for NPS units within the region to submit PMIS statements for eligible projects.</p> <p>Using SCC guidance, projects submitted by parks and recognition of FLTP performance-based targets prioritize using the following criteria:</p> <ul style="list-style-type: none"> • Demonstration of need; • Health and safety; • Protection of park resources; • Visitor enjoyment; and • Cost-effective, environmentally responsible project. <p>Develop an annually updated multiyear program of projects in coordination with the FLH division office and forward to WASO for consolidation and approval. Submit to WASO an annual obligation plan for coordination, consolidation, and approval by WASO. Regions are encouraged to get emerging needs in the program to WASO to seek the funding support.</p> <p>Use the Park Transportation Allocation and Tracking System (PTATS) to execute the annual program of projects and document activities such as project agreements. Ensure both NPS and FHWA project numbers are aligned and correct to expedite data sharing.</p> <p>Coordinate a prioritized pool of projects that reflect the region’s transportation project needs to generate a multiyear program of projects for concurrence by the NPS Regional Director and FLH Division Director.</p> <p>Identify projects that exceed regional FLTP funding allocation, collaborate on opportunities for solutions, and communicate those to WASO for support and joint leadership direction.</p> <p>Ensure projects meet eligibility requirements (legal and NPS policy).</p>
<i>FLTP Allocation</i>	
WASO	<p>Allocate funds from FHWA to the regions in accordance with formulas, approved multi-year plan, and annual program of projects. Track FLTP fund expenditures by region to ensure funds are utilized as approved and that the national program is not overspent.</p>
Regions	<p>Manage FLTP sub-allocation based on FLTP multiyear/annual program of projects.</p>

⁶FHWA’s approval role is specified in Title 23, section 201 (c) (2)



<i>FLTP Program Delivery</i>	
WASO	<p>Establish national agreements to support adequate technical capability and capacity in professional service areas of engineering, architecture, compliance, and project management to deliver the program (Denver Service Center (DSC), FLH, U.S. DOT Volpe National Transportation Systems Center, and other service providers).</p> <p>Monitor service providers on project delivery, technical capability, quality, capacity, and customer service, with input from the regions. Monitoring includes:</p> <ul style="list-style-type: none"> • Resolve conflicts and identify, develop, and maintain agreements with service providers; and • Identify needs, talent, and partners to expand capacity or provide new expertise so the regions have available a pool of experts to design and construct projects and purchase assets Servicewide. <p>Establish design standards and specifications, in consultation with FLH, that balance the unique mission of the NPS.</p> <p>Promote strong integrated partnerships and resolve conflicts between support services agencies to ensure efficiencies and effective program delivery. Service providers working together to deliver a project or project phase is not considered duplication.</p>
Regions	<p>Actively manage the implementation of projects in the multiyear and annual program of projects.</p> <p>Work with WASO to identify projects that require additional technical assistance from FHWA and other service providers and partners.</p> <p>Work with WASO and FLH and parks to ensure emergency projects are programmed appropriately.</p> <p>Participate in the development/updating of policy and design standards for the FLTP.</p> <p>Hold routine annual meetings with partners and service providers and parks to coordinate, schedule and orchestrate project activities using project agreements in an effective and efficient manner.</p> <p>The regions select the service provider to deliver the multiyear program of projects.</p> <p>Regions monitor the construction projects and the success of the service providers.</p>
<i>Meeting the Overall Transportation Program Needs</i>	
WASO	<p>Provide official liaison with FHWA, Federal Transit Administration, and executive level Servicewide coordination with state highway departments.</p> <p>Track projects for IRB review and approval.</p> <p>Manage communication strategy regarding high profile program needs and interest from NPS management, U.S. DOT, Department of Interior (DOI), and Congress.</p>



	<p>Coordinate with NPS and DOI Legislative Affairs on behalf of the NPS's FLTP interests.</p> <p>Coordinate a process to approve and commit matching funds for grant applications or leveraging opportunities.</p> <p>Develop funding strategy for national priorities that are over the financial means of a region.</p> <p>Support funding coordination including FLTP, Great American Outdoors Act (GAOA), Legacy Restoration Fund, Nationally Significant Federal Lands Transportation Program, Line-item Construction, other programs, etc.</p>
Regions	<p>Present required FLH Approved FLTP projects to the IRB for approval.</p> <p>Report quarterly on projects of high interest to the NPS, DOI, U.S. DOT, or Congress.</p> <p>Work with WASO to identify projects of urgent need that are beyond the region's financial capacity (e.g., priority projects, emergency relief).</p> <p>Coordinate hand-off strategy for projects being transferred to another funding source.</p>
<i>Reporting</i>	
WASO	<p>Ensure that regions are directing adequate funding towards achieving the national performance targets (e.g., regions are not neglecting investments in priority assets).</p> <p>Meet routine reporting requirements from FHWA and DOI.</p> <p>Develop annual FLTP Accomplishments Report (as required by Title 23 Section 203).</p>
Regions	<p>Identify, track, and monitor the region's contribution to FLTP performance targets and adjust program annually as appropriate.</p> <p>Provide necessary information to meet FHWA and DOI reporting requirements.</p>

2.2. FLTP System Definition

The NPS FLTP transportation system includes an extensive network of transportation trails, transit systems, roads, bridges, and tunnels that respond to the access needs of a diverse set of visitors. The system includes all surface transportation assets and services that accommodate roadway, non-motorized, transit, and waterborne modes. For the purposes of this FLTP Policy, these assets are grouped into two primary programs:

- Roads and Bridges Program (legacy Category I): includes asset categories as described in **Section 2.2.1**; generally includes public paved roads, parking areas, bridges, and tunnels; and
- Transit, Transportation Trails, and Technology Program (legacy Category III): includes asset categories as described in **Section 2.2.2**; generally includes public transit systems, transportation trails and other front country trails, docks, marinas, railroads, and technology to support transportation systems.



2.2.1. Roads and Bridges

The NPS paved road and bridge network includes approximately 5,500 centerline miles (11,000 lane miles) of paved roads, 6,100 paved parking areas (120 million square feet), 1,400 bridges, and 60 tunnels.

The NPS FLTP transportation system includes roads that provide primary park access as well as those that support park operations. The NPS roadway system is categorized by functional classification (FC). All paved roads with an FC that indicates the facilities are open to the public (FC 1-8, excepting FC 6) are part of the FLTP system. This includes the parking areas and structures (bridges and tunnels) associated with these roadways.

2.2.2. Transit, Transportation Trails, and Technology

The NPS transportation system includes approximately 100 transit systems. These transit systems, referred to as ATS within the FLTP inventory, are defined as systems which move people by motorized vehicle on a regularly scheduled service and operate under one of the following business models: concessions contract, service contract, partner agreement, or NPS owned and operated. Eighty-one percent of the transit systems are operated with private partners and public contractors. All routes and services at a given unit that are operated under the same business model by the same operator are considered a single NPS transit system. The NPS transit systems, which include buses, ferries, and railroads, accommodate over 43 million passenger boardings annually. In 2020, the use of NPS transit systems resulted in a reduction of nearly 44,000 metric tons of CO₂ due to avoided private vehicle trips.⁷

The NPS definition of a transportation trail is a trail that accommodates pedestrians and/or bicycles and connects to a larger transportation system, including land and water-based transit, regional trail systems, and direct connections to communities. A transportation trail provides functional access to a destination via non-motorized modes, and provides an alternative to motorized transportation, enabling people to switch from motorized to non-motorized modes. Subsistence trails, which are important for people living off the land, may also be transportation trails, even if they do not meet the above criteria. The NPS transportation system includes nearly 850 miles of transportation trails, approximately 5 percent of all NPS trail miles.⁸

The NPS defines emerging mobility as trends in the transportation industry that are aided by advancements in mobile technology, new shared mobility business models, and vehicle automation. The NPS is exploring key transportation trends that are currently impacting or expected to affect the NPS and visitors, including micromobility, ride-hailing, traveler information technologies, electric vehicles, and automated vehicles. The NPS conducts research and implements transportation technologies and pilots, including automated shuttle demonstrations, partnerships around bike sharing and ride-hailing, and investments in technologies that provide real-time and predictive transportation information to visitors.

⁷ NPS National Transit Inventory and Performance Report, 2020.

https://www.nps.gov/orgs/1548/upload/NPS-Inventory_2020-508_FINAL.pdf

⁸ Preliminary number based on the National Park Service Transportation Trails: Inventory, Assessment Practices, and Program Recommendations (2021).



2.3. *Performance-based Data Collection and Analysis*

The FLTP is a performance-based program, meaning that funds are invested using management systems data as inputs to project selection and programming, performance measures are defined to measure progress, and performance targets may be set to reflect program goals or aspirations. NPS is in the process of developing a robust performance-based program, so not all NPS priorities are covered by the metrics to date.

For this FLTP Policy, the NPS adopts performance measures in the current [NPS National LRTP \(July 2017\)](#). Updates to the existing National LRTP performance measures will be considered as part of the planned update to that plan (starting in 2022). Three additional performance measures related to the alternative transportation program (ATP) are being added as part of this FLTP Policy update, utilizing data systems and research that were not available at the time that the National LRTP was developed. **Section 5** provides more detail on FLTP performance measures.

The NPS has several assessment programs and procedures that define the transportation system inventory, condition, and performance. For example, the annual National Transit Inventory and Performance Report ([2020](#)) tracks real property and fleet condition and operational performance measures of NPS transit systems. NPS collects data on crashes on NPS roadways, with the aim of identifying safety improvements. Other condition assessment programs include the Road Inventory Program (RIP), Bridge Inventory Program (BIP), and parametric assessments for assets other than paved roads and parking areas.



3. Program Expenditures

3.1. Eligible Expenses

3.1.1. Statutory Eligibility

According to statute, FLTP funds may be used for: program administration, transportation planning, research, preventive maintenance, engineering, rehabilitation, restoration, construction, and reconstruction of Federal lands transportation facilities (23 USC § 203(a)). FLTP funds may also be used for ((23 USC § 203(a)):

- Adjacent vehicular parking areas;
- Acquisition of necessary scenic easements and scenic or historic sites;
- Provision for pedestrians and bicycles;
- Environmental mitigation in or adjacent to Federal land open to the public to improve public safety and reduce vehicle-caused wildlife mortality while maintaining habitat connectivity⁹; and to mitigate the damage to wildlife, aquatic organism passage, habitat, and ecosystem connectivity, including the costs of constructing, maintaining, replacing, or removing culverts and bridges;
- Construction and reconstruction of roadside rest areas, including sanitary and water facilities;
- Congestion mitigation;
- Other appropriate public road facilities, as determined by the Secretary;
- Capital, operations, and maintenance of transit facilities; and
- Any transportation project eligible for assistance under this title that is on a public road within or adjacent to, or that provides access to, Federal lands open to the public.

