



# Federal Lands Highway

## Business Plan

*2008-2012*

“Improving transportation  
to and within Federal and tribal lands...”

## Introduction

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Federal Lands Highway (FLH) is well-known for delivering projects that meet the varied needs of our many partners. We are expected to solve and manage unique challenges in environmentally sensitive locations through engineering solutions that are sensitive to the context of the land. Whether it is building highly visible and politically sensitive projects, constructing roads that are national landmarks, or providing critical access using low-cost transportation facilities, FLH is at the forefront of consistently delivering distinct, sensitive and sound engineering projects. Our legacy of continually setting the project management standard will be the key to our future success.

This FLH Business Plan outlines the multi-year plan that we will use to guide our efforts and measure our success from FY 2008 through FY 2012. The Business Plan touches on all phases of our business, beginning with a vision of what success looks like in 2012 and how we plan to measure our success. It also identifies corporate focus areas and business improvement initiatives that will guide us in the preparation of our annual Strategic Implementation Plan and Unit Work Plans. It is a key component of our Strategic Planning Process, as set forth in FLH Policy Manual Chapter 1-B-3.



# Vision

**Create the best transportation system  
in balance with the values of  
Federal and Tribal lands.**

# Mission

**Improving transportation  
to and within Federal and Tribal Lands  
and providing technical services  
to the highway community.**

*The implementation of this Business Plan focuses our corporate resources on both our Vision and Mission. This Plan provides a crosswalk between the FLH activities and the FHWA and USDOT Corporate Goals. It provides a road map supporting continuous quality improvements in the products and services we offer to an expanding set of partners and customers. It identifies key indicators of our corporate health, which reflect both partner satisfaction and employee involvement, as well as stewardship responsibilities ensuring the best use of public funds.*

## **What Success Looks Like in 2012**

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A description of the organization FLH intends to be in 2012:

- ◆ The Federal Lands Highway organization continues to deliver programs and projects that reflect partner values and serve partners, stakeholders, and the public through a number of existing and new initiatives.
- ◆ FLH employees are the most valued asset in the organization and are the key component to our continued success. Professional development opportunities allow employees to have a more diverse set of skills, reflecting the increasing diversity of FLH programs. Human capital programs recognize the continual need to identify and develop leaders with technical and professional skills to solve tomorrow's challenges.
- ◆ Program growth is anticipated, and resource flexibility allows FLH to be responsive to deliver an expanded program. Opportunities are maximized to leverage funding from Federal-aid programs, state and local agencies, and the private sector.
- ◆ National policy for the FLH Program reflects the latest authorization goals and is developed through outreach with partners and stakeholders. Policies reflect a balance between consistency and flexibility to achieve desired results in effective program delivery.
- ◆ Program decisions are made by analyzing and managing information on key partner assets. Using this information, risks are assessed and strategies developed to address issues and improve program effectiveness. Programs address stewardship goals and are administered in a consistent and efficient manner. The financial health of the FLH program is strong with adequate process controls and systems in place.
- ◆ Projects are planned, developed, and constructed in a manner that maximizes the value of each dollar spent. Resources are shared throughout the Federal Lands Divisions, as needed, to assure successful delivery of



projects and programs. The public understands the process for developing long-range transportation plans and the transportation improvement program and is engaged throughout.

- ◆ FLH management nurtures innovation as a matter of daily practice. Outreach to other transportation and resource agencies in the U.S. and abroad fosters the exchange of ideas and the growth of technical expertise.

## The Process to Achieve Success

To make the vision of success a reality, two important inputs influenced our decision making process: partner needs and USDOT/FHWA Agency goals. The FLH FY 2012 Vision of Success and this Business Plan reflect a balance of these two inputs, as well as direction from Congress and feedback from other stakeholders and the public.

