**Federal Lands Transportation Program**

**Instructions for Fiscal Years 2022 – 2026**

**Investment Strategy**

**May 19, 2022**

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# Purpose

The purpose of this document is to provide the eligible Federal Land Management Agencies (FLMAs), who are authorized set funding amounts in the Infrastructure Investment and Jobs Act (IIJA), with instructions for developing their multi-year Federal Lands Transportation Program (FLTP) investment strategy(ies). As recipients of the FLMAs’ strategies, one of the Federal Highway Administration’s (FHWA) stewardship roles is to ensure that FLTP funds are used in accordance with 23 United States Code (U.S.C.) 203. The law under 23 U.S.C. 203(b)(2)(B) cites performance management as an area of consideration by the Secretary of Transportation on the use of program funds. The Headquarters Office of Federal Lands Highway’s (HFL) review of the FLMA investment strategy will consider the extent to which the program supports performance management and will also take into account the Partner resource and asset management goals as described in the FLMA’s investment strategy document. Based on the requirements of the IIJA, all eligible FLMAs receive a base authorization amount. Therefore, unlike past authorizations, these instructions apply to all eligible FLMAs cited in 23 U.S.C. 203, including the Presidio Trust, the sole independent Federal agency approved for FLTP funding to date. The FLMA responses to the areas below should address both current and planned activities within the effective period of the IIJA. To complement the investment strategy, annual accomplishment reports will be requested from each FLMA. These instructions shall remain in place until a new transportation bill is enacted.

# Investment Strategy

Per FHWA’s interpretation of 23 U.S.C. 203, all eligible recipients under the FLTP submit an application describing how the use of FLTP funds will advance “performance management”. Consideration must be given to all provisions within 23 U.S.C. 203(b)(2)(B) and (C) and 23 U.S.C. 201(c). For these instructions, an application will be referred to as an “investment strategy”. A specific investment strategy format or structure is not provided in legislation; therefore, this document identifies the content and framework for FLMAs’ use. A single, multi-year investment strategy for fiscal years (FY) 2022 – 2026 is requested from each FLMA. The FLMA can update their investment strategy should conditions or priorities change over time. The content should be forward-leaning and be complemented by the FLMAs’ Annual Accomplishment Report.

The information below provides greater specificity on how FLMAs should frame their strategy to answer the fundamental question, “How does the FLMA intend to support a performance-based transportation system with the 5-years of authorized funding in the IIJA?”

# Investment Strategy Composition

Develop an investment strategy using the provisions cited in 23 U.S.C. 203(b)(2)(B) and (C) and 23 U.S.C. 201(c) (transportation planning and asset management requirements). Additionally, under 23 U.S.C. 203(b)(2)(C) – Permissive contents, the investment strategy may include a multiple-year proposed program supported by long-term transportation planning and resource management initiatives.

Address the following investment strategy considerations applicable to these specific citations in law.

**Definitions and Descriptions**

1. Transportation Performance Management (TPM) is a strategic data-driven approach that uses system information to make investment and policy decisions to achieve performance goals.
2. Asset management is the application of a TPM approach to manage the condition of the infrastructure assets that are needed to provide for mobility and safety on the nation's transportation system.
	1. As defined in 23 U.S.C. 101(a)(2), asset management is a strategic and systematic process of operating, maintaining, and improving physical assets, with a focus on both engineering and economic analysis based upon quality information, to identify a structured sequence of maintenance, preservation, repair, rehabilitation, and replacement actions that will achieve and sustain a desired state of good repair over the lifecycle of the assets at minimum practicable cost.
3. Target(s):
	1. A target is defined as a quantifiable level of performance or condition.
		1. FLMAs may establish constant or declining targets. Additionally, targets should be reasonable and be based on analysis of trends and projections of future efforts.
		2. Unlike aspirational goals, e.g., zero deaths from crashes, FHWA discourages the use of aspirational targets. Setting aspirational targets that are not data-driven, realistic, or achievable does not align with the performance management framework or statute under 23 U.S.C. 203 to improve project decision-making through performance-based planning and programming. Setting data-driven targets will enable decision makers to utilize resources in ways that will result in increased accountability and transparency.
		3. Ensure targets are aligned with the FLMA’s national Long-Range Transportation Plans (LRTP) goals.