Secretary of Transportation collaborates with the applicable Federal Land Management Agencies (FLMA) to support performance management including:

- The transportation goals of:
 - A state of good repair of transportation facilities;
 - A reduction of bridge deficiencies; and
 - An improvement of safety.
- High-use Federal recreational sites or Federal economic generators; and
- The resource and asset management goals of the Secretary of the respective FLMA

3.1.2. NPS Eligibility

Within the broad eligibility requirements laid out in statute, the NPS focuses its transportation funding on certain assets and types of projects. This allows the NPS to utilize limited funding to meet NPS priorities and performance goals. The NPS priority is to maintain and improve the transportation system as a whole, based on available funding. Over the five years of this FLTP Policy,

⁹ Not more \$20,000,000 of the amounts made available per fiscal year to carry out this section for activities eligible under subparagraph (A)(iv)(I).



the NPS will make adjustments to advance the state of good repair of its transportation assets while also expanding its eligibility guidance to be more flexible to meet the needs of parks.

The NPS focuses its FLTP funds on main access roads, public bridges and tunnels, transit fleet and infrastructure, and transportation trails to protect the state of good repair. FLTP funds may be used for associated parking, fleet replacement, safety, innovation, emerging mobility, increased capacity to existing systems, and transit new starts/pilot operations. FLTP funding will be used for transportation projects that address key NPS priorities and align with U.S. DOT focus areas¹⁰, including those that:

- Improve the condition, resilience, and safety of road and bridge assets consistent with asset management plans (including investing in preservation of those assets);
- Promote and improve safety for all road users, particularly vulnerable users (pedestrians, bicyclists, and other non-motorists);
- Make transportation facilities accessible to all users and compliant with current accessibility requirements;
- Address environmental impacts ranging from stormwater runoff to greenhouse gas emissions;
- Improve the resiliency of park transportation systems in the face of climate change;
- Prepare for the future of transportation infrastructure by accommodating new and emerging technologies;
- Improve roads that provide access to park resources (or roads that are themselves cultural resources); and
- Connect and make parks accessible to communities, in particular traditionally underserved communities. In this case, funding may be used on non-NPS routes/ assets when used as the match for Federal transportation grants or other transportation funding programs.

To align with this FLTP Policy, the NPS has updated its FLTP eligibility guidance to allow for additional flexibility to improve all system subsets (including campground roads) and unpaved roads. For both the Roads and Bridges Program (legacy Category I) and the Transit, Transportation Trails, and Technology Program (legacy Category III), the eligibility list details:

- Items that may be funded;
- Items that will not be funded; and
- Items that generally will not be funded, but eligible with exception which will be determined on a case-by-case basis. Regional Director will submit request for exception to the WASO Office, Associate Director, Park Planning, Facilities, and Lands (PPFL) for approval. In some cases, FHWA will be required to approve the request as well.

Appendix B: FLTP Eligibility Guidance provides the complete list of eligible expenses for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program.

¹⁰ Adapted from FHWA “Policy on Using Bipartisan Infrastructure Law Resources to Build a Better America”, December 16, 2021. https://www.fhwa.dot.gov/bipartisan-infrastructure-law/building_a_better_america-policy_framework.cfm



3.1.3. *Exemption Process*

NPS regions may submit an exemption request to WASO if they identify a project that is statutorily eligible but does not fall within one of the activities on the NPS eligibility list. To request an exemption, the Regional Director will submit a written request to the Associate Director of the NPS Park Planning, Facilities and Lands Directorate. The exemption request should provide the park name, a general description of the project, a map of the project location, photos if available, professional studies and design schematics if available, any performance data that supports the need for the project, justification for why the situation is unique, whether the project is a park and region priority, and why the project merits an exemption. The Associate Director will review and approve these requests as part of the annual development of the multiyear program of projects.

3.2. *Project Prioritization*

Because the funding needed for FLTP-eligible projects exceeds available funding, the NPS develops high-level transportation priorities on which to focus the program. These are outlined in this policy in **Section 4.1**, National Priorities. These national priorities may be revisited and revised in conjunction with future updates to the National LRTP; this Policy will be updated accordingly to reflect any changes to the national priorities. Project prioritization is informed by data on asset condition and performance developed by WASO and FHWA. Park units and regions use this data along with existing plans and perceptions of needs to identify projects and submit them for consideration under the annual SCC. Projects will need to meet both FHWA Stewardship and Oversight and NPS IRB requirements. NPS regions then prioritize and select eligible projects for FLTP funding in alignment with national-level transportation priorities and regional considerations. Project prioritization will continue to be based on the [NPS FLTP Implementation Guide \(July 2018\)](#), which outlines the following criteria:

- Demonstration of need;
- Health and safety;
- Protection of park resources;
- Visitor enjoyment; and
- Cost-effective, environmentally responsible projects.

Parks can integrate these criteria into the justification sections of PMIS statements (see Table 2).



Table 2. Crosswalk of PMIS justification sections and FLTP Implementation Guide Criteria

PMIS Justifications	FLTP Implementation Guide Criteria Linkages
Protects Natural and Cultural Resources	<ul style="list-style-type: none"> • Protection of park resources • Demonstration of need (based on a transportation project that supports protection of natural resources or preserving cultural resources)
Provide for Visitor Enjoyment (Visitor Experience)	<ul style="list-style-type: none"> • Visitor enjoyment • Demonstration of need (based on a transportation project that provides a benefit to a visitor’s experience; for example, a project that reduces congestion or provides alternate modes)
Improve the Efficiency, Safety, Reliability and Sustainability of Park Operations	<ul style="list-style-type: none"> • Health and safety • Demonstration of need (for a transportation project that improves safety, or reduces life cycle costs for a transportation asset)
Provide Cost-Effective, Environmentally Responsible, and Otherwise Beneficial Development for the National Park System	<ul style="list-style-type: none"> • Cost-effective, environmental responsible projects • Demonstration of need (based on asset management)



4. Investment Strategy

4.1. *Aligning FLTP Transportation Investments with National Priorities*

The FLTP is one of the primary funding sources for NPS transportation infrastructure. The NPS system of paved roads and bridges alone represents a federal investment of more than \$30 billion.¹¹ The FLTP helps to protect this investment by developing and implementing management systems, fostering partnerships, and using strategic planning practices similar to states and Metropolitan Planning Organizations (MPOs). Traditionally, FLTP has been a performance-based asset management program, and this remains a core focus. Over the past 20 years, the purview of NPS transportation program has expanded from a road, bridge, and parkway program to encompass visitor mobility in all modes and a focus on visitor experience, resource protection, equity, safety, climate resiliency, and innovation.

As referenced in the [2021 NPS Current State of Transportation Priorities and Needs](#), the NPS Transportation Program Goal is “to preserve and protect resources, while providing safe and enjoyable access to and within the national parks, using sustainable, appropriate, and integrated transportation solutions.” To maintain a high quality, multimodal transportation system and address key transportation priorities, the NPS focuses on three theme areas: (1) Protect the climate and advance resource protection; (2) Enhance visitor experience and connect diverse communities; and (3) Reinvest in the system and make legacy investments. The first theme highlights the NPS’ mission to protect and preserve natural and cultural resources by reducing transportation carbon emissions and preparing assets for extreme weather events and climate change. The second theme illustrates the need for multimodal transportation investments to ensure that the NPS system is responsive to increased visitor demand and enables car-free trips. The final theme stresses the importance of making critical investments in maintaining and improving the condition of roads and parkways, parking areas, bridges, and tunnels, as well as other existing transportation infrastructure and vehicles.¹²

The NPS FLTP investment decision-making process is also informed by the NPS priorities within overall U.S. DOT parameters, as described in [Section 3.1.2](#), as well as the NPS Facility Investment Strategy and NPS National LRTP, which establishes a strategic framework for transportation investment servicewide. As referenced in [Section 1.1](#), the NPS is currently updating its National LRTP; aspects of this policy and associated investment strategy will be revised after the update is finalized. In particular, there may be implications for program priorities and formulas resulting from any revised National LRTP performance measures and targets.

4.2. *FLTP Funding*

The BIL authorizes an average of \$346 million per FY (\$1.731 billion total) for the NPS portion of the FLTP between FY2022 and FY2026. This represents a 22 percent increase over the last surface transportation bill, the FAST Act.

¹¹ NPS Federal Lands Transportation Program. <https://www.nps.gov/orgs/1548/index.htm>

¹² National Park Service (NPS). September 2021. *Current State of Transportation Priorities and Needs*. https://www.nps.gov/subjects/transportation/upload/NPS-State-of-Transportation-Brochure_Sept-2021.pdf



The FLTP Policy update only applies to FLTP funds. The NPS may access complementary funding sources, as outlined in [Section 4.2.1](#), that are not subject to this policy.

4.2.1. Complementary Funding Sources

NPS transportation infrastructure is funded by a variety of funding sources, of which FLTP is one of the primary sources. Historically, FLTP represents about fifty percent of the funds used to support the Servicewide transportation portfolio. Other funding sources for NPS transportation infrastructure include fee revenue and NPS appropriations under Title 54 of the U.S. Code. In addition, [GAOA](#) provides significant funding for major transportation and other infrastructure projects.

U.S. DOT discretionary grant programs also provide needed reinvestments in large and complex projects across the NPS. Under the BIL, the NPS is eligible to apply directly to several new and reauthorized Title 23 discretionary grant programs. These include:

- Nationally Significant Federal Lands and Tribal Projects (NSFLTP) Program;
- Bridge Investment Program;
- Wildlife Crossing Pilot Program;
- Promoting Resilient Operations for Transformative, Efficient, and Cost-saving; Transportation (PROTECT) Program;
- Pollinator-friendly practices on roadsides and highway rights-of-way;
- Infrastructure For Rebuilding America (INFRA) Program; and
- Transportation Alternatives (part of the Surface Transportation Block Grant program).

NPS partners can also apply for discretionary grant programs that improve access to NPS lands, including:

- Federal Lands Access Program (FLAP);
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE);
- Rural Surface Transportation Grant Program; and
- Discretionary Grant Program for Charging and Fueling Infrastructure.

The Ferry Boat Program also provides funds to states to distribute to eligible ferry systems, based on a statutory formula. The NPS can partner with states to access these funds, as well as formula funding provided to states under the new National Electric Vehicle Infrastructure Formula Program.

NPS can use FLTP funds as well as other Title 54 funding to leverage funding from these Title 23 discretionary programs (see [Section 4.3.8](#)).

4.3. Allocation of NPS FLTP Funds

4.3.1. In General

This FLTP investment strategy applies to NPS FLTP allocation after adjustments made for legislatively mandated reductions and budgetary rules.