### *Listening to Our Partners*

Clearly, no long-term Business Plan is complete and meaningful without the feedback and endorsement of our partners. In preparation of this Plan, we coordinated with our partners [National Park Service (NPS), U.S. Forest Service (USFS), Bureau of Indian Affairs (BIA), U.S. Fish and Wildlife Service (FWS), Bureau of Reclamation (BOR), Bureau of Land Management (BLM), Surface Deployment and Distribution Command (SDDC), and U.S. Army Corps of Engineers (USACOE)].

We asked the following...

*How can we help you advance your goals and objectives?*

*What partnership areas are working well and need to continue over the next five years?*

*What areas require attention?*

*Based on what we know today and what we foresee, where do we begin to place our focus and/or resources?*

In response to this dialogue, the following common themes were identified:

— The Federal Land Management Agencies (FLMAs) value our partnership and the transportation programs and



services we deliver. Many of our partners expressed their desire to identify opportunities to strengthen our partnership that will serve us well for years to come.

— Our partners value our assistance and support when communicating with Federal-aid offices and request our help to work with the Federal-aid Divisions and offices in Headquarters to coordinate their projects, when necessary.

— Many FLMAs are concerned they may be missing opportunities within FHWA and USDOT for other funded programs (such as High Priority Projects, Scenic Byways, Transportation Enhancements, etc.) and request a “One-Stop Resource” for FLH to coordinate all FHWA Title 23 programs. They are also asking for expanded awareness and education to leverage limited transportation dollars with other funding sources.

— FLMAs suggested there are opportunities for greater consistency across the Federal Lands Highway Program (FLHP).

— FLMAs are requesting long-range, multi-modal, surface transportation-wide planning assistance and are requesting training in this area in addition to examples and models of transportation plans that are scaled to visitation and capacity.

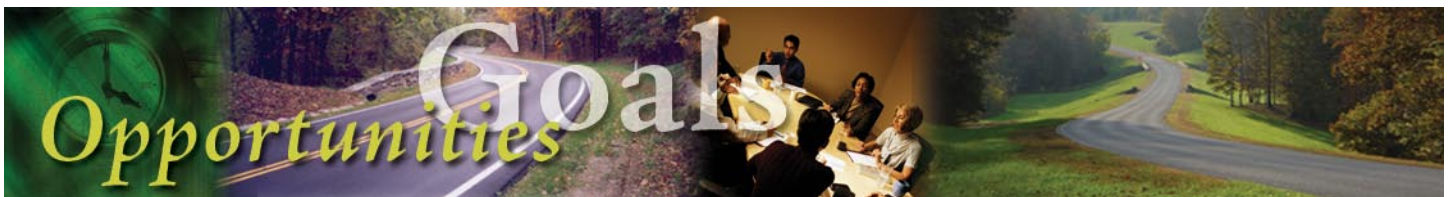
— Our partners are requesting greater education, training, and hands-on assistance in the delivery of the Emergency Relief for Federally Owned Roads (ERFO) Program.

— FLMAs are requesting training in the area of transportation finance so that they can better understand us with the goal to improve our partnership and program stewardship.

— The needs of Indian tribes are similar to the FLMAs noted above and also reflect issues such as highway safety, transit, training and funding opportunities. FLH continues its outreach to tribal governments to better understand unique issues and opportunities to strengthen the Indian Reservation Roads portion of the FLHP in partnership with the Bureau of Indian Affairs.

### *Incorporating Agency Goals*

Also important to the development of the 2012 Vision and Business Plan are the goals of the USDOT and FHWA, as well as on-going business improvement initiatives. Key goal areas for FHWA include safety, congestion, environment, infrastructure, and program delivery. In addition, financial integrity is a major initiative driving USDOT and FHWA programs.



## Opportunities for FLH that relate to these goals include:

- ◆ Improve the Safety of Transportation on Federal and Tribal Lands;
- ◆ Streamline the Environmental process for FLH administered projects, including more effective linkage of transportation planning with the NEPA process;
- ◆ Reduce Congestion on Federal and Tribal Roads;
- ◆ Continue to improve FLH Program Administration by: *(1) strengthening partnerships; (2) creating an executive forum to discuss and coordinate program delivery issues; and (3) completing implementation of activities identified under 204(a), including full development of the FLHP transportation planning and transportation improvement program procedures.*
- ◆ Continue to improve our financial accountability and management; and
- ◆ Continue to improve FLH Program Delivery.