**Descriptions of FLMAs’ Approaches and/or Methodologies**

Under IIJA, greater attention will be placed by the Office of Federal Lands Highway (FLH) on how FLMAs collect and use data from asset management-related systems and processes to inform integrated transportation planning and programming decision-making.

1. Describe your agency’s decision-making strategy and method for including eligible assets into your agency’s official inventory. For example, how did your agency make a determination to include public transportation facility X and not include public transportation facility Y?
2. Describe your agency’s strategy for incorporating data into the integrated planning[[1]](#footnote-2) effort in cooperation with FLH, State and Metropolitan Planning Organizations during the effective period of the IIJA.
3. Describe how asset management data informs decision-making in your agency’s development of a multi-year programming of projects that comprises your agency’s 4-year Transportation Improvement Program[[2]](#footnote-3) (TIP).
4. Life cycle planning (LCP) is an important part of asset management. In the same way that planned investments in the maintenance of a car are important to ensure it remains operational for as long as possible, LCP is key to achieving the lowest practical cost for improving and preserving pavements, bridges, and other transportation assets.

FLMAs may tailor their LCP to their unique needs and are not required to include all FLTP assets in an LCP network. They should, however, include assets that have the greatest value, represent a significant annual investment to maintain, or are at risk due to current or future environmental conditions. The objective is to define a network that matches how the FLMA manages their system, moving away from a worst-first approach and towards a more structured and predictable sequence of maintenance, preservation, repair, rehabilitation, and replacement actions. Appendix A describes examples of Asset Management approaches.

1. Describe the FLMA’s current practice of life cycle planning, and/or how the agency plans to incorporate it over the next 5 years. Please include:
2. cost to *maintain or replace* all transportation assets within your agency’s official inventory.

The requested cost information is like the backlog of transportation needs the FLMAs include in their reauthorization white papers. Similarly, over the life of IIJA, provide the FLMA’s projected costs for all assets in your agency’s inventory and a description of how the authorized funds (all 5 years) will support the FLMA’s needs. If the FLMA’s needs and requirements continue to greatly outweigh what is authorized under IIJA, that is valuable information to convey.

1. cost to operate transit systems funded through the FLTP (as applicable).
2. Describe how the FLMA plans to implement and/or enhance the specific management systems below under IIJA, and explain how information from these systems will be used to support programming decision making:
3. Pavement management system information
4. Bridge management system information
5. Congestion management system information, where applicable
6. Safety management system information (if applicable) including fatality and serious injuries
7. Other management systems
8. Identify resource management initiatives that are unique and not cited in the body of this guidance which the FLMAs intend to fund in FYs 2022 - 2026 with 23 U.S.C. 203 and/or 23 U.S.C. 201 funds. Explain how these initiatives affect performance-based planning and programming goals.

# High-Use Federal Recreation Sites or Federal Economic Generators

Within the performance-based program requirements in 23 U.S.C. 203, and retained in the IIJA, transportation access to high-use Federal recreation sites or Federal economic generators (HUR-EG) is a key consideration. Due to constrained funding, a performance management model was enacted under the Moving Ahead for Progress in the 21st Century Act (MAP-21) and purposefully highlighted the subset of routes that support access to these key locations. During both MAP-21 and the Fixing America's Surface Transportation Act (FAST Act) authorizations, FHWA has yielded in large part to FLMAs to interpret and manage this factor. Now that newer FLMAs have had an opportunity to identify their FLTP facility inventory and begin condition assessments, where all FLMAs should be in a similar place programmatically, the FLH’s attention is now focusing more closely on this provision in law.

Through separate HFL correspondence focusing solely on FLMA’s Federal Lands Transportation Facility Inventory (FLTFI), HFL will request a refreshed, detailed inventory that includes the location and condition of all assets designated as providing access to HUR-EG. This action will inform the investment strategy requirements outlined in this document which will result in a more consistent framework for reporting and target setting across FLMAs to strengthen their collective performance management story. The related requirements below are intended to understand FLMA’s summary level data and targets as it relates to program performance across the life of IIJA.