This policy does not apply to Federal Lands Planning Program (FLPP) funds. The FLPP Council (led by FLH) makes the determination of agency allocations based on accumulated needs from all

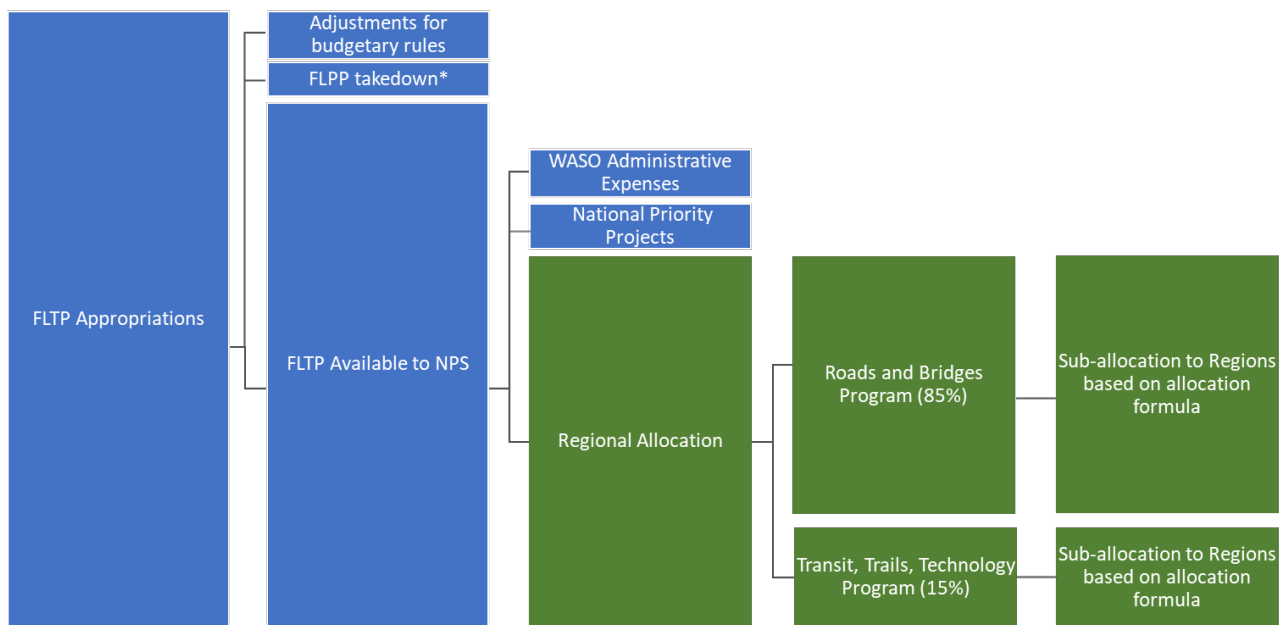


FLMAs. In addition, there are several set asides performed by FLH in this process for FLAP planning/coordination, integrated planning with states/MPOs, and for technology and research as coordinated through the FLH/FLMA Innovation and Research Council.

FLPP funds can be used for planning and management systems, including:

- Data management systems to encompass all asset types and functional areas, including road and bridge condition, trail pavement and trail bridge condition, congestion, safety, and transit.
- Strategic Servicewide planning (i.e., National LRTP and Servicewide planning activities to include unit, regional, state, or national transportation).
- Safety initiatives and activities to reduce fatalities and injuries on NPS transportation systems, other than construction.
- Research and development, including multimodal connectivity, roads, bridges, transit, trails, and emerging mobility.

Figure 3 shows the process of allocating and sub-allocating FLTP funds to program areas and regions. These program areas are further described in subsequent sections.



* PFMD, PPSS, and FLH jointly determine a percentage for FLPP annually based on need

Figure 3: Process for allocation of FLTP funds. There is not a set aside for the National Priorities of projects, it is at the discretion of WASO senior management based on critical transportation needs.

4.3.2. Division Among Programs of Regional Allocation

Beginning in FY2023, the NPS will divide the Regional Allocation among the Transit, Transportation Trails, and Technology Program; Roads and Bridges Program; and administrative expenses, as follows:



- a) Roads and Bridges Program (legacy Category I): 85 percent of the amount remaining after distributing amounts under **Sections 4.3.6 and 4.3.7**. The Roads and Bridges Program is further described in **Section 4.3.4**.
- b) Transit, Transportation Trails, and Technology Program (legacy Category III): 15 percent of the amount remaining after distributing amounts under **Sections 4.3.6 and 4.3.8**. The Transit, Transportation Trails, and Technology Program is further described in **Section 4.3.5**.
- c) DSC professionals are available for project management, compliance, architecture, engineering, planning and other project level activities. Parks and regions have articulated that many responsibilities are inherently a park's jurisdiction such as tribal liaison, compliance monitoring, archeology, traffic control, and seed harvesting and propagation. Parks and regions have expressed a need for the flexibility to fund staff that directly support the project. WASO and FHWA are developing policy for NPS support for projects, which will be addressed under separate policy addendum in the future.

4.3.3. Calculation of Regional Allocation Formulas

The NPS has revised the formulas for regional sub-allocation amounts for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program, allowing the new formulas to be used for the SCC cycle to be implemented effective FY2023.

The regional allocation formula is designed to approximate each region's needs and set financial targets that determine annual FLTP funding ceilings after adjustments for budgetary rules, takedowns, and national set asides. Previous formulas were primarily based on asset inventory, deficient roadway miles, and deferred maintenance (DM) estimates. These formulas predated more sophisticated FHWA condition data and modeling and NPS inventories for transit systems and transportation trails.

The newly developed formulas are performance-based (using established targets), informed by the newest and best available data, and are grounded in approved policies, the National LRTP, and analyses done for the [2021 NPS Current State of Transportation Priorities and Needs](#) white paper.

The newly developed formulas make increased use of performance modeling data to consider not only the inventory but a region's respective needs to address deficiencies in that inventory. The models also recognize that costs vary across the regions in determining the need to address those deficiencies. Future formula updates will involve a review of cost modeling.

Using performance data as a significant factor in the formula update for 2022 is a step toward an even more performance-driven program. However, current performance data is not comprehensive of all needs; for example, pavement condition rating (PCR) is a condition rating, not a total need for the road accounting for other factors, like unstable slopes or drainage impacts. Similarly, the Vehicle Health Index is current being refined to better represent transit fleet replacement needs for the NPS. In the future, performance data, metrics, and modeling will become more comprehensive and sophisticated to inform future formula updates. As the performance data improves, the percent of the formula based on performance in comparison to inventory can be increased. In addition, when congestion management has performance measures defined, the formulas could start to integrate congestion as a factor.



The NPS WASO will coordinate with the regions to review and assess the formulas and propose revisions at milestone events. The suggested milestones for updates or modifications to the formula are major change in the inventory data, major change in the condition data, significant changes in performance indicators, change in administration priorities, establishment of new/updated performance goals/metrics, and surface transportation reauthorization. For example, the National LRTP update can inform establishment of new or updated performance goals and metrics.

Roads and Bridges Formula Methodology

The Roads and Bridges Program formula has four factors, and an adjustment for the Alaska Region:

1. **Bridges (16.8%)**
 - o Inventory (50%): Deck area (square feet)
 - o Performance (50%): Cost to achieve 93% Bridge Health Index (BHI) target by FY2026 (target based on [2021 NPS Current State of Transportation Priorities and Needs](#) white paper)
2. **Roads (67.2%)**
 - o Inventory (50%): Focuses on priority roads with the investment of FLTP funding
 - Lane Miles (Priority Roads) (95%)
 - Lane Miles (Other Public Roads) (5%)
 - o Performance (50%): Cost to achieve 85 PCR target by FY2026 (target based on [2021 NPS Current State of Transportation Priorities and Needs](#) white paper)
3. **Safety (8%)**
 - o Fatality rate
 - o More accurate crash data can inform the formula in the future
4. **Traffic Volumes (5%)**
 - o Vehicle Miles Traveled
5. **Alaska (3%)**
 - o Recognizing the NPS Alaska Region’s unique transportation needs not captured by FHWA management systems (e.g., unpaved roads)



Transit, Transportation Trails, and Technology Program Formula Methodology

1. **Transportation Trails**
 - o The Transit, Transportation Trails, and Technology Program formula has three factors: Inventory - Trail mileage (90%)
 - o Inventory - Trail bridge deck area (10%)
2. **Recreation visitation**
 - o Average from 2016-2019
3. **Transit**
 - o DM and transit property (30%)
 - o Performance – cost to replace fleet and vessels reaching the end of their service life by FY2026 (70%)

Transit, Transportation Trails, and Technology Program Formula: Transportation Trails (30%) + Recreational Visits (30%) + Transit (40%)



Appendix C: Regional Allocation Formula Methodology provides more information on the formula calculations for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program.

4.3.4. Roads and Bridges Program

The NPS plans to focus 85 percent of the Regional Allocation for FY2023 – FY2026 toward the paved road and bridge network. The Roads and Bridges Program is intended to improve the condition and performance of these assets, which are further described in **Section 2.2.1** and eligibility under the FLTP provided in **Section 3.1**. Roads and Bridges Program funding can also be used for safety projects, including enhancements at high crash locations and routine safety improvements on road projects to meet standards.

4.3.5. Transit, Transportation Trails, and Technology Program

The NPS plans to spend 15 percent of the Regional Allocation for FY2023–FY2026 to the Transit, Transportation Trails, and Technology Program. The Transit, Transportation Trails, and Technology Program is intended to improve the condition and performance of NPS transportation assets and systems other than roads and bridges. These asset types are further described in **Section 2.2.2**, and their eligibility under the FLTP is provided in **Section 3.1**.

4.3.6. WASO and Regional Administrative Expenses

Per Title 23, section (a)(1)(A), NPS WASO and regions may use FLTP funds for FLTP administrative expenses, including salaries, travel, contracts, equipment, and supplies. All expenses are approved by NPS WASO and FLH.

4.3.7. WASO Program Planning

In coordination with the FHWA and sister FLMA's participating in the FLTP, NPS receives funds for transportation planning and the management systems such as pavement, bridges, congestion, and safety. NPS in concert with the other FLMA make annual requests, and FHWA distributes the dollars to monitor the legislative ceiling of 20%.

4.3.8. Emergency Repair Funding

This section describes business practices for reserving funding for emergency projects, including those eligible for the ERFO program. Details on the budget mechanics are still under development and will follow in a separate addendum.