The first three Business Improvement Initiatives are directly linked to the Key Outcomes and Measures in the FY 2006-2011 USDOT Strategic Plan for which FHWA is the lead or co-lead: Safety, Reduced Congestion and Environmental Stewardship. In addition, FLH contributes to the National Security Goal by our management of the Defense Access Road Program and our coordination efforts with the Department of Homeland Security and other applicable security organizations.

## Measures of Success

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For more than 15 years, FLH has identified key indicators of success at various levels of the organization. The following corporate measures reflect FLH goals for key internal operations, as well as measures for the overall effectiveness of the FLH program. These measures are monitored, and if insufficient progress is being made, will be reviewed for management attention and appropriate action.

### *Overall Program Measures*

#### *1. Partner Satisfaction:*

The results of three important surveys (Program Administration, Project Development and Completed Project) focus on our delivery of the FLH Program.

*Target: 85% or greater*



## 2. Employee Satisfaction

The Employee Survey focuses on job satisfaction of FLH employees

*Target: 70% or greater*

## 3. Percent Funds Obligated

This represents cumulative obligation rates for our core FLHP areas only

*Target: 95% or greater*

## 4. Percent Funds "On the Ground"

This measure reflects the percent of dollars expended on road improvements minus program delivery costs, e.g., advance planning, preliminary engineering and construction engineering

*Target: 75% or greater of FLHP funds are directed to road improvements*

## Program Effectiveness Measures

### 1. Safety: Reduce injury and fatal crashes.

**National Measure:** Reduce injury and fatal crashes in the 30 parks with the most injury and fatal crashes

*Target: 10% reduction by FY 2012*

**Project Measure:** Reduce injury and fatal crashes on NPS, FH, and Tribal projects

*(using before/after data analysis or Road Safety Audit approach)*

*Target: 10% reduction by FY 2012*

**Tribal Initiative:** Number of tribes initiating safety programs

*Target: 20 tribes by FY 2012*

### 2. Environment: Improve the quality and streamline the delivery of the NEPA process

**Quality Measure:** Improve score of Environmental Collaboration Survey

*Target: 85% or greater*

**Streamlining Measure:** Reduce average time for Environmental Impact Statement (EIS) and Environmental Assessment (EA) document delivery

*Targets: EIS – 36 months and EA – 12 months*

### 3. Congestion: Reduce delays in selected parks, forests, refuges, and other public lands

**Measure:** Employ new congestion mitigation strategies on Federal Land Management Agencies' transportation facilities

*Targets: FY08 – 2 Locations; FY09 – 2; FY10 – 3; FY11 – 3; FY12 – 4 locations (14 total facilities)*



4. Infrastructure: Maintain and improve condition of transportation infrastructure

**Road Measure:** Number of miles of roads that have an improved pavement condition for FH, IRR, PRP, and RRP  
(primary roads only)

**Target:** Improve 5000 miles of paved roads by FY 2012

**Bridge Measure:** Number of deficient bridges reduced on FH, IRR, PRP, and RRP

**Targets:** Improve 35 or more bridges deemed functionally obsolete and/or structurally deficient in FY 2012

Total of 175 bridges improved by FY 2012

5. Planning: Enhance decision making through development of long-range plans

**Measure:** Percent of long-range agency plans, with transportation component, implemented regionally or by tri-agency, as appropriate, for FLHP

**Targets:** FY 2008 – 20%, FY 2012 – 60%

6. Innovation: Implement innovative solutions to transportation challenges in key areas

**Financing Measure:** Increase the number of projects that leverage non-FLHP funding sources

**Targets:** FY 2008 – 25%, FY 2012 – 45%

**CSS Measure:** Increase CSS self-assessment score

**Targets:** FY 2008 – 3.8%, FY 2012 – 4.7%

**Technology Measure:** Increase number of technologies deployed, ensuring that technology deployment products have wide-reaching applicability and results are publicized/shared between FHWA and FLMAAs