# Secretary of Transportation’s Performance Goal Areas

1. State of Good Repair of Transportation Facilities. The condition performance reporting template is found in Appendix B.
2. **Roads:** This section should address your agency’s plan to maintain a state of good repair for public roads within the FLTFI. Provide performance goals, condition measures, and targets for FYs 2022 – 2026 based on authorized amounts in the IIJA at a minimum for paved and unpaved roads accessing HUR-EG. Agencies are not limited to goals and measures specific to HUR-EG. As applicable, describe the approach to asset and performance management for roads as it relates to the agency’s priorities or other risk factors beyond those associated with the HUR-EG designation.
3. **Bridges:** This section should address your agency’s plan to reduce bridge deficiencies within the FLMA system. Provide performance goals, condition measures, and targets for FYs 2022 – 2026 based on authorized amounts in the IIJA at a minimum for all bridges on roads accessing HUR-EG. Differentiate the condition and target information by the subset of bridges on and off the National Bridge Inventory (NBI), as applicable. Agencies are not limited to goals and measures specific to HUR-EG. As applicable, describe the approach to asset and performance management for public bridges as it relates to the agency’s priorities or other risk factors beyond those associated with the HUR-EG designation.
4. **Parking Lots:** This section should address your agency’s plan to maintain a state of good repair for parking lots within the FLTFI. If parking lots are included in the FLMA’s FLTFI, define what constitutes a parking lot in the system and describe how condition is assessed. If applicable, provide performance goals, condition measures, and targets for FYs 2022 – 2026 based on authorized amounts in the IIJA. Summarize data separately for paved and unpaved parking lots, and for parking lots accessing HUR-EG.
5. **Trails****:** This section should address your agency’s plan to maintain a state of good repair for trails within the FLTFI. For trails included in the FLMAs’ FLTFI, define what constitutes a trail in the system, and describe how condition is assessed. Provide performance goals, condition measures, and targets for FYs 2022 – 2026 based on authorized amounts in the IIJA. Summarize data separately for native and engineered trails, and for trails accessing HUR-EG.
6. **Transit:** The use of transit systems are critical options for FLMAs. As applicable, provide the information below by the following groups:
* Transit Route / Bus stops
* Boat ramps/Ferry docks
* Shuttles, busses, vans
* Air and water ferries
* Trains
* Trolleys
* Other

Describe the performance measures and targets for each group, if represented in your agency’s official inventory. Examples could include ridership levels/targets over the next 5 years; operating cost per passenger boarding; how transit augments FLMA’s total visitation against all modes; how these transit systems may support a larger visitor experience and resource protection metricsImprovement of Safety

Transportation safety continues to be the Department’s number one priority. Safety starts with good data which then forms the foundation for improved traffic safety through analysis, research, data-driven decisions, and implementation.

1. Provide the FLMA performance goals, measures, and targets based on the authorized funding through FY 2026 and describe the plans to collect and report safety data on HUR-EG that FLMAs will use to influence FLTP programming decisions.
2. FLMAs who conclude that transportation safety is not a high-risk area on their lands must describe how they arrived at this conclusion, e.g., safety data, incident management procedures, or local law enforcement reports.  These FLMAs must identify plans to gather and report the safety data needed to make better informed decisions on their FLTP inventory.

FHWA is focused on supporting agencies to plan, develop and operate streets and networks that prioritize safety, comfort, and connectivity to destinations for all people who use the street network. Complete Streets serve pedestrians, bicyclists, public transportation users, children, older individuals, individuals with disabilities, motorists, and freight vehicles. With the increased focus on the multi-modalism, describe your agency’s efforts to advance this priority.

1. Congestion Management

As applicable, provide the FLMA performance goals, measures, and targets based on the authorized funding through FY 2026 and describe the plans to collect and report congestion data on facilities accessing HUR-EG that FLMAs will use to influence FLTP programming decisions.