4.3.9. National Priority Projects

In recent years, the transportation program has identified high priority, large projects that the park, region, or the national level cannot address financially. The NPS identified these high priority, large, complex projects to develop effective funding strategies. Considerations for national priority project funding include (but are not limited to):

- Projects at a scale that exceeds regional funding availability
- Projects that cross geographic jurisdictions
- Projects with critical timing
- Projects that require multiple funding sources at the discretion of NPS



Regions and WASO will collaboratively consider all potential funding sources for national priority projects, including FLTP. Funds made available for national priority projects may be used to support match requirements for other fund sources, or to fund project costs. This national priority projects policy applies to NPS assets or non-NPS assets that provide access to NPS units.

4.3.10. NPS BIL Transportation Grants Strategic Plan and Program of Candidate Projects

Through the development of the NPS BIL Transportation Grants Strategic Plan, WASO coordinated with the regions to develop the initial FY2022-FY2026 Program of Candidate Projects, which will be reviewed and updated annually for inclusion in the NPS Budget Green Book. The most up-to-date Program of Candidate Projects list is available on the [PPFL BIL Transportation HUB SharePoint](#) site.

The Program of Candidate Projects will be sequenced based on a number of factors, such as grants availability/eligibility, state and/or local matches, design timeline, and time criticality of the project. WASO will continually coordinate with other funding programs and the Comptroller's Office to identify funding opportunities for needs identified in the Program of Candidate Projects and make adjustments accordingly.

Starting in FY2023, before finalizing a regional sub-allocation for a fiscal year under **Section 4.3.3**, the NPS WASO will reserve funds for national priority projects as reflected by the multiyear program of projects and as needed on a yearly basis.

4.3.11. Project Development

The NPS regions are responsible for identifying funding needs and developing candidate projects through at least the engineering design and compliance phases; these activities could be funded through the FLTP regional allocation or other fund sources. NPS regions should track requested funding amounts for national priority projects as "unfunded needs" in a separate section within their regional multiyear program of projects, specifying the amount of funding requested by fiscal year and whether the project can be phased. Regions should also track funded project costs (e.g., design costs) for these projects as funded items within their regional multiyear program of projects.

The Regional Director will recommend unfunded needs to the WASO Transportation Branch, the Associate Director of the NPS Park Planning, Facilities and Lands Directorate, and the Comptroller's Office, stating that the project is a regional priority that exceeds available regional funding. The WASO Transportation Branch and Comptroller's Office will work to identify grant funding opportunities and sequence the national priority projects program of projects. FLTP funding approval for national priority projects would occur once a specific project has been identified and other funding options ruled out due to eligibility, grant success, and/or timing constraints. The Associate Director of the NPS Park Planning, Facilities and Lands Directorate or their designee will approve requested funding. Funding commitments will be communicated to all Regional Directors.

4.4. Loan/Borrow Business Practices (Unused Funds)

NPS has updated its existing loan/borrow business practices. Besides internal NPS/FLTP loan/borrow, the same opportunity is allowed in law for loan/borrows with other agencies. The legislative option for loan/borrow gained several Highway Trust Fund Reauthorizations ago continues to work well and allows every region to make funds available to be loaned; regions do so early and willingly because they know the program is required to pay them back as outlined in an agreement. These business practices allow funds that are not used by a region to be borrowed by



other regions and programs. The unused funds business practices will support the overall goal of allocating 15 percent of the Regional Allocation to the Transit, Transportation Trails, and Technology Program as described in **Section 4.3.5. Appendix E: Loan/Borrow Business Practice Updates** provides additional details on the loan/borrow business practices.

The loan/borrow agreement is an innovation of the WASO-regional partnership, and it is intended to provide program flexibility to NPS regions to plan and use available funds and, on a Servicewide basis, to maximize the use of available funds within a fiscal year. A loan/borrow agreement allows a region to either lend or borrow funds from another region or WASO under an agreement that requires the amount to be reimbursed within an agreed upon time period. Normally, there are one year pay back periods, but there is an option to pay back over several years. FWHA normally requires loan/borrows to be paid back within the authorized transportation law period. For example, a region could have a project planned for construction obligation in September of a specific fiscal year, but due to project schedule changes the signed plans specifications and estimate (PSE) will not be completed for obligation in September. The region can let WASO know that another region can borrow the allocation for a project that that region has on the shelf.

Generally, regional coordinators oversee the loan/borrow agreement between regions with WASO support and concurrence. The agreement is used as the official document to describe the terms and conditions of the loan/borrow arrangement. Each NPS Regional Director or designee signs the agreement. Copies of the executed loan/borrow agreement will be distributed to the lending region, the borrowing region, WASO, the FLH division, and FLH. Loan/borrow is tracked in the PTATS.



5. Performance: Targets, Monitoring, Reporting

5.1. *Performance-Based Federal Lands Transportation Program*

The FLTP is a performance-based program, meaning that funds are invested using management systems data as inputs to project selection and programming, performance measures are defined to measure progress, and performance targets may be set to reflect program goals or aspirations. The performance measures listed in this section represent priorities of the FLTP. NPS has developed a performance-based program for bridge, road, transportation trails, transit real inventory, and transit fleet; additional evolution of more comprehensive metrics are expected in the future to link NPS priorities to performance indicators. The FLTP program managers will closely monitor trends in these performance measures as indicators of program accomplishments.

As the FLTP is one of several sources which funds transportation projects in the NPS, the FLTP cannot solely influence transportation performance outcomes. Furthermore, the FLTP program managers seek to measure performance in several areas for which adequate performance data is not currently available. As a result, the following performance measures should not be misconstrued as representing all that is important to the FLTP.

5.2. *Adoption of NPS National Long Range Transportation Plan (2017) Performance Measures*

For this FLTP policy, the NPS adopts the majority of the performance measures and metrics in the current NPS National LRTP (July 2017). Updates to the existing National LRTP performance measures will be considered as part of the National LRTP update (starting in 2022). Three additional performance measures related to the ATP are added, utilizing data systems and research which were not available at the time that the National LRTP was developed.

This policy recognizes that not all performance measures in the 2017 National LRTP are measurable or are perfectly aligned with current program priorities. This policy recommends that the National LRTP update in 2022 consider updates to all performance measures and add the new ATP performance measures listed later in this section. A performance measure or metric can also be updated through FLTP implementation efforts concurrent or outside of the NLTRP update. In addition, more sophisticated performance metrics need to be explored for roads and bridges to capture increased details of major system components (i.e., drainage, etc.) that influence the life cycle cost and safety of the asset.

The NPS National LRTP (July 2017) performance measures are listed on pages v and vi of that plan and are reprinted below for reference.

5.2.1. **Asset Management Performance Measures**

- Condition of Highest Priority Transportation Assets
 - a) Paved Roads and Parking Areas (FC 1, 7, and Subset of 2)
 - Metric: PCR
 - Baseline: 83 PCR
 - 6-year Target: 80 PCR
 - b) Bridges (All Bridges)
 - Metric: BHI



- Baseline: 92% BHI
- 6-year Target: 90% BHI
- c) Other Asset Types (Optimizer Band 1 Assets)
 - Metric: Facility Condition Index (FCI)
 - Baseline: 0.12 FCI
 - 6-year Target: 0.11 FCI
- o Number of Park Units That Have Completed a Transportation Infrastructure Vulnerability Assessment
 - a) Metric: Number of park units
 - b) Baseline: 17
 - c) 5-year Target: At least 5 per year

5.2.2. Transportation Finance Performance Measures

- o Percentage of Transportation Funds Invested in Highest Priority Transportation Assets
 - a) Metric: Percentage of All Funds Invested in Highest Priority Transportation Assets
 - b) Baseline: 76%
 - c) 5-year Target: 95%
- o Percentage of Park Units that Meet Preventative Maintenance Targets for Highest Priority Transportation Assets
 - a) Metric: Percentage of All Park Units Meeting Targets
 - b) Baseline: n/a
 - c) 5-year Target: 100%

5.2.3. Resource Protection Performance Measures

- o Completion of the Innovative and Sustainable Transportation Evaluation Process (INSTEP) Tool
 - a) Metric: % of tool completion
 - b) Baseline: 60%
 - c) 5-year Target: 100%
- o Develop a System for Tracking and Forecasting the Condition of Culturally Significant Transportation Assets
 - a) Metric: % of system completion
 - b) Baseline: 30%
 - c) 5-year Target: 100%
- o Percentage Decrease in NPS Transportation System Emissions
 - a) Scope 1+2 Emissions
 - Metric: Metric Tons of Carbon Dioxide Equivalent (MTCO₂e) Emissions
 - 2008 Baseline: 74,000 MTCO₂e
 - 2020 Target: 48,000 MTCO₂e (35% reduction)
 - b) Scope 3 Emissions
 - Metric: MTCO₂e Emissions
 - 2008 Baseline: 104,000 MTCO₂e
 - 2020 Target: 93,600 MTCO₂e (10% reduction)



5.2.4. Visitor Experience Performance Measures

- Performance of Park Unit Websites that Provide Nine Elements of Essential Traveler Information
 - a) Metric: % of all park unit websites provide all nine elements
 - b) Baseline: varies by park
 - c) 5-year Target: 100%
- Completion of Phase II of the NPS Congestion Management Program
 - a) Metric: % completion of phase II
 - b) Baseline: 75%
 - c) Target: 100%
- Percentage of Transportation Contracts and Projects that Include Accessibility Language and are Compliant with Accessibility-Related Laws, Regulations, and Policies
 - a) Metric: % of all transportation contracts and projects
 - b) Baseline: n/a
 - c) 5-year Target: 100%

5.2.5. Safety Performance Measures

- Completion of the NPS Transportation Safety Management System
 - a) Metric: % of safety management system completion
 - b) Baseline: 30%
 - c) Target: 100%

5.3. New Alternative Transportation Program Performance Measures

The following new performance measures are added, focused on ATS. Baselines and targets for these performance measures will be developed as part of National LRTP update.

5.3.1. Alternative Transportation Asset Condition Performance Measures

- Condition of Alternative Transportation Real Property
 - a) Metric: FCI of Alternative Transportation System Lifecycle Asset Management (ATSLAM) real property inventory
 - b) Baseline: TBD
 - c) 5-year Target: TBD
- Condition of Front country or Transportation Trails
 - a) Metric: Aggregate FCI of all Front country or Transportation Trails
 - b) Baseline: TBD
 - c) 5-year Target: TBD

5.3.2. Transit Vehicle Condition Performance Measures

- Condition of NPS-Owned Transit Vehicles
 - a) Metric: Transit Health Index
 - b) Baseline: TBD
 - c) 5-year Target: TBD



Appendix A: Funding Policy Charter

This NPS FLTP policy update was developed at the direction of the Associate Director of PPFL. A workgroup of NPS staff representing WASO and regions met over the course of 2021 and early 2022 to discuss and refine the policy.