**Targets:** FY 2008 – 70%, FY 2012 – 100% (Measure calculated using an index which considers deployment of new technology and dissemination of results)

## Performing Everyday Business

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Our primary purpose is to manage delivery of the Federal Lands Highway Program and ensure that tax dollars entrusted to us are expended on the right things and in the right manner. This responsibility is also shared with our valued partners.

*In order to carry this out we have two primary mission areas: Program Administration & Program Delivery*

*Every FLH employee, along with contracted support staff, contributes to one or more of the activities associated with these two missions.*





**Program Administration** represents a diverse set of activities that support the delivery of projects and the overall FLH program. These activities include the following:

- ◆ promote and provide Stewardship and Oversight of FLH programs;
- ◆ develop legislative recommendations and interpret statutory provisions related to FLH programs;
- ◆ provide advocacy for and technical assistance to FLMAs and Tribal Governments;
- ◆ promote and provide technical assistance on Management Systems, Asset Management, and Transportation Planning;
- ◆ conduct engineering and related technical studies to ensure best use of limited funds;
- ◆ provide administrative and support services;
- ◆ promote and provide technical assistance on context sensitive designs and solutions;
- ◆ promote and provide technical assistance on safety and congestion relief;
- ◆ promote and provide technical assistance on environmental streamlining;
- ◆ document condition of roads and bridges;
- ◆ support FLMAs transportation-related goals and objectives: and
- ◆ improve FLMA transportation.

**Program Delivery** represents the core activities that support the planning, design, and construction of transportation options. These activities include the following:

- ◆ plan, design and construct FLMA roads;
- ◆ improve roadway geometrics and consistency;



- ◆ improve signs and traffic operations;
- ◆ improve roadway and road side safety;
- ◆ build scenic and context sensitive roads;
- ◆ provide seamless transportation facilities;
- ◆ minimize impact to, and where appropriate improve, natural environment;
- ◆ provide support for, during and after natural disasters;
- ◆ provide quality education and training for transportation specialists; and
- ◆ promote and implement new and emerging technologies.

## Our Commitment to Improve

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*To stay committed to our continuous improvement journey over the next five years, FLH Leadership identified the following corporate focus areas to make FLH a better organization. These improvements will positively impact our everyday business, strategic goals, and ultimate success in carrying out our mission.*

### Corporate Focus Areas:

#### *Long Term Health*

It is important to support the long-term health of FLH by (1) providing education and outreach, both internally and externally, on the requirements of Title 23 and FLH's mission and processes; and by (2) continuing to enhance FLH technical capabilities. The primary mission of FLH depends on the long-term health and stability of the FLHP, and **reauthorization** is key. We have seen significant growth in the FLHP, and we must continue to position FLH for future growth and outreach with partners. Also key to long-term health is making organizational improvements by benchmarking ourselves against nationally recognized **self-certification quality standards**.



## *Human Capital Planning*

Corporate image is critical as we continue to attract the best employees. FLH's **Human Capital Plan** aligns human resource strategies to the FLH mission and business plan by raising human capital planning to a corporate strategy level. FLH will strive to **attract, recruit and retain** the best people—based upon current and emerging critical competencies. By providing interesting and challenging work, as well as an exceptional work environment, we strive to be **the Employer of Choice**.

## *Corporate Knowledge*

FLH will **share best practices FLH-wide** in all disciplines among the various offices, as well as with FHWA and outside entities. FLH will act in a corporate manner in policy, major systems, and practices, reflecting a **One Federal Lands Highway** approach. FLH will also be more nimble and efficient in workload distribution and in **sharing of both human and financial resources** among offices.