1. Administration’s Strategic Priorities

Describe your agency’s plan to support the Administration’s priorities.

# FLMAs’ Secretaries Performance Goals

The FLMAs’ investment strategy should address the resource and asset management goals of the Secretary of the respective Federal land management agency. To avoid duplicative reporting, FLMAs are encouraged to provide “URL” links to their national LRTPs which contain the FLMA’s Secretaries’ goals, measures and targets and are completed and current. Within this section, the FLMAs should provide the baseline FY 2022 measures and out-year targets through the IIJA. The frequency of data collection, subsequent analysis and reporting are sought for each measure.

# Annual FLTP Accomplishments Report

To successfully administer a performance-based program, data is needed to gauge progress and the overall health of the program annually. The Annual FLTP Accomplishment Report provides an opportunity for the FLMAs to highlight the improvements to their transportation system achieved by means of the annual FLTP. Through this report, explain how the annual FLTP addressed the overall transportation needs of the FLMA’s network. In addition to the projects delivered, the report shall provide current condition results compared with the 5-year target set for 2026 and established by the FLMAs in Year 1 of the IIJA. At a minimum, the report should compare the current condition results for each asset category accessing HUR-EG with the 2026 targets. This annualized condition data over the multiple years of the IIJA will show how the data is trending in relation to the targets. An example of baseline targets compared to annualized target data is provided in Appendix C. Through program goals, measures, and targets, FLH and the FLMAs can communicate consistent program-wide performance and accountability information to, among others, FLMAs’ internal leadership, external stakeholders, the education of Congressional staffers, auditors, and the public. With that understanding, the FLMAs are at liberty to include additional information that may help convey their message and tell their story, e.g., including a list of projects by state, or highlighting a storyboard around a few projects with photos and descriptions that serve to educate a range of audiences on the importance of the program and how it serves the American people.

The Annual FLTP Accomplishment Report template is found in Appendix D. The reports for the preceding fiscal year are due by **April 1st** of the current fiscal year.

# APPENDIX A

This table is intended to assist FLMA’s in their response to the asset management requirements, above in the body of these instructions, for assets included in your agency’s official inventory.

Table 1 – Asset Management Approach

|  |  |  |
| --- | --- | --- |
| Approach | Asset Description | Asset Management Activities |
| Performance Based  | Assets Generally Higher Value\*Higher Programmatic Risk\*\* | * Performance Forecasting
* Cost to Maintain Asset
* Performance Target\*\*\*
* Life Cycle / Deterioration Curves
* Inventory
* Condition
 |
| Condition Based | Assets Generally Moderate ValueModerate Programmatic Risk | * Condition Target\*\*\*
* Life Cycle
* Inventory
* Condition
 |
| Reactive Based | Assets Generally Lower Value Lower Programmatic Risk | * Inventory
* General Condition
 |

\* Assets that:

* represent a significant percentage of the total cost of the FLMA’s transportation portfolio; and
* consume most of the operation and maintenance (O&M) budget or have the greatest impact on network availability/reliability.

\*\* Assets, that if they fail or fall below a state of good repair, would present the greatest risk to the service provided by the network.

\*\*\* A “performance target” (in comparison to a “condition target” in the condition based approach) will require more information and/or involve more analysis to predict condition and set targets i.e. “performance forecasting”, “deterioration curves” and “cost to maintain”. This added information is not needed for the condition-based approach in this table. It may also imply a more frequent or detailed condition analysis, such as collecting condition on 100% of a linear asset versus on a statistical sample or using windshield type surveys.

# APPENDIX B

Condition Performance Reporting Template

# APPENDIX C

The following is an example of a graph which compares the baseline target established for the pavement condition with annualized target data. The FLMAs may represent data collected against targets set for the performance areas in a similar manner if they choose to do so.

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Target**  | **2010** | **2011** | **2012** | **2013** | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** |
| **85%** | 55% | 71% | 78% | 78% | 77% | 78% | 79% | 80% | 80% | 80% | 80% |

# APPENDIX D

Annual FLTP Accomplishment Report Template

FLMAs are encouraged to describe their accomplishments in alignment with their proposed investment strategy as outlined in this instructional document. We encourage FLMAs to augment their accomplishment stories with the data cited below.