The following direction, sideboards, and topics were highlighted by leadership for the workgroup's consideration:

- Be proactive and forward-looking, including consideration of opportunities related to climate change and resilience.
- Challenge assumptions. Be aggressive and creative. Take some risks.
- Assess the policy and funding distribution formulas in relation to and bring them in line with the current Administration's priorities.
- Focus on ATS and emerging mobility.
- Discuss what is needed to maintain state of good repair of our major roads and bridges now that they are in good shape.
- Account for the National LRTP's strategies, as well as those being defined by current planning efforts.
- Address ERFO, former 5% planning, and similar related Title 23 programs.

The appendices that follow relate to policy implementation and are considered addendums outside of the formal FLTP Policy. These implementation addendums can be revisited and updated without a full update to the FLTP Policy.



Appendix B: FLTP Eligibility Guidance

Roads & Bridges (legacy Category I)

ELIGIBILITY GUIDANCE:

The following updates the May 1999 list of eligible Park Roads and Parkways (PRP) Program items found in the January 1998 [Federal Lands Highways Program, Park Roads & Parkways Revised Funding Allocation & Project Prioritization Criteria](#). This adopts the PRP guidance as modified in this document for the FLTP. This list identifies the items and their funding potential from FLTP in three separate groupings:

- Items that may be funded;
- Items that will not be funded; and
- Items that generally will not be funded, but eligible with exception which will be determined on a case-by-case basis. The Regional Director will submit a request for exception to the WASO Office, Associate Director, PPFL for approval. In some cases, the FHWA will be required to approve the request as well.

These separate groupings include the potential funding by the FLTP Program for roads and bridges (legacy Category I - 3R and 4R). Funding for some items will be jointly determined on a case-by-case basis by the NPS and FHWA based on overall FLTP Program NPS priorities and Title 23 legal eligibility criteria respectively. See the [NPS FLTP Implementation Guide \(July 2018\)](#) for a more detailed explanation of the 3R and 4R programs including background and restrictions. All eligible scope items listed in this document are assumed to be part of a larger transportation project.

Any exceptions to these guidelines can be requested in writing by the Regional Director to WASO management for review and approval.

All proposed roads, bridges and tunnels not replacing an existing asset must follow the New & Expanded ATS Definitions and Approval Process under NPS Management Policy 9.2, Transportation Systems and Alternative Transportation.

I. FLTP (Roads & Bridges) ITEMS THAT MAY BE FUNDED

A. Project Support Items (planning, studies, monitoring, etc.):

1. Project level transportation planning to develop a program of projects.
2. Traffic, engineering, and safety studies which can include modeling (baseline and forecasting of alternatives) as it relates to transportation within a park. This includes data collection efforts that could include the use of traffic counters.
3. The portions of studies and surveys directly related to transportation that address improvements to visitor utilization/capacity/mobility by transportation systems including increased access and improvements in inter-modal connectivity which can include data collection for the transportation portion of the study/survey (including improving transportation access to a park with non-NPS owned facilities).



4. Congestion management analyses (e.g., travel demand strategies, entrance stations, and roadways) that relate to transportation but that do not involve an alternative transportation system (e.g., transit or transportation trails)
 5. Visitor and traveler information technology that enhance transportation safety and congestion within a park.
 6. Identification and surveillance of crash locations.
 7. Development of roadway and bridge standards.
 8. Necessary interagency program/project formulation, partnering, and coordination meetings.
 9. Necessary natural and cultural resource inventories and analysis, within the project area as required to complete compliance activities under the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act. Funding support from the Transportation Program for studies associated to NEPA and Section 106 will be limited to 2% of the net construction cost estimate, with any exception being approved by the Regional Transportation Manager on a case-by-case basis. At no time should NEPA/106 funding exceed 5% of the net construction cost estimate for all work covered under compliance effort including preparation of compliance documents.
 10. Resource monitoring during construction or after construction shall be limited to a maximum time limit of 2 years after acceptance of the project. Parks would be responsible for any funding for resource monitoring beyond the maximum 2-year time.
 11. Architectural, landscape architectural and other professional services.
 12. Engineering design for new and existing park roads, parkways, bridges, tunnels, and parking areas.
 13. Construction engineering for contract administration, inspection, and testing.
- B. Construction and Improvements Items:**
1. Construction of new or existing park roads, parkways, bridges, tunnels, and parking areas.
 2. Paving of existing unpaved main access park roads and associated parking areas as defined by the RIP.
 3. Engineered pavement overlays as a part of system preservation that add structural value, design life, or improved skid resistance.
 4. Engineered rehabilitation and reconstruction of pavement structures, bridges and bridge decks, and tunnels.
 5. Multiple bituminous surface treatments and chip seals that form final surface on low volume roads.
 6. Application of surface treatments (e.g., chip, slurry, or fog seal coat), and crack sealing as part of a regionally approved preservation program.
 7. Preventative bridge preservation work that is a part of a regionally approved bridge program, such as bridge deck repairs or sealing, structural steel painting, structural concrete repair, engineered riprap.
 8. New or expanded standalone public parking areas will be considered a 4R project when it is a recommended solution from a documented safety study, visitor capacity study, or in a congestion management report.
 9. Up to 5 percent of the total net cost of a 3R project could be expended off of the existing roadway pavement to widen or realign the road, construct new paved pullouts or add other features that normally would be considered to be 4R work.



10. Replacement and or upgrading pedestrian facilities (walks, ramps, and crosswalks) to meet current accessibility codes (Uniform Federal Accessibility Standards and Americans with Disabilities Act and Architectural Barriers Act Accessibility Guidelines) immediately adjacent or connected to a project roadway or parking area.
11. Safety improvements resulting from road safety audits or other professionally prepared safety studies.
12. Engineered slide stabilization affecting roadway prism.
13. Installation of new or upgrading of substandard traffic barriers and bridge rails to current criteria or context sensitive design memos for historic barriers or rails.
14. Installation of new or upgrading of traffic regulatory, warning and information signs meeting the current standards of the Manual of Uniform Traffic Control Devices (MUTCD) when associated with a FLTP project or as a recommendation from a safety plan.
15. Installation of new or upgrading of substandard or nonconforming traffic markings meeting the current standards of the MUTCD when associated with a FLTP project or as a recommendation for a safety plan.
16. Relocation of park entrance sign, if it is a safety hazard or is disturbed by a FLTP project, if the sign conforms to park standards, is in a safe location and is part of an adjacent park road project.
17. Accommodating traffic control, with consideration for cyclists, and pedestrians through construction zones (the cyclist and pedestrian traffic control can include detours routes).
18. Public approach roads and interchange ramps that are under the jurisdiction and responsibility of the NPS.
19. Installation of warranted roadway and parking lot lighting, when associated with an FLTP project or as identified in a safety study. Lighting shall be dark sky friendly.
20. Repair or replacement of utilities damaged or directly disturbed by roadway work.
21. Conduits crossing under the roadway to accommodate future utilities may only be done as part of an adjacent transportation project.
22. Permanent traffic and parking counting equipment not covered under the Field Operations Technical Support Center (FOTSC) Program, when associated with an FLTP project.
23. Horizontal construction and utility conduits within the roadway prism.
24. Restoration, revegetation, landscaping, and mitigation measures of areas disturbed by road construction. Revegetation plans are required to be approved before any revegetation funds will be distributed. See Revegetation Guidelines for further information.
25. Provisions for pedestrians and cyclists within or adjacent to roadway prism when warranted for safety or compliance reasons.
26. Restoration to pre-project condition of borrow pits and staging areas created by, or to the extent impacted by projects funded from the FLTP.
27. Day labor and equipment rental that has been determined to be cost effective, for work being performed in accordance with approved plans and specifications.



28. Adding new, realigning, rehabilitation and or replacement of deteriorated, undersized, or poorly located roadway drainage structures. Drainage structures that improve environmental characteristics as defined by compliance are eligible and will be evaluated on a case-by-case basis.
29. Railroad crossing gates, signs, and pads.
30. Fencing of new right-of-way if required for safety or compliance.
31. Experimental features where there is a planned monitoring evaluation schedule.
32. The cleaning, repair, rehabilitation, and or replacement of joints, drainage systems, structural components, and painting on bridge structures.
33. The demolition and removal of bridges, structures, or roadway pavements to reduce infrastructure.
34. Intelligent Transportation Systems (ITS) and Transportation Management Systems (TMS) that improve roadway operations and safety. ITS and TMS improvements that are related to an Alternative Transportation System shall be undertaken within the Transit, Transportation Trails and Technology Program (Category III).
35. Response to emergency conditions resulting from an ERFO eligible event in advance of receipt of ERFO funding. ERFO funds will be used to reimburse the program for incurred expenses.
36. FLTP funds may be used for non NPS owned or maintained facilities within or adjacent to the park boundary for partnership and grant matches, only if the project improves park transportation access, safety, and complies with the overall NPS eligibility guidelines stated herein. For example, construction of transportation facilities not owned/administered by the NPS, including those which are a part of the grant match that provides benefits to the park unit.

C. Program Administration and Management:

1. Permanent and term staff salaries, travel, relocation, training, contracting and equipment for approved Regional Transportation Program, DSC Transportation Program, WASO and FLHD staff necessary to administer the program. Requires WASO and FHWA annual approval.
2. Transportation program meetings

II. ITEMS THAT WILL NOT BE FUNDED WITH FLTP

A. Project Support Items (planning, studies, monitoring, etc.):

1. General park or visitor use planning that is not part of transportation planning activities.
2. Non-program specific conferences, field trips, or training conferences.
3. Archeological investigations, cultural compliance and environmental compliance work pertaining to areas outside project area.
4. Work outside the original scope and/or budget of a project (except by approved amendment of the project agreement).
5. Upgrading features or items that are disturbed by the project work to components not justified by compliance, national standards, or NPS policy.

B. Construction and Improvements Items:

1. Landscaping and irrigation systems of areas not disturbed by FLTP Program road construction.
2. Revegetation, landscaping, and environmental impact mitigation pertaining to areas outside the project area.