## *Future Competencies*

FLH will continue to diversify and enhance our corporate abilities in a number of areas. One area will be **Transportation Planning**, especially in the development of transportation plans that identify short and long-term transportation needs. FLH will continue to reinforce the project management culture throughout its Divisions by **becoming leaders in project management**. It will also be important for FLH to **become leaders in Transportation Management Systems**. FLH will develop an Asset Management Business Plan to guide future efforts. This will help the FLMAs to improve how data and management systems are used to make informed transportation and resource allocation decisions and provide accountability for those decisions.

## *Stewardship and Oversight*

Management is committed to develop and maintain effective internal controls to achieve the objectives of effective and efficient operations, in compliance with Title 23 policy. Stewardship and oversight emphasis areas include **Financial Management, Cost Consciousness** (being good stewards of taxpayers' dollars), and **Quality Management** (ensuring that quality management systems, internally and externally, are in place to maintain and continually improve services).

*...to solve and manage unique challenges in environmentally sensitive locations through engineering solutions that are sensitive to the context of the land.*



## Appendix

### THE FLH ORGANIZATION

The FLH organization consists of a Headquarters Office in Washington, DC and three field Division Offices located in Sterling, Virginia; Lakewood, Colorado; and Vancouver, Washington. The Headquarters' staff is responsible for program development and administration, policy, program review, and outreach for not only the FLH Program but for all funds and programs administered on behalf of FHWA nationwide. The planning, delivery, and stewardship of the FLHP program are carried out in partnership with the various Federal Land Management Agencies (FLMAs) and Tribal Governments.

The three field Divisions are responsible for program development, transportation planning, environment analysis, project coordination, road and bridge design, construction supervision, program and project management, condition assessments, technical assistance and various other transportation-related activities.

### PROGRAM HISTORY

The FLH organization and its predecessor (Direct Federal) have a long and impressive history dating from its early partnership and road building history with the U.S. Forest Service. By 1926, FLH had expanded its relationships and became a "partner of choice," as well as a key ally, of the National Park Service. Today, the Federal Government, through its various FLMAs, has ownership responsibilities for more than 30 percent of the Nation's land. More than a dozen Federal Agencies own and maintain over 500,000 miles of public and administrative roads.

Congress established the Federal Lands Highway Program (FLHP) in 1982 to accomplish the following:

- (1) Promote effective, efficient, and reliable administration for a coordinated program of public roads and bridges;
- (2) Protect and enhance our Nation's natural resources; and
- (3) Provide needed transportation access for Native Americans.

Following this landmark legislation, FHWA's role changed to include stewardship and oversight responsibility of the Highway Trust Fund dollars that fund the FLHP, while still retaining the transportation service provider role that initially defined our early relationships. Today, we see FLH providing context sensitive designs and solutions, as well as transportation engineering and technical expertise to all 50 States, District of Columbia, Puerto Rico, Virgin Islands, Pacific Islands, over a dozen Federal agencies, and several State and local partners. FLH has been and continues to be the "transportation service provider of choice."



## OUR PARTNERS AND CUSTOMERS

FLH has four core partners:

- (1) National Park Service (NPS);
- (2) U.S. Forest Service (USFS);
- (3) Bureau of Indian Affairs (BIA); and
- (4) U.S. Fish and Wildlife Service (FWS).

Jointly, we deliver a \$1.0 billion annual program under SAFETEA-LU.

The FLH Program also supports other important FLMA partners by providing funding for integrated transportation planning, bridge inspections and other technical assistance activities.

These partners include:

- Bureau of Land Management (BLM)
- Military Surface Deployment and Distribution Command (SDDC)
- U.S. Army Corps of Engineers (USACOE)
- Bureau of Reclamation (BOR)
- Tennessee Valley Authority

FLH also works closely with many State and Territorial partners. On behalf of other FLMAs and various State and local partners, FLH manages an additional \$500 to \$600 million in highway-related activities annually. In total, the FLH Program has stewardship responsibilities for about \$1.5B per year.





U.S. Department of Transportation  
**Federal Highway Administration**

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