1. Describe the FLMA’s transportation system that is included in the FLTFI.
2. State of Good Repair:
	1. Paved roads leading to HUR-EG:
		1. Funds obligated;
		2. The number of projects, number of miles, and types of work;
		3. The condition of the road network; and
		4. The progress towards performance targets described in the Investment Strategy.
	2. Paved roads overall in the FLTFI:
		1. Funds obligated;
		2. The number of projects, number of miles, and types of work;
		3. The condition of the road network as available; and
		4. As applicable, progress towards performance targets described in the Investment Strategy.
	3. Unpaved, native and gravel roads leading to HUR-EG:
		1. Funds obligated;
		2. The number of projects, number of miles, type of work;
		3. The condition of the road network; and
		4. As applicable, progress towards performance targets described in the Investment Strategy.
	4. Unpaved, native and gravel roads overall in the FLTFI:
		1. Funds obligated;
		2. The number of projects, number of miles, type of work;
		3. The condition of the road network as available; and
		4. As applicable, progress towards performance targets described in the Investment Strategy.
	5. As applicable, other assets on the FLTFI, e.g., trails, parking lots, transit (summarize separately for assets accessing HUR-EG):
		1. Funds obligated;
		2. The number of projects and types of work;
		3. The condition of the assets as available; and
		4. As applicable, progress towards performance targets described in the Investment Strategy.
3. Reduction of Bridge Deficiencies:
	1. Bridges leading to HUR-EG:
		1. Funds obligated;
		2. The number and type of bridge projects;
		3. The condition of the bridges; and
		4. Progress towards performance targets described in the Investment Strategy. Summarize separately for NBI and non-NBI Bridges accessing HUR-EG.
	2. Bridges overall included in the FLTFI
		1. Funds obligated;
		2. The number and type of bridge projects;
		3. The condition of the bridges; and
		4. As applicable, progress towards performance targets described in the Investment Strategy. Summarize separately for NBI and non-NBI Bridges on the FLTFI.
4. Improvement of Safety (summarize separately for improvements accessing HUR-EG):
	1. If known, funds obligated for safety improvements;
	2. The number of safety-specific projects completed;
	3. If applicable, new processes or national agreements pertaining to safety;
	4. New relationships developed with other key stakeholder groups such as law enforcement and first responders;
	5. number of roadside safety audits; and/or
	6. safety meetings/summits held to educate and share best practices among practitioners.
5. Congestion Management
	1. Funds obligated;
	2. The number and type of studies or projects funded; and
	3. As applicable, progress towards performance targets described in the Investment Strategy.
6. Advancing Administration’s Priorities
	* 1. improve the condition and safety of existing transportation infrastructure,
		2. support economic competitiveness.
7. Resource and Asset Management Goals of the Secretary of the Respective Federal Land Management Agency:
	1. Funds obligated;
	2. The number and type of projects funded; and
	3. As applicable, progress towards performance targets described in the Investment Strategy.
8. Planning -
	1. Status of National LRTP;
	2. As applicable, status of unit level transportation planning activities;
	3. Demonstrate how FLMAs are incorporating asset management and performance management into the planning process, i.e., what’s changed?
	4. Describe the ongoing Integrated Planning activities and how they have contributed to your agency’s overall planning program and decision-making process.
1. Integrated planning: Engage in activities that will implement a continuing, cooperative, and comprehensive planning process between FLMAs, States, locals, MPOs, and Tribes. [↑](#footnote-ref-2)
2. The TIP is a list of the investment priority projects (capital improvement and non-capital improvement projects such as studies) which support the Secretary of Transportation’s and FLMA Secretaries’ performance goals. This list, developed jointly by the FLH and the FLMAs, is an annually updated 4-year, fiscally constrained, list of projects with descriptions and estimated costs for all title 23 funded programs. The FLMAs may choose to include more fiscal years than the minimum 4-year required. The TIP is a planning and programming document, not a financial or accounting document. [↑](#footnote-ref-3)