3. Utilities, facilities, and buildings not disturbed by construction of the FLTP road project.
4. Walls and erosion protection that are not part of or do not support or protect the roadway prism.
5. General park development projects.
6. Park road that serves only an administrative site such as park housing, maintenance areas, park dormitory or park headquarters (or a combination of these), or any road which is not open to the general public.
7. Repairs to or replacement of fences not disturbed by FLTP road construction.
8. Fences constructed for aesthetics.
9. Replacement of good condition walks, curb, drainage structures or other paved surfaces only for aesthetic reasons (e.g., to match colors etc.).
10. Pedestrian accessibility improvements not immediately adjacent to a project road or parking area (see Transit, Transportation Trails, and Technology Program eligibility guidance for transportation trail and transportation trail bridge eligibility).
11. Acquisition of heavy construction equipment.
12. Lighting systems for trails and sidewalks or for spotlighting structures or other park features.
13. Traffic barriers which do not meet current crashworthy standards under National Cooperative Highway Research Program (NCHRP) Report 350 guidelines or are not approved in a design exception for historic barriers.
14. Replacement or repair of utilities which are on NPS land by permit.
15. Restrooms, interpretive displays, picnic tables, fire rings.
16. Vertical construction for buildings/structures within the roadway including entrance stations.

III. ELIGIBLE WITH EXCEPTION

FLTP funding will generally not be made available for the following items: Funding will be determined on a case-by-case exception, submitted by the Regional Director, taking into consideration overall relative FLTP priorities, legislative eligibility in Title 23 and approved by the WASO Office, Associate Director, PPFL. Approval by FHWA may be required as well to meet Stewardship and Oversight requirements of Title 23.

A. Project Support Items (planning, studies, monitoring, etc.):

1. Acquisition of necessary scenic easements and scenic or historic sites.
2. Technology Transfer Projects.

B. Construction and Improvements Items:

1. Multi-purpose paths, unless they are consistent with the park's approved master plan, and are:
 - a. Part of a roadway prism, necessary for safety reasons and if bike traffic warrants, OR
 - b. Independent paths used for transportation and safety reasons based on crash and traffic data analysis.
2. Interpretive signage.
3. Construction of roadside rest area including water and wastewater facilities.



4. Non-NPS roadways, unless (a) funds are used as the match for federal transportation grants or other transportation funding programs; and (b) the project improves transportation access or safety to the NPS park unit.
5. Boat launching ramps and docks.
6. Equipment except specialized or unique equipment that can only be used to make the transportation facility functional.
7. Construction of erosion control and environmental mitigation measures not directly related to roadway or bridge construction or caused by an event that directly results in damage or disturbance to adjacent slopes that could affect road function.
8. Construction of project support facilities, such as contractor camps, unless the benefit analysis has demonstrated a direct, long term and cost-effective benefit to the transportation program and unless recommended by the regional director and approved by the WASO Associate Director, PPFL. In some cases, the FHWA will be required approve the request as well.

Transit, Transportation Trails & Technology (legacy Category III)

ELIGIBILITY GUIDANCE:

The following updates the 2019 Eligibility Criteria - FLTP / Category III Alternative Transportation Program. This list will identify the items and their funding potential from FLTP in three separate groupings:

- Items that may be funded;
- Items that will not be funded; and
- Items that generally will not be funded, but eligibility will be determined on a case-by-case basis.

These separate groupings will include the potential funding by the FLTP Program for transit, transportation trails, and technology (legacy Category III). Funding for some items will be jointly determined on a case-by-case basis by the NPS and FHWA based on Title 23 and overall FLTP Program priorities. See the [NPS FLTP Implementation Guide \(July 2018\)](#) for a more detailed explanation of ATS – transit, transportation trails, and technology – including background and restrictions. All eligible scope items listed in this document are assumed to be part of a larger alternative transportation system or project.

Any exceptions to these guidelines can be requested in writing by the Regional Director to the WASO PPFL Transportation Division for review and approval.

All proposed ATS to include transit systems and trails must follow the New & Expanded ATS Definitions and Approval Process under NPS Management Policy 9.2, Transportation Systems and Alternative Transportation.

For the purposes of this Eligibility Criteria, ATS are defined as land or water-based transit systems (not individual conveyances) or multimodal trail systems, which includes:



- Land Transit (bus, trolley, tram, rail, and in some cases snowmachine)
- Water Transit (ferry/watercraft)
- Transportation trail – accommodates both pedestrians and bicycles and connects to a larger transportation system including land and water-based transit and/or regional trail systems or direct connections to a community (not recreational trails).

I. FLTP ITEMS THAT MAY BE FUNDED

A. Project-specific Support Items (data collection, analysis, preliminary transportation engineering, surveying, mapping, publication and other services related to ATS planning):

1. Studies related to fuel changes, enhancement and/or expansion of existing ATS, including evaluation of no-build and all other reasonable alternatives.
2. The portions of studies and surveys directly related to ATS that address improvements to visitor utilization/capacity/mobility by ATS, including new systems, congestion, increased access, enhanced modal opportunities and improvements in inter-modal connectivity to include data collection for the transportation portion of the study/survey (including improving ATP access to a park with non-NPS owned facilities).
3. Safety studies related to an alternative transportation system and/or multimodal access/use within a park.
4. Studies that consider using ATS as a tool to meet an area's desired conditions.
5. Studies related to natural and cultural resources within well-defined ATS project limits (including vegetation, noise, air quality). Funding support from the Transportation Program will be limited to 2% of the total project cost estimate.
6. Studies that address economic feasibility, including financial analysis, and total system life-cycle cost analysis of existing, enhanced, or proposed ATS.
7. Assessments of ATS vehicles, including evaluation and planning for new, rehabilitation and/or replacement including new fuel sources and associated infrastructure.
8. Assessments of ATS facility and support infrastructure.
9. Assessments of transit system technology, analysis, and planning (i.e., clean fuels, vehicle specifications, ITS systems, and ATS aspects of managed access /reservation system analysis).
10. Congestion Management analyses (e.g., travel demand strategies, transit, entrance stations, and roadways/trails serving multi-modal transportation purposes) that relate to transportation.
11. Peer reviews and value analyses of ATS planning alternatives/studies.
12. Operational and performance analyses of existing or proposed ATS and/or pilot projects to test new technologies, assumptions, and strategies.
13. Traffic and pedestrian modeling (baseline and forecasting of alternatives) as it relates to ATS within a park. This includes data collection efforts that could use traffic and trail counters.
14. The portions of cultural and environmental compliance documents related to ATS.
15. Develop a park specific 5-Year Plan of ATS Projects for prioritization.
16. Development of project-specific standards or guidelines.



17. Feasibility studies for the need, placement, specifications of the purchase and installation of electric charging infrastructure for vehicle and transit public use.

B. Construction and Improvements Items:

1. NON-FACILITY PROJECTS

- a. Land or water-based vehicle procurement including:
 - i. Specification development;
 - ii. Purchase, including new, replacement, or rehabilitation of NPS owned and NPS obligations to partnership agreements;
 - iii. Lease.
- b. Visitor and ITS that enhance transit efficiency and ATS safety.
- c. Operation & Maintenance (O&M) Costs (Approval by Regional Director and WASO Associate Director, PPFL on a case-by-case basis and supported by comprehensive operational financial business model study and sustainable/economical recommendation).

2. FACILITY PROJECTS

- a. Fueling systems. Purchase and installation of electric vehicle (EV) charging infrastructure for vehicle and transit public use.
- b. Maintenance and transit storage facilities related to an ATS.
- c. Improvements to road infrastructure related to an ATS (turning radius, parking lots, lane widening, adding shoulders, and in-pavement braking pads). Road repairs that are eligible under Roads & Bridges / legacy Category I funding can only use ATP funding if the road is dedicated to ATS only.
- d. Bikeshare, kayakshare, or other similar multi-modal facility identified as part of a multimodal plan or partnership agreement.
- e. Multimodal trail systems:
 - i. New multimodal trail segments that improve connections to intermodal, regional and local community trail systems and/or transportation nodes;
 - ii. Transportation trail and transportation trail bridge rehabilitation.
 - iii. Bike racks on a transportation trail.
- f. Informational signs and wayfinding as identified in a safety plan

3. Safety Improvements:

- a. Installation of new barriers, trail bridge rails, and pavement markings associated with an ATS;
- b. Design, manufacture, and installation of new regulatory, warning, and informational, signs associated with an ATS that are not cyclic replacement in nature;
- c. Railroad crossing gates, signs, warning equipment for rail based ATS;
- d. Improvements to multimodal trail surfaces and layout;
- e. Site and landscape improvements including limited amenities linked to the ATS project scope.
- f. Restoration, revegetation, landscaping, and mitigation measures of areas disturbed by an approved ATS project. Revegetation plans are required to be approved before any revegetation funds will be distributed. See Revegetation Guidelines for further information.
- g. Docks for Ferry Boats.



- h. Initial construction of utilities serving ATS. Repair of utilities directly impacted by construction/rehab of ATS.
- i. Replacement and or upgrading pedestrian facilities (walks, ramps, and crosswalks) to meet current accessibility codes (Uniform Federal Accessibility Standards and Americans with Disabilities Act and Architectural Barriers Act Accessibility Guidelines) immediately adjacent or connected to an ATS.

C. Program Administration and Management:

- 1. Project-related professional support and consulting fees.
- 2. Project oversight including project management, construction supervision and reporting requirements including:
 - a. Architectural, landscape architectural, engineering and other professional services.
 - b. Construction engineering for contract administration, inspection and testing.
 - c. Transit contract preparation.
- 3. Project Match contributions, in whole or in part, for ATS partnership planning/studies or capital projects in coordination with eligible regional, state, and local jurisdictions.

II. ITEMS THAT WILL NOT BE FUNDED WITH FLTP

A. Project Support Items; Construction and Improvement Items; and Program Administration and Management:

- 1. Any items *not* directly related to an ATS or are outside an ATS project limits, such as:
 - a. General park or partnership project planning;
 - b. Cultural and natural/environmental compliance, including archaeological investigations;
 - c. Reservation System studies and analyses;
 - d. General park or visitor use planning that is not part of transportation planning activities;
 - e. Revegetation, landscaping, irrigation systems or environmental impact;
- 2. Trail systems that:
 - a. Do not connect to an intermodal/multi-modal transportation network or a regional or community trail system;
 - b. Functions as a separate recreational trail system;
 - c. Serves only administrative sites (i.e., park housing, maintenance areas, or any area not open to the general public).
- 3. Replacement of good condition walks, curb, drainage structures or other paved surfaces only for aesthetic reasons (e.g., to match colors etc.), or fences constructed for aesthetic reasons.
- 4. Acquisition of heavy construction equipment.

III. ELIGIBLE WITH EXCEPTION

FLTP funding will generally not be made available for the following items: Funding will be determined on a case-by-case exception, submitted by the Regional Director taking into consideration overall relative FLTP priorities, Title 23 eligibility and approved by the WASO Office, Associate Director, PPFL. Approval by FHWA may be required as well to meet Stewardship and Oversight requirements of Title 23.



A. **Construction and Improvements Items:**

1. Roadway improvements (i.e., parking lots, lane widening, adding shoulders, or paving that are eligible under Roads & Bridges – legacy Category I funding) except where specifically dedicated to new, expanded, or existing ATS.
2. Work outside the original scope and/or budget of a project (except by approved amendment of the project agreement).
3. Non-NPS assets (trails, transit, etc.), unless (a) funds are used as the match for federal transportation grants or other transportation funding programs; and (b) the project improves transportation access or safety to the NPS park unit.



Appendix C: Regional Allocation Formula Methodology

Formula Transition Adjustment

This formula update will be phased in during FY2023 and FY2024 with an adjustment made based on the combined level of Roads and Bridge Program (legacy Category I) and Transit, Transportation Trails, and Technology Program (legacy Category III) funding based on a comparison to funding levels of the old formula.

The NPS WASO will coordinate with the regions on the FY2023 adjustment. The phase-in period over the two years will be developed by WASO so that regions can plan for a formulation target for FY2023-FY2024.

Roads and Bridges Program

For the Roads and Bridge Program, the previous Category I formula was based on inventory (square footage of bridges and miles of road). At the time, that inventory data was the most reliable and consistent data that could be used for the formula.

The updated Category I formula is based on inventory (square footage of bridges and lane miles of paved road), performance modeling of cost to achieve the desired condition (BHI of 93 and PCR of 85), fatality rate, and vehicle miles traveled. The greater the lane miles of paved road, the greater the square footage of bridge deck area, the greater the performance modeling cost data to achieve BHI 93 and PCR 85, the greater the traffic volume, and the greater the fatality rate, the more FLTP funding the region would receive as a percentage of the total FLTP funding for regional allocation. Performance modeling cost data for bridges is derived from the FHWA Bridge Inspection Program. Performance modeling cost data for paved roads is derived from the FHWA pavement management system recommendations. Traffic volumes are measured from the NPS traffic monitoring system. Fatalities are from the Fatal Accident Reporting System (FARS).

Using the best available performance data, the formula update is using 50% inventory and 50% performance data for both the road and bridge factors.

Future formula updates should review the consistency and quality of bridge and road performance data. The updated formula uses 95% of the formula for priority roads. The approach of prioritizing the priority roads (functional class 1, 7 and a subset of 2) is supported by the 2017 National LRTP. The Transportation Finance Objective of the National LRTP created a performance measure for “percentage of transportation funds invested in highest priority transportation assets.” That objective has a performance metric target of 95%.

Additionally, the overall weighting factors for bridges and roads shifted from 4% bridges/33% roads to 16.8% bridges/67.2% roads. This shift reflects how the performance data shows funding is being invested into both asset types currently.

Safety and traffic remained at the same percentages as the old formula. At a future point when the National LRTP update is complete or the safety management system data improves, the percentage for safety in the formula can be re-evaluated.



In addition, recognizing the NPS Alaska Region's unique transportation needs not captured by FHWA management systems (e.g., unpaved roads), the formula includes 3% for Alaska.

The formula is made up of both (1) dynamic information that changes over time due to various activities (additional parks with new road miles added to the regions portfolio, successfully securing a large grant to improve a road or other transport asset, or improvements with traditional funding streams, etc.) which should be updated routinely (approximately 1-2 years) by staff professionals; while, (2) static formula factors and weights should stay constant with changes triggered only by a full Servicewide and FHWA policy evaluation and coordination before finalized and implemented. It should also be understood that regions and WASO leadership can request a partial (Dynamic) or full (Dynamic and Static) review at a logical point in the annual program development cycle.



Table 3: Updated and Previous Weightings for Roads and Bridges Program Formula

Asset Class/Priority Area	Updated %	Updated Formula Factors	Previous %	Old Formula Factors
Bridges	16.8%	50% Inventory (Square footage (SF) of Deck Area) 50% Performance (\$ to reach 93% BHI by 2026)	4%	Inventory (SF of Deck Area)
Roads	67.2%	50% Inventory (lane miles) <ul style="list-style-type: none"> • 95% to priority road lane miles 5% to other 50% Performance (\$ to reach 85 PCR by 2026)	33%	Inventory (centerline miles) Road and Bridge Inventory was combined to be 37% of the formula
Deficient Miles	n/a	(Covered above with performance \$ to reach 85 PCR)	50%	Defined as % deficient miles=Poor miles+.5*Fair miles as a ratio to the total lane miles
<i>Bridges and Roads Combined Sub-Total</i>	84%		87%	
Safety	8%	Fatality Rate	8%	Accidents per million of vehicle miles travelled (MVMT)
Miles	5%	Vehicle miles travelled (VMT)	5%	VMT
Alaska	3%	A floor rate for Alaska		



Formula Factor Data Sources

For the 16.8% bridge factor in the formula, 50% is based on the inventory of SF of bridge deck and 50% of the cost to achieve a BHI of 93 by FY2026.

For the 67.2% road factor in the formula, 50% is based on the inventory lane miles of paved road and 50% of the cost to achieve a PCR of 85 by FY2026.

Table 4: Current BHI and Cost to Achieve Target BHI

Region	Current BHI	Cost to Achieve Target BHI of 93% over next 5 Years ¹³
National	92.6%	-
Alaska	92.9%	\$9,000,000
Intermountain	89.9%	\$86,400,000
Midwest	96.4%	\$9,600,000
National Capital	89.5%	\$87,000,000
Northeast	90.4%	\$19,200,000
Pacific West	91.5%	\$30,600,000
Southeast	95.9%	\$46,800,000
Total		\$288,600,000

Table 5: Current PCR and Cost to Achieve Target PCR

Region	Current PCR	Cost to Achieve 85 PCR Over 5 Years ¹⁴
National		
Alaska	85.5	\$2,528,413
Intermountain	83.3	\$267,076,657
Midwest	80.7	\$36,534,523
National Capital	64.8	\$262,935,316
Northeast	71.6	\$206,431,890
Pacific West	77.3	\$246,380,608
Southeast	83	\$340,621,816
Total		\$1,362,509,223

¹³ Regional estimates were developed by Federal Highway Administration Bridge Engineers using the *Pontis* Bridge Management Software Tool, April 2022.

¹⁴ Regional estimates were developed by Federal Highway Administration Road Engineers using the Highway Pavement Management Application (HPMA) Software Tool, April 2022.



Table 6: VMT by Region

Region	VMT (millions)	Percentage
Alaska	2.4	0.1%
Intermountain	691.4	22.3%
Midwest	31.1	1.0%
National Capital	1,287.3	41.6%
Northeast	168.4	5.4%
Pacific West	307.5	9.9%
Southeast	609.0	19.7%
Total	3,097.1	100.0%

For the Category I formula for Roads and Bridges, the factors of bridge inventory/costs to improve, road inventory/cost to improve, fatalities vehicle miles traveled, and the 3% for Alaska are not weighted differently than the new formula.

The final recommendation of the FLTP Policy Team was to use 50% of the inventory and 50% of the performance modeling data for bridges and roads. This compromise considers that bridge and road performance data do not represent all the potential needs for a road improvement project.

Table 7: Roads and Bridges Program (legacy Category I) comparison of legacy formula allocations by region

Region	New Allocation	Old Allocation	Change
Alaska	3.00%	3.00%	0.00%
Intermountain	23.06%	29.56%	-6.50%
Midwest	3.74%	4.06%	-0.32%
National Capital	15.78%	8.84%	6.94%
Northeast	10.74%	8.83%	1.92%
Pacific West	17.73%	24.30%	-6.57%
Southeast	25.94%	21.41%	4.54%

Transit, Transportation Trails, and Technology Program

The NPS Multimodal Work Group developed initial metrics that could be used in an updated formula. Technical engineering support using management systems data and modeling capabilities was provided by the FLH, Eastern FLH Office professionals identified in Appendix F. The Work Group assigned pros and cons to each metric and evaluated how each would meet the ATP goal areas.

The initial list included the following metrics:

- Recreational visitation
- Total transit ridership/boardings
- Business models that have a financial NPS stake in system
- Analyses done for the [2021 NPS Current State of Transportation Priorities and Needs](#) white paper
- Recapitalization of vehicles/watercraft in next 5 years
- Real property needs for ATS facilities



- Transportation trail miles, including # of trail bridges
- Regional linkages/# of parks with a multimodal system outside of the park

FLTP coordinators were solicited for feedback, and efforts continued with the Multimodal Work Group to support the policy update team. Weights were selected based on regional coordinator selections, priority ranking of metrics, and Multimodal Working Group reliance on data availability/quality.

Final Allocation Base Numbers

- Transportation Trails: Overall 30% of the formula
 - Transportation trails data base, not front country trails from the National LRTP
 - Metric is miles
 - 90% of the subcategory
 - Transportation trail bridge deck area was also incorporated during policy team discussions
 - Metric is deck square footage
 - 10% of the subcategory
 - Transportation Trail length and Transportation Trail Bridge square footage was combined into a single category during policy team discussions.
- Visitation - recreation visitation: Overall 30% of the formula
 - Used recreation visitation from NPS stats
 - Average recreation visits from 2016-2019*
 - *2020-2021 excluded due to COVID-19 pandemic and dramatic drop in visitation
- Transit: Overall 40% of the formula
 - Fleet and ATS were combined as a single category similar to trails during policy team discussions.
 - ATS Real Property – From ATSLAM
 - 30% of the subcategory DM and transit property
 - Remove trail DM from this category as it was not calculated by mile, but by trail with no consistency in how reported in the Facility Management Software System (FMSS). This ensures it is not double counted in the Transportation Trails category
 - ATSLAM data, as well as current replacement value (CRV) and FCI are as of FY2021 Year End
 - The DM with 35% markup is not yet available in all Asset Management Reporting System (AMRS) reports, so it was brought in from another report
 - DM with 35% markup is intended to represent DM with a gross construction markup, and is what the NPS will be reporting in the future
 - Please note, Paved Roads locations already have a 35% markup in FMSS, so those locations DM are unchanged
 - The road, parking, and trail data was removed from ATSLAM data to ensure it was not accounted for in multiple category locations
 - Performance – Cost to replace fleet and vessels reaching the end of their service life by FY2026
 - 70% of the subcategory NPS owned vehicles
 - Started to look at Vehicle Health Index (VHI), but data wouldn't be available until later in the year



- Difficult to determine how to capture those VHI numbers in something that could be represented in the formula
- Formula number is based on the NUMBER of vehicles that will need to be replaced in the next 5 years (the life of the bill) – pulled from Transit Inventory database
- Number is the total cost of replacement in 5 years
- ONLY NPS owned vehicles, includes ferries (no concessions or vehicles provided by contracts)
- Ranger III is included

The proposed Transit, Transportation Trails, and Technology Program formula is not perfectly consistent with the Roads and Bridges Program in terms of inventory. The Roads and Bridges Program is based on road bridge inventory, while Transit, Transportation Trails, and Technology Program has replacement of vehicles, but is the best available data at the time of the formula update.

As the Transit, Transportation Trails, and Technology Program formulas are revisited, the 5-year transit fleet replacement needs should be evaluated to see if a region has a larger need beyond the 5-year window for the transit fleet.

Table 8: Updated and Previous Weightings for Transit, Transportation Trails, and Technology Program Formula

Asset Class/Priority Area	Updated %	Updated Formula Factors	Previous %	Previous Formula Factors
Transportation Trails	30%	Trail Length (miles) 90% Trail Bridges (number of) 10%	18.35%	Trail Length (feet)
Visitation	30%	Recreational Visits (average 2016-2019)	18.35%	
NPS Transit System	40%	ATS Real Property (30%) NPS owned Fleet Replacement (in the next 5 years) (70%)		
Deferred Maintenance (DM)			18.35%	Aggregate Ratio - DM Trans excl trails / DM Total Asset (%)
Historic Funding			23.85%	Past Obligations (%)
Base Regional Distribution			21.10%	



Table 9: Transit, Transportation Trails, and Technology Program (legacy Category III) comparison of legacy formula allocations by region

Region	New Allocation	Old Allocation	Change
Alaska	2.12%	6.42%	-4.30%
Intermountain	20.30%	16.59%	3.71%
Midwest	14.69%	9.54%	5.15%
National Capital	20.01%	11.77%	8.24%
Northeast	16.25%	18.22%	-1.97%
Pacific West	17.12%	22.09%	-4.97%
Southeast	9.51%	15.38%	-5.87%

Formula Factor Data Sources

The formula for distributing Category III funding is based on the three attributes of transportation trails (trail length and trail bridge deck area), recreational visits, and transit performance data (ATSLAM DM not including trails and vehicle replacement costs thru FY2026). The more transportation trails/bridge, the most visitation, the more DM on transit facilities, and the more NPS owned transit vehicles planned for replacement by FY2026, the more Category III funding the Region would receive. Trail bridge mileage is derived from the updated transportation trail inventory. Recreational visits are from the NPS Public Use Statistics Office. Alternative Transportation System real property DM is from the ATSLAM database. NPS Owned Vehicle replacement is from the Facility and Business Management System (FBMS).

Figure 4: Miles of Transportation Trails by Region

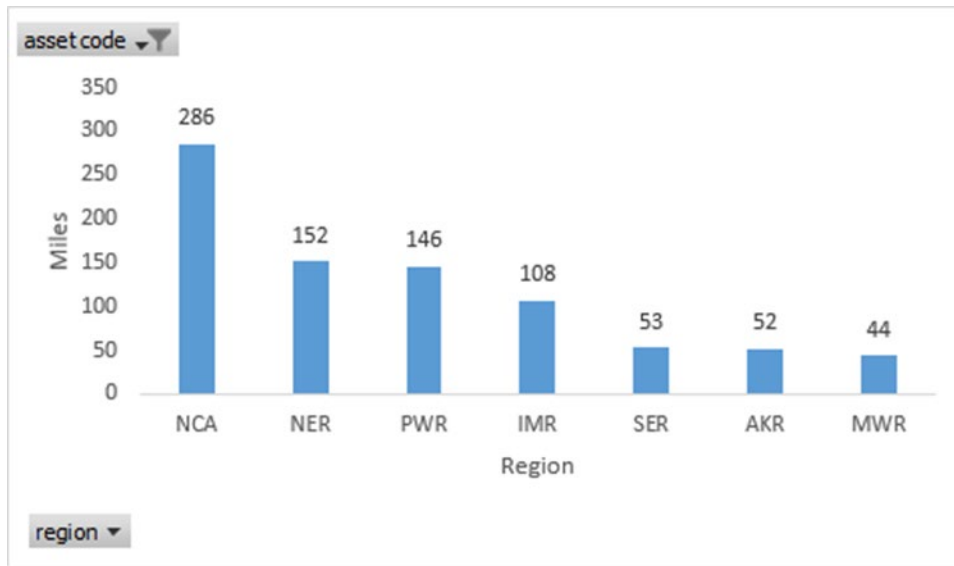




Table 10: Average Visitation by Region from 2016 - 2019

Region	Recreation Visits (Avg. 2016-2019)	Percentage
Alaska	3,143,788	0.97%
Intermountain	55,966,767	17.21%
Midwest	21,714,252	6.68%
National Capital	54,604,571	16.79%
Northeast	59,189,183	18.20%
Pacific West	67,247,545	20.68%
Southeast	63,324,317	19.47%
Total	325,190,423	100%

Table 11: NPS Transit Systems: ATS Real Property (FMSS)

Region	ATSLAM w/ 35% markup	Percentage
Alaska	8,137,326.57	1.23%
Intermountain	196,698,622.32	29.66%
Midwest	45,710,103.71	6.89%
National Capital	68,850,168.35	10.38%
Northeast	219,392,925.14	33.08%
Pacific West	79,808,110.10	12.03%
Southeast	44,650,708.99	6.73%
Total	663,247,965.18	100%

Table 12: NPS Transit Systems: NPS Owned Vehicles (FBMS) (needing replacement in next 5 years, FY2022-FY2026)

Region	# of Vehicles to be Replaced	Recap costs	Percentage
Alaska	0	\$0	0.00%
Intermountain	77	\$32,285,000	28.84%
Midwest	4	\$41,530,000	37.09%
National Capital	6	\$7,500,000	6.70%
Northeast	28	\$7,300,000	6.52%
Pacific West	25	\$20,325,000	18.15%
Southeast	7	\$3,022,240	2.70%
Total	147	\$111,962,240	100%



Appendix D: Loan/Borrow Business Practice Updates

For the interim period FY2023 to FY2026, the following is proposed to support the loan borrow business practice:

1. **Inter Region** (between regions and between WASO and regions): Loan/borrow proposed as before. Loans between regions will be paid back when there is a full year appropriation according to the agreed to plan (over one year or multiple years). Loan/borrow between programs can be a tracking mechanism for Roads and Bridges Program (legacy Category I) and Transit, Transportation Trails, and Technology Program (legacy Category III) program areas.

PTATS Best Practice: For year end loans with balances in Roads and Bridges Program *and* the Transit, Transportation Trails, and Technology Program, do an intra region loan first to combine into either Roads and Bridges Program or the Transit, Transportation Trails, and Technology Program to loan only from one source between regions.

2. **Intra Region** (within a single region): At the beginning of each fiscal year before any allocation of funding as ceilings loaded into PTATS:
 - a. No formal loan documentation in terms of a memo required but documentation is advised. WASO will request information from regions for monitoring, tracking and reporting purposes.
 - b. Utilize PTATS for the intra loan tracking when the payback occurs (the payback is at the regional level).
 - c. NOTE: PTATS is being updated to show the intra loan tracking.

3. During FY2024, WASO in conversation with the regions can look at the multiyear for how to distribute the unspent Transit, Transportation Trails, and Technology Program funds to regions with Transit, Transportation Trails, and Technology Program projects on the shelf or on the written multiyear. This supports the national goal of spending 15 percent on Transit, Transportation Trails, and Technology. If the projects are not in a region's multiyear for FY2025/2026, then WASO can start the Transit, Transportation Trails, and Technology Program redistribution (Transit, Transportation Trails, and Technology Program only) without payback. This is a check to plan for being on target for 15 percent Transit, Transportation Trails, and Technology Program at the national level.

PTATS Best Practices: For unobligated funding at year end, the region with a year balance needs to loan that amount to WASO so WASO can pay back the region the following fiscal year. In the event the actual balance is different than the PTATS balance is re-distributed (and WASO needs to create the documentation for when WASO distributes funds back to the regions).

ACTIONS:

1. Make a PTATS standard annual report for PTATS allocations (and report on obligations) for the Roads and Bridges Program and the Transit, Transportation Trails, and Technology Program, for WASO Review of the Region's performance tracking (check point at the end of FY how close we are getting to 15 percent by region and total and cumulative).



2. Add to the existing business practice for loan borrow the following language:
Loan/borrow should not hold up a region seeking funding for a high priority project, if the region does not have enough funding within the overall regional allocation (of either category I or III) for a high priority project, the region should coordinate with WASO for alternative funding solutions.



Appendix E: Acronyms

AMRS	Asset Management Reporting System
ATP	Alternative Transportation Program
ATS	Alternative Transportation Systems
ATSLAM	Alternative Transportation System Lifecycle Asset Management
BHI	Bridge Health Index
BIL	Bipartisan Infrastructure Law
BIP	Bridge Inventory Program
CRV	Current Replacement Value
DM	Deferred Maintenance
DOI	Department of Interior
DSC	Denver Service Center
ERFO	Emergency Relief for Federally Owned Roads
EV	Electric vehicle
FARS	Fatal Accident Reporting System
FAST Act	Fixing America's Surface Transportation Act
FBMS	Facility and Business Management System
FC	Functional classification
FCI	Facility Condition Index
FHWA	Federal Highway Administration
FLAP	Federal Lands Access Program
FLH	Federal Lands Highway
FLMA	Federal Land Management Agency
FLPP	Federal Lands Planning Program
FLTP	Federal Lands Transportation Program
FMSS	Facility Management Software System
FOTSC	Field Operations Technical Support Center
FY	Fiscal Year
GAOA	Great American Outdoors Act
INFRA	Infrastructure For Rebuilding America
INSTEP	Innovative and Sustainable Transportation Evaluation Process
IRB	Investment Review Board
ITS	Intelligent Transportation Systems
MPO	Metropolitan Planning Organization
MTCO _{2e}	Metric Tons of Carbon Dioxide Equivalent
MUTCD	Manual of Uniform Traffic Control Devices
MVMT	Millions of vehicle miles travelled
National LRTP	National Long Range Transportation Plan
NCHRP	National Cooperative Highway Research Program
NEPA	National Environmental Policy Act
NPS	National Park Service
NSFLTP	Nationally Significant Federal Lands and Tribal Projects
O&M	Operation & Maintenance



PCR	Pavement Condition Rating
PMIS	Project Management Information System
PPFL	Park Planning, Facilities and Lands Directorate
PROTECT	Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation
PRP	Park Roads and Parkways
PSE	Plans specifications and estimate
PTATS	Park Transportation Allocation and Tracking System
RAISE	Rebuilding American Infrastructure with Sustainability and Equity
RIP	Road Inventory Program
SCC	Servicewide Comprehensive Call
SF	Square footage
TMS	Transportation Management Systems
U.S. DOT	United States Department of Transportation
VHI	Vehicle Health Index
VMT	Vehicle miles travelled
WASO	Washington Support Office



Appendix F: Contributors